A Problem Oriented Approach to Community Policing

Norm Stamper
Chief of Police

TRAINING GUIDE

04/97

SEATTLE POLICE DEPARTMENT

* MISSION *

Our mission, together with the communities of Seattle, is to make our city a place where all people live safely and without fear.

* VISION *

The Seattle Police Department has a well-deserved reputation for excellence. We maintain the highest standards of professional ethics and personal integrity. We are committed to the philosophy of community policing, partnering, and problem-solving with those we serve. We employ both time-tested police methods and promising new approaches in protecting our communities. We manage all of our resources - including people, equipment, and technology - prudently and effectively. Our communication is direct, open, and respectful. We value our unity and our differences, recognizing that there is strength in both. Our commitment to a safe and healthy workplace is shown in high morale, job satisfaction, and continually enhanced performance.

* CORE VALUES *

In our individual conduct and in our personal relationships, we value;

- ic Integrity and ethical behavior at all times.
- * Respect for the rule of law and the dignity of all human beings.
- * Acceptance of full responsibility and accountability for our actions.
- ir Empathy and compassion for others.
- -*- Direct communication that permits and encourages healthy disagreement.
- 'Ar Resolving differences in a mutually supportive and positive way.
- ir Equal treatment of all sworn and civilian members of the department.

In our professional responsibilities, we value:

- ir Individual and team effectiveness in solving crime and crime-related problems.
- ir Exceptional responsiveness to community needs.
- ir Equal protection and service for all. regardless of economic status or position.
- * Quality training and commitment to personal and professional growth.
- •*• Flexibility in adapting to change.
- ic Innovation, creativity, and reasoned risk-taking.
- •*• A methodical approach to problem-solving.
- ir Responsible and creative management of all our resources.
- ~k Excellence and continuous improvement in all we do.

1

TABLE OF CONTENTS

ADDENDUM:

Seattle Police Department: Code of Cooperation

The New Policing: Confronting Complexity
by Herman Goldstein

Problem Oriented Policing
by William Spelman and John Eck

NOTES

When The Smoke Clears
continued from page 1

and I want no room for ambiguity here, that the essential services of the Seattle Police Department are those services that contribute to making Seattle a safe place to live without fear. Those services are: responding to emergency calls for service, problem solving, and crime prevention.

Responding to emergency calls for service is our first priority, because it means that someone is in immediate danger. But study after study has shown that officers, depending on the watch, already spend anywhere from 60-80% of their time on order

maintenance activities. That is time spent on activities other than responding to emergency calls for service. And that means that were we to define essential services as only responding to 911 we would be excluding most of the work that police officers do every day.

For this reason it is critical for all levels of the department, from Finance to Fleet, to take it upon themselves to understand our mission, to understand what officers actually do, and to structure all their efforts to support employees working to prevent crime, solve crime-related problems, and respond to emergency calls for service. When we respond to an emergency

call for service this means that yet another city resident has likely felt the effects of fear. It is necessary and appropriate to respond and protect victims from further harm. It is also our responsibility-and an equally essential police service-to be innovative, to notice patterns and act pro-actively before another resident is victimized, and to organize communities to work with us to prevent crime and reduce violence.

Problem-Oriented Approach....
continued from page 1

a police organization to make the philosophy of community policing a reality. In all crimes there will be an offender subject to prosecution under the law. Problem oriented policing makes the assumption that many crimes can be fostered by particular, continuing problems in a community. It follows, then that crimes might be controlled, or even prevented, by addressing these underlying issues. For example, the police might be able to resolve a chronic dispute or restore order to a disorderly street through negotiations. Arrest and prosecution remain crucially important tools of policing. But, responses to crime and methods for controlling crime are substantially broadened.

Community Policing is also supported by a third strategy, **Crime Prevention.** Reducing the risks that community members will be victims of crimes is important to sustaining long term solutions to problems. Preventing crime includes increasing

the ties that neighbors have with each other, as well as improving the physical appearance of integration and cohesiveness in a neighborhood. Working with a supportive and helpful police department, Seattle's good neighbors have an opportunity to turn the tide against the next wave of urban crime.

TRADITIONAL LAW ENFORCEMENT
If a crime is in progress, enforcing the law is the response-not conducting a survey, checking with crime analysis, or brainstorming responses. "Hooking and booking" works just fine in those situations. However, when incidents recur, police have expanded the selection of tools that can be used to deal with beat problems.

