

# 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



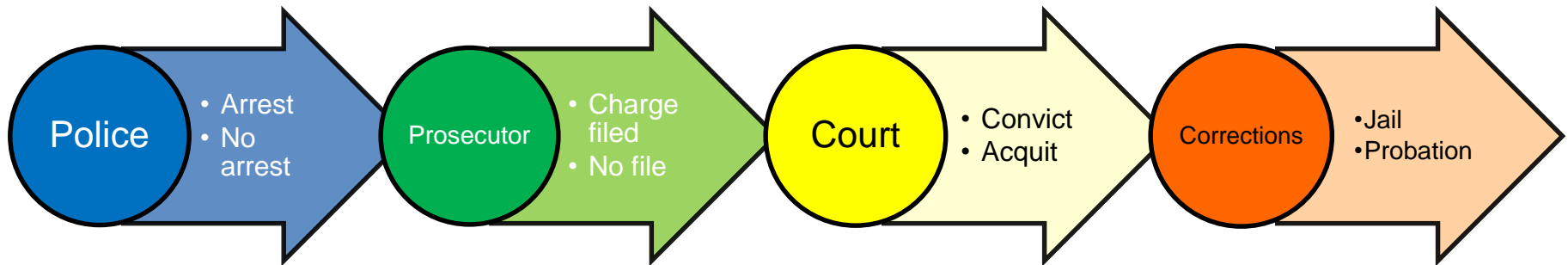
Rapid Response



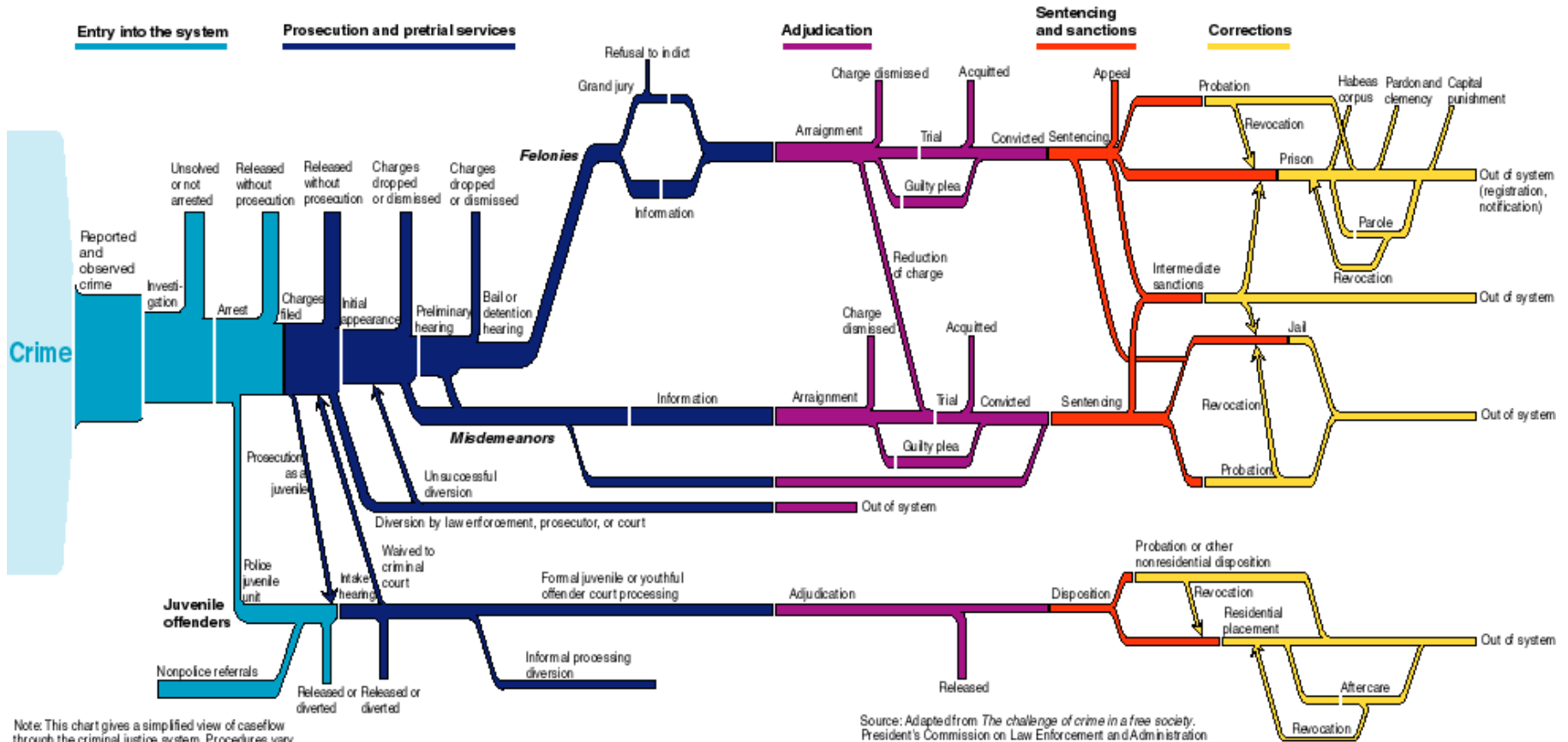
Investigation



# 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

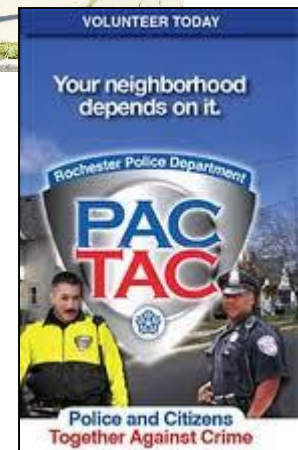


# Need for Assistance

## 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

# Accountability

Image

**POLICE CALL LOG**

Possible numbers to call depending on activity:

- Non-emergency 777-3333 (press 1 and then press 0)
- Emergency 911 or 777-3211 from your cell phone
- 238-DRUG Anonymous hotline when you see suspicious or illegal drug activity; please leave a message.
- Alcohol Beverage Action Team (ABAT), 238-7103 to report tolering drug dealing/gambling/other illegal activity outside of liquor stores or saks to minors. Additionally, report after hours sales, sales of mixed drinks and trash/blight connected to the store.
- Code Compliance, 238-3381; handles blight related concerns such as broken windows or activity in around vacant buildings.
- Illegal Dumping on Public Property, 615-5566; describe the contents and amount of the dumping, the nearest address where it is has been dumped and by whom.
- Crime report forms can be downloaded and printed from [www.oaklandpolice.com](http://www.oaklandpolice.com)

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

Date	Time	Description of incident including the following: Address or intersection; Persons (height, weight, gender, race/ethnicity, age, hair, clothes/shoes, tattoo, scar, etc.) and behavior; Car – license plate #, make/model/year, color; and other pertinent information	Incident, Report or Complaint #	Did the Police Respond?	What action was taken?



Reality





# Control

Image

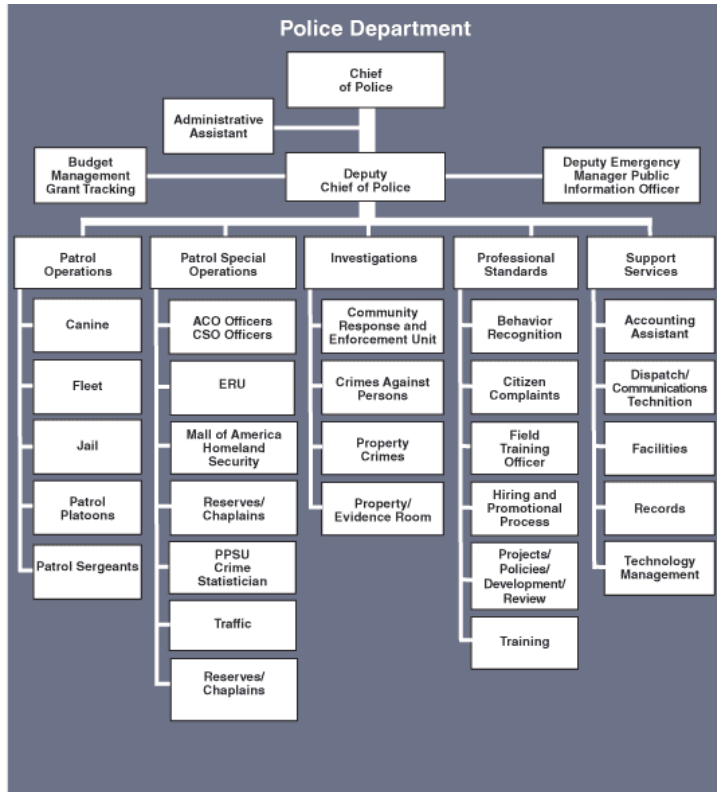


Reality

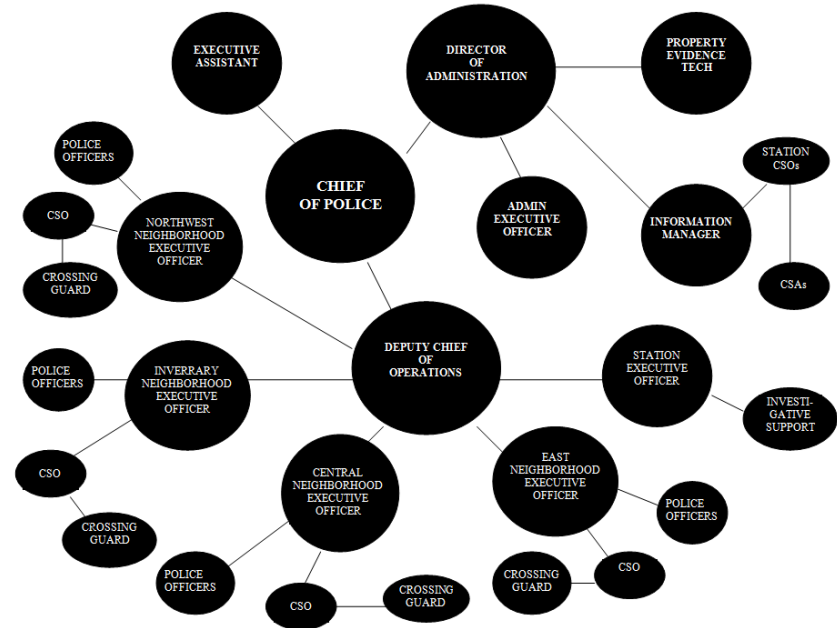


# Organization

## 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.*

*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, 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

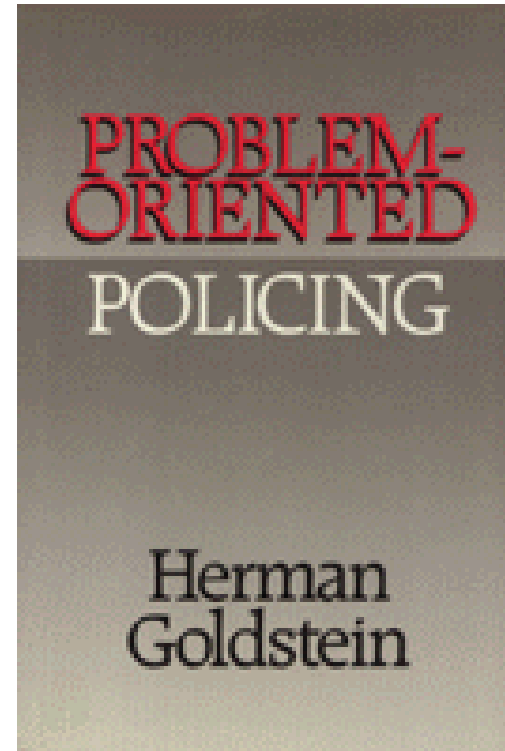
HERMAN GOLDSTEIN, Professor, Law School, University of Wisconsin at Madison. The author is indebted to the University of Wisconsin Extension Department of Law for making the time available to produce this article as part of a larger effort to reexamine the university's role in research and training for 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/10.1177/001181730001900401> by on February 16, 2010