After careful analysis of a problem an officer may decide that enforcement is the best tool to "fix" the problem. But the officer's decision is based on the information collected in the

analysis, not because "this is the way we always respond to that problem."

HOW IS SUCCESS MEASURED? Detection and arrest rates have been the traditional measures of our success. Community policing emphasizes the absence of crime and disorder. Not every police problem can be eliminated, but when calls for service start decreasing and the community reports increased satisfaction with police service, it's time to take notice. Effectiveness, actually solving or reducing problems, becomes the hallmark of our success.

When one problem is solved, another one has already cropped up to take its place. But it's those frustrating, annoying, nagging incidents that police personnel weary of dealing with that beg for a problem oriented approach. And by freeing ourselves of those persistent problems, we gain personal satisfaction that we are making a positive impact in reducing fear and increasing safety for the community members we serve.

Solution-Driven Partnerships: Just Six Steps Away

Nancy McPherson

Partnerships are difficult. It takes time to build relationships, to learn to trust each other, to find mutual interests and concerns, and to learn a common language for solving problems. But what we're learning from officers all over the country is that long-term solutions to problems require partnerships. If we're teaching **our** officers to solve problems anyway, let's teach them how to solve problems in a way that builds partnerships.

Picture this scenario. A sergeant instructs patrol officers to go to a neighborhood meeting. Residents have complained of prostitution and drug dealing and want to form a partnership with the police. The residents are glad to see the officers, but angry because they feel helpless and afraid. The officers invite their angry audience to "share their concerns." The floodgates open, and for the next two hours, the officers hear about prostitution, drug dealing, poor response times, the lack of sensitivity on the pan of officers in dealing with residents, and the failure of police to take action on a crime that was committed five years ago. The officers defend the police response. Community members get more frustrated. Now the officers are getting frustrated, but they try to maintain their cool. At the end of the meeting, the officers say, "Thanks for sharing your concerns. We'll handle it from here."

We've all been to meetings like this. At the end of the evening, are those officers praising the virtues of partnerships? Are they creatively thinking about how to solve problems of that community? They're thinking creatively, all right. They're thinking creatively about how to avoid ever going to another community meeting. Using a problem-solving approach, let's revisit this scenario. You are one of the officers.

1. Build a Relationship.

"You can either be right or you can be in a relationship." Wise words from a father to his son before the son's wedding. Relationships require trust and understanding, which results from listening to someone else's concerns in an open, non-judgmental way. When frustration, fear, tension and anger are present in a community, creating a safe environment where people can vent is important. You open the meeting by explaining that you are there to listen and to try to understand the problems from the community's perspective. To demonstrate that you have heard every voice, record each problem on a large sheet of paper that is visible to everyone in the room. Once the problems have been listed, ask the group if people are willing to work with you to solve the problems. If people are willing to work together, move on. If not, restate your willingness to try to understand more about the community's perspective. Also, state clearly that the police will do whatever they can to help, but you can't solve these problems without help from the community.

2. Defining the Problem.

Stephen Covey suggests that all problems fall into one of two circles. The Circle of Concern contains everything that worries or concerns us. We have little control over these problems. The Circle of Influence contains everything we can control or influence in some way.

Explain the circles to the group. Then go through the list of problems with the community, one by one, identifying whether the problem falls under the Circle of Concern or the Circle of Influence. Discuss the Circle of Concern problems to determine what other agency or group may be able to influence or control the problem. Later, the group can return to the Circle of Concern list to determine if they want to meet with the other agenices or groups.

Ask the community to focus on and prioritize the problems identified on the Circle of Influence list. The problem identified as the number one priority is the starting point for the group's problem-solving efforts.
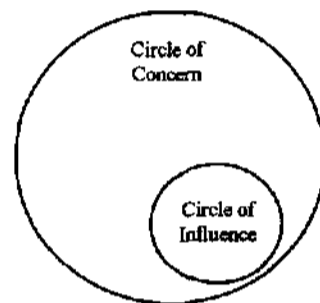
3. Ask Questions About the Problem.

Analyzing the problem starts with asking, "Who is affected by the problem?" Brainstorm to create a list of everyone who is affected. The list may include children, families, police, prostitutes, drug dealers, social service agencies, probation and parole officers, and prosecutors. Ask the group to decide who should be included from this list in the problem-solving effort. Make sure that someone takes responsibility for inviting the appropriate people to future meetings. Identifying people who are affected by the problem ensures that the quiet, unrepresented voices in our communities that are seldom, if ever,

Just Six Steps Away

heard are included in the problem-solving process.

The next question is, "What do we want to know about this problem?" List everything that the group can think of that they want to know. Then go back over this list and ask, "Where do we go to get the information?" Once you identify the source of the information, people can volunteer to get the answers to the questions. Delegate the responsibility for finding information to a number of people. Relationships can be enhanced even further if a lot of people take ownership in the process. Set the date and time for the next meeting so folks know you're committed to the process.

"You can either be right or you can be in a relationship."

When most questions have been answered, redefine the problem based on the information gathered. If the problem is defined too broadly, ask the group to reexamine it in light of the Circle of Concern and the Circle of Influence. Once the problem is defined so that it falls within the group's influence, it's time to set goals.

4. Set Short-Term and Long-Term Goals.

Aim for small wins initially. What short-term goal can the group reach that will create hope and enthusiasm to keep people involved and optimistic?

Then look at the big picture. What underlying conditions need to be addressed? Is it possible to eliminate the problem? A problem-oriented approach can eliminate the problem,

reduce the problem, reduce the harms created by the problem, manage the problem better, or remove the problem from police consideration. Again, consider the Circles of Concern and Influence. Is it realistic to set a goal of eliminating prostitution, for example? Only the group can decide. But keeping alternatives within the Circle of Influence help maintain trust and credibility in the relationship.

5. Take Action.

It's amazing how little time it takes to develop responses to meet the goals. If the right questions have been asked and the group understands what it can influence, responses to problems become clear. If one short-term goal is to get used condoms and syringes out of the neighborhood, whose responsibility is it to take care of this? Who is responsible for doing more enforcement on the first and third weekends of the month? Who should clean up the overgrown shrubs and bushes that hide illegal activity on the street?

Get the action rolling and report back regularly. Ongoing communication is critical to keep the collaboration healthy and alive.

6. Assess Effectiveness.

Was the problem solved? If more work needs to be done, do you need to start with Step One or can you reenter the problem-solving process at another step along the way? How do people feel about the process? The most important question is, "Where does the group want to go from here?" If the problem is solved, the group may want to stay in place to monitor the situation and begin work on another problem. Maybe the group is ready to organize formally. Perhaps it wants to plan a community education campaign or social events. It is the responsibility of the group, not the officers, to decide what the future holds. Our job is to

reaffirm our commitment to working with the group to solve problems and to maintaining the relationship through continued communication.

What Are The Barriers To This Approach?

We create a formula for frustration and ineffectiveness when

- we don't take time to listen,
- we don't take time to understand and respect different perspectives and the helplessness that crime victims feel,
- we think partnerships are programs designed to make the community feel good about us,
- we refuse to learn and practice a step-by-step process for joint problem-solving that includes mutual rights and responsibilities,
- we assume total responsibility for solving problems (after all, we are the experts),
- we think "nurturing relationships" is only for moms and social workers.

Problem-solving is a process, not an event. It starts with building a relationship and follows a systematic, step-by-step process that leads to reducing or solving crime and community problems. Police chiefs and sheriffs who commit to the process support their officers by teaching them skills to facilitate effective problem-solving. Their officers won't be leaving community meetings frazzled, disgusted and feeling unappreciated. They can say good-night to their community partners with a sense of satisfacation and pride in knowing that they've made a difference in the lives of people who matter to them.

What Are All These Other Teams Anyway?

Officers Pam McCammon and James Koutsky

To support our transition to community policing and problem solving, the Seattle Police Department has formed teams at various levels of the department.

THE SENIOR LEADERSHIP TEAM (SLT) is comprised of the six bureau chiefs and the chief of police. The function of the SLT is to provide leadership, direction, and support in all bureau operations to insure the integrity of operational strategies and the connection between operations and the department's Mission, Vision, and Core Values.

THE TRAINING TEAMS are comprised of a variety of sworn, civilian, and community members. The function of the training teams is to train all employees in the department to be problem solvers. This is an essential component of our transition to community policing. Members of the training teams will first complete the training of trainers course, where they will be taught the skills needed to be effective teachers, coaches, and facilitators of problem solving.