# 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**

- **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



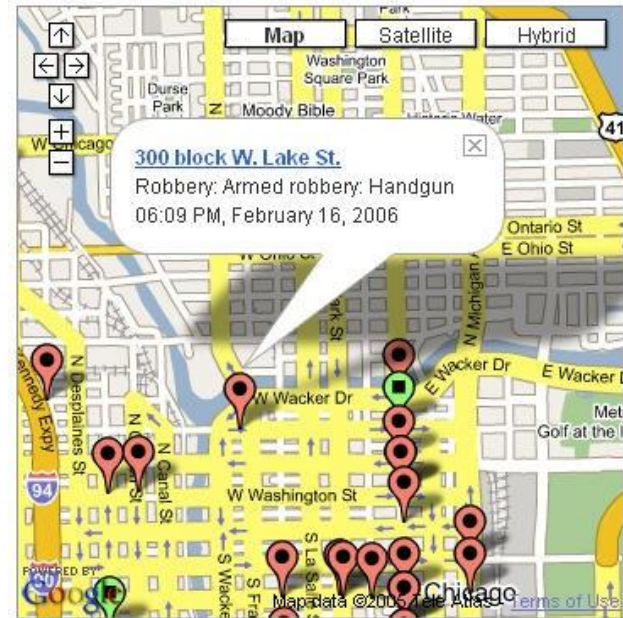
# By Persons

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



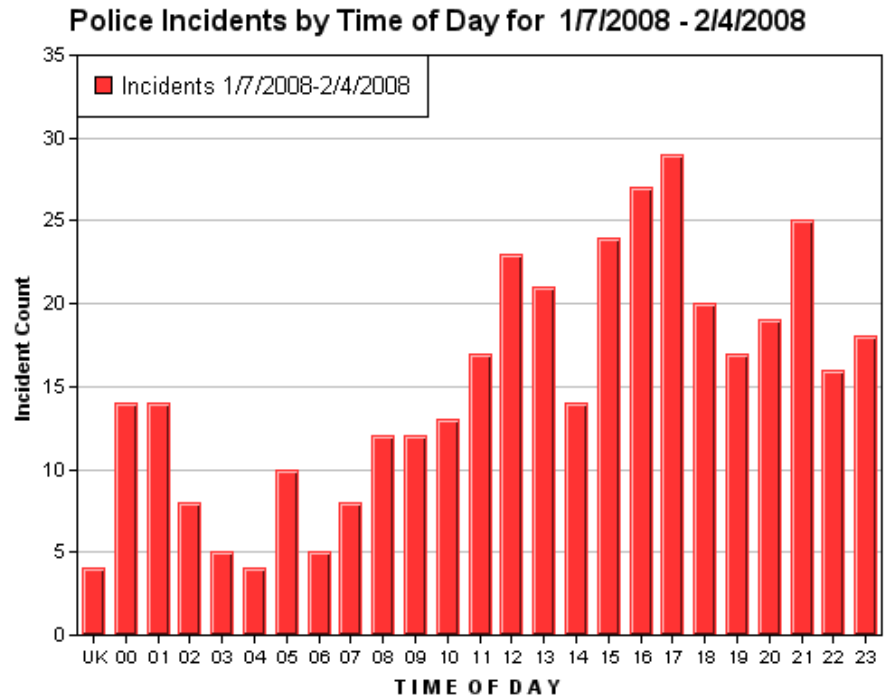
# By Location

- 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





# 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

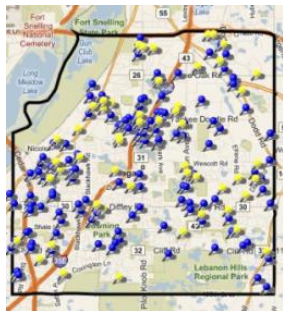
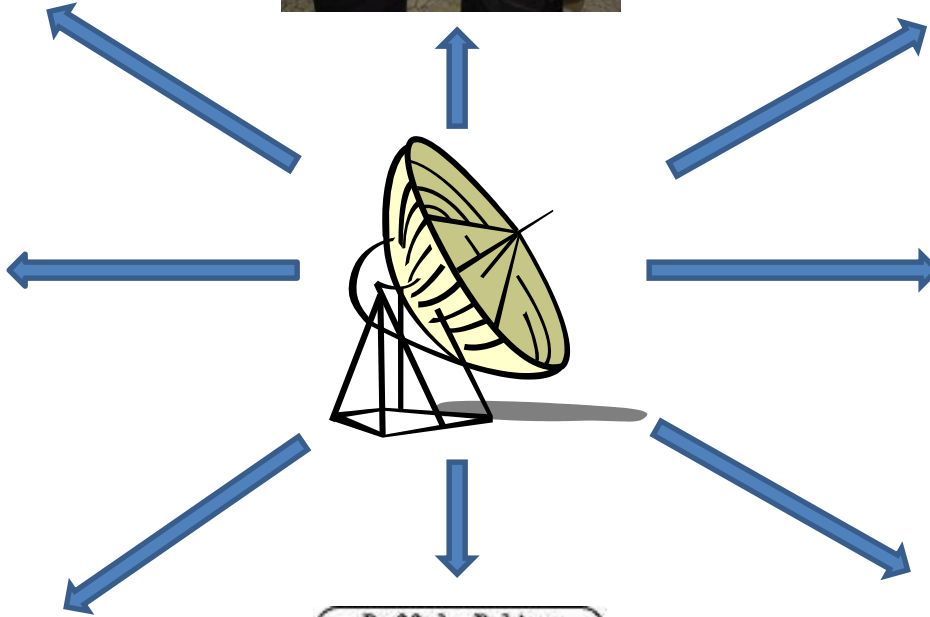
## Problems Commonly Addressed by Police

Abandoned children  
 Abandoned property  
 Abandoned/derelict vehicles  
 Abandoned/derelict/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 stereotypes  
 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





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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

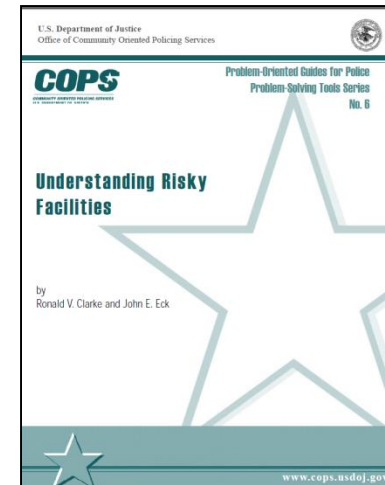
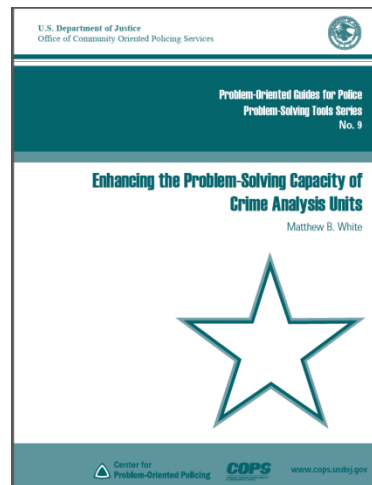
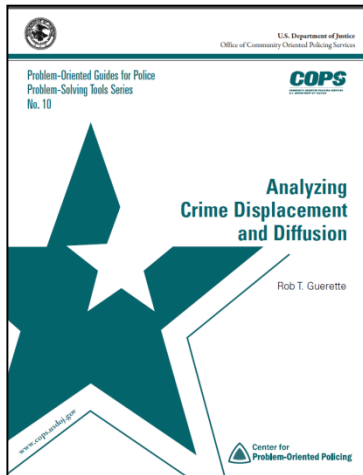
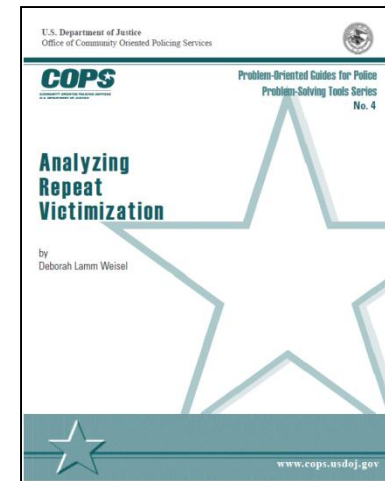
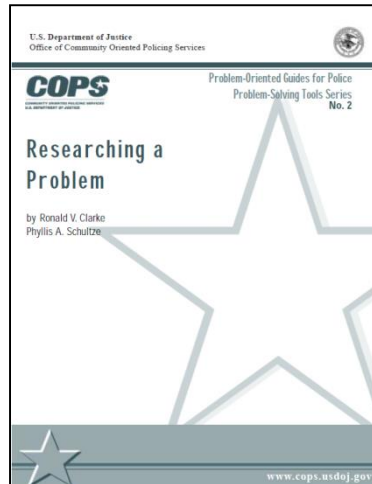
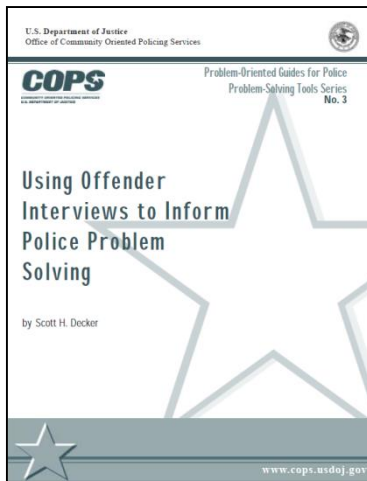
- ✓ Confirm problem is real
- ✓ Confirm problem is what it appears to be or redefine it
- ✓ Develop a “theory of the problem” to explain why it’s happening
- ✓ Accumulate evidence about the problem



# Problem Analysis Triangle

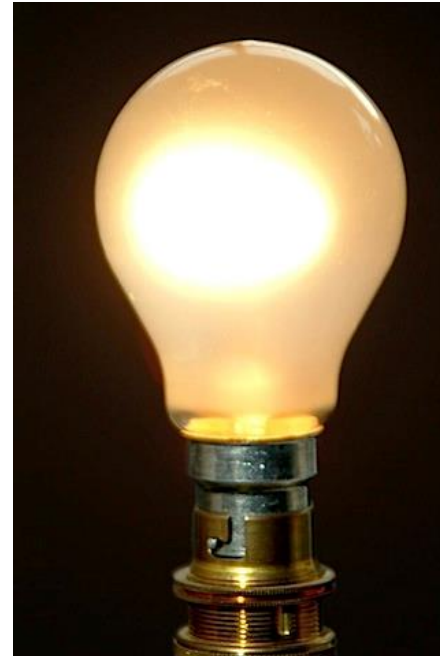


# Analysis Guides



# 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

---

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



Altering the Physical Environment

Issuing Warnings

Selective Intensive Enforcement

Enforcing Civil Laws

Creating & Enforcing New Probation Conditions

Mediating & Negotiating

# Sharing Responsibility

“...that engage other public agencies, the community, and the private sector...”



# Police Methods for Shifting Responsibility



**Degree of resistance**

**Degree of coercion**

**Resources required**

**Evidence required**

**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**





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U.S. DEPARTMENT OF JUSTICE

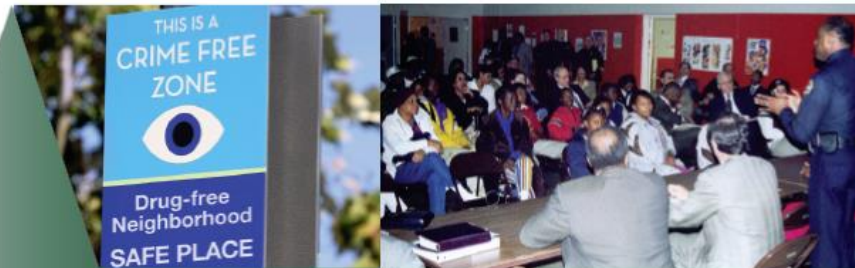


Response Guides Series  
Problem-Oriented Guides for Police

No. 3

# Shifting and Sharing Responsibility for Public Safety Problems

Michael S. Scott  
Herman Goldstein





U.S. Department of Justice  
Office of Community Oriented Policing Services



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U.S. DEPARTMENT OF JUSTICE

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

# Implementing Responses to Problems

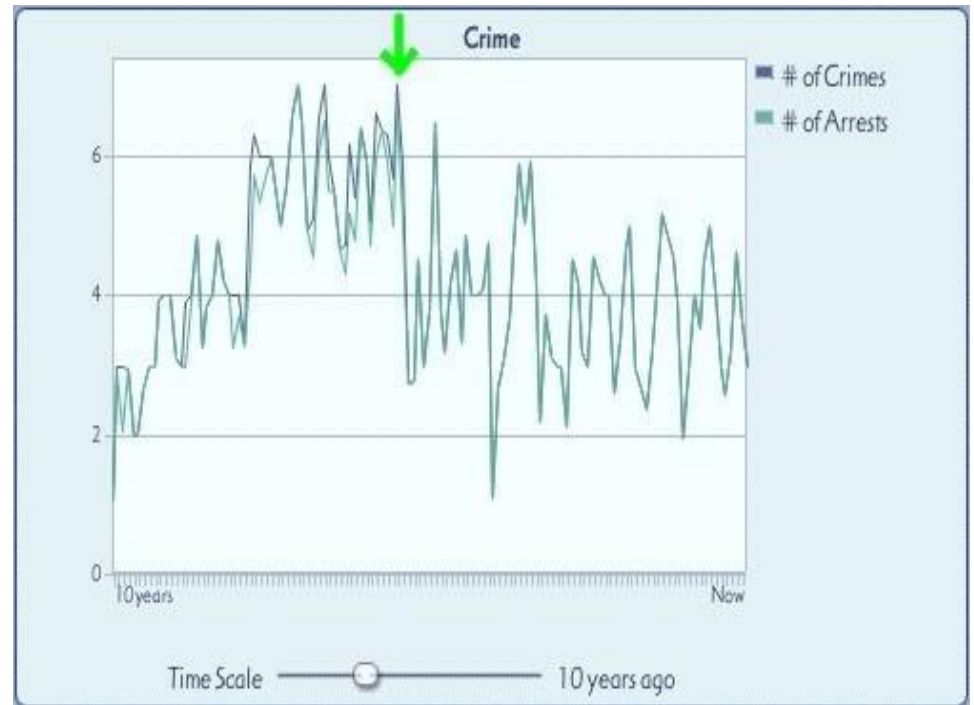
by  
Rick Brown  
Michael S. Scott



[www.cops.usdoj.gov](http://www.cops.usdoj.gov)

# 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





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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...”

2013 Herman Goldstein Awards




**OPERATION RED LIGHT: MILWAUKEE'S NORTH SIDE PROSTITUTION ABATEMENT PLAN**



Milwaukee Operation Red Light – Herman Goldstein Submission Page 1

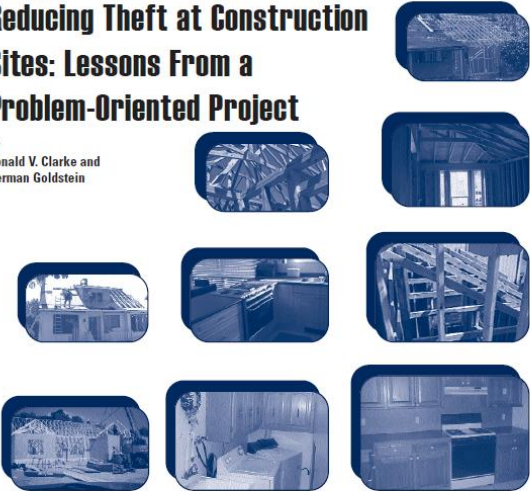
U.S. Department of Justice  
Office of Community Oriented Policing Services



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

**Reducing Theft at Construction Sites: Lessons From a Problem-Oriented Project**

by  
Ronald V. Clarke and  
Herman Goldstein



[www.cops.usdoj.gov](http://www.cops.usdoj.gov)



# Furthering the Profession

“...building a body of knowledge...”

The screenshot shows the homepage of the Center for Problem-Oriented Policing. At the top, there is a banner for the 2015 POP Conference (Oct 19-21, 2015 Portland, OR) and the University at Albany logo. Below the banner is a navigation menu with links for 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 sub-sections with links to various resources. A search bar is located in the top right corner. At the bottom, there is a footer with links for Newsletter Archive, What is POP?, Model POP Curriculum, Problem Analysis Triangle, About Us, Contact Us, Translations, Privacy Policy, POP Guides, POP Projects, Library, Learning Center, POP Conference, RSS, Facebook, and LinkedIn. A copyright notice for 2015 is also present.

The cover of the Home Invasion Robbery guide features the COPS logo (Community Oriented Policing Services, U.S. Department of Justice) and the Problem-Specific Guides Series logo. The title "Home Invasion Robbery" is prominently displayed, along with the authors Justin A. Heinonen and John E. Eck. The cover number is No. 70. A photograph shows a person in a balaclava and a police officer. The bottom of the cover features a large blue star graphic and the Center for Problem-Oriented Policing logo.