THE STRATEGY TEAMS are comprised of employees at each precinct or in selected units. The function of the strategy teams is to integrate problem solving into the work of all employees, to document problem solving efforts, coordinate efforts across shifts, support police/community partnerships, and assist in organizing the community to take responsibility for policing itself.

What is the Design/Coaching Team?

Lieutenant Mark Evenson

After spending almost two years supervising the West Precinct Community Police Team, I became a firm believer in the philosophy of Problem Oriented Policing (POP). Seeing first-hand how police officers can work with citizens to reduce crime, solve problems, and improve their neighborhoods was very inspiring. I realized that there were better ways of doing business, and police work wasn't just running from call to call.

When Norm Stamper and Nancy McPherson came to our Department, I have to say I was a little skeptical at first. They brought with them a vision of Department-wide community policing where every employee in our department, sworn and civilian, would use the strategy of problem-solving in their everyday work practices. Keeping an open mind, I sat back and waited for that big, thick, blue directive that would outline their vision of Department-wide community policing and describe the implementation process. I soon realized that this community policing expansion effort wasn't going to be designed from the top down but from the bottom up. It

was clear that every employee in our Department would have the responsibility to participate in the design and implementation of our community policing expansion efforts.

To help get the ball rolling, the Design/Coaching Team was created. The team consists of 14 first- and second-line supervisors and civilian managers. Our job is to coordinate all of the community policing and problem-solving efforts throughout the Seattle Police Department. Our primary responsibility is to act as coaches and facilitators for the Strategy Teams and foster an environment conducive to creativity and innovation.

After we had our first meeting, we developed the following mission statement for the Design/Coaching Team:

To act as a catalyst to encourage an environment that supports problem-oriented policing throughout the Seattle Police Department and specifically to:

- Identify and remove barriers to the implementation of problem-solving
- Create a common language for problem-solving
- Coach and facilitate the efforts of the Strategy Teams
- Market the progress and successes within the organization
- Act as advisors to the Senior Leadership Team

A "catalyst" is one who provokes significant change. To me, "catalyst" describes the Design/Coaching Team perfectly.
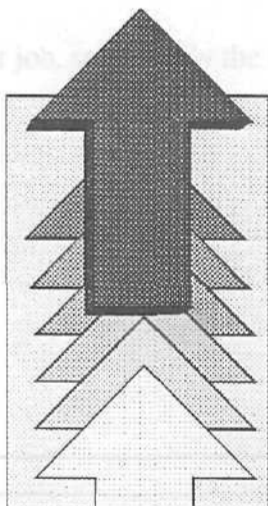
POLICING STRATEGIES OF THE 1990's

Professional: In professional policing, the police retain the initiative in defining and acting on the crime problems of the community. With respect to ordinary street crime, professional policing may involve directed patrols, decoy operations to catch street robbers, and stings to disrupt burglary and fencing operations. The community is seen as an auxiliary to the police in dealing with crime, but the police retain the initiative in defining and acting upon crime problems.

Problem Oriented Policing: Problem oriented policing seeks to improve professional policing by adding proactive approaches. It differs from professional policing in that it involves an analytic effort. Problem oriented policing seeks different views of crime and its effective control. In problem oriented policing, one does not naturally assume that arrest of the perpetrator will solve the problem. In all crimes there will not be an offender subject to prosecution under the law. Problem oriented policing makes the assumption that many crimes can be fostered by particular, continuing problems in a community. It follows, then, that crimes might be controlled, or even prevented, by addressing these underlying issues. For example, the police might be able to resolve a chronic dispute or restore order to a disorderly street through negotiations. Arrest and prosecution remain crucially important tools of policing. But, responses to crimes and methods for controlling crime are substantially broadened.

Community Policing. The concept of community policing goes even further in its efforts to improve the crime control capacities of the police. Community policing emphasizes the creation of an effective working partnership between the community and the police. Where feasible, foot patrols are established to enhance the citizens' sense of access to the department. The police organization is restructured into decentralized geographic commands, symbolized by neighborhood police stations. Community consultative groups are established and their views about police priorities are taken seriously. Community surveys, as well as crime statistics are incorporated in evaluating the overall effectiveness of the police. The focus widens beyond victimization to lessen disorders that stimulate fear.

Problem Solving Training

(1)   What general trends related to this issue are you aware of?

(2)   What trends related to this issue currently affect policing?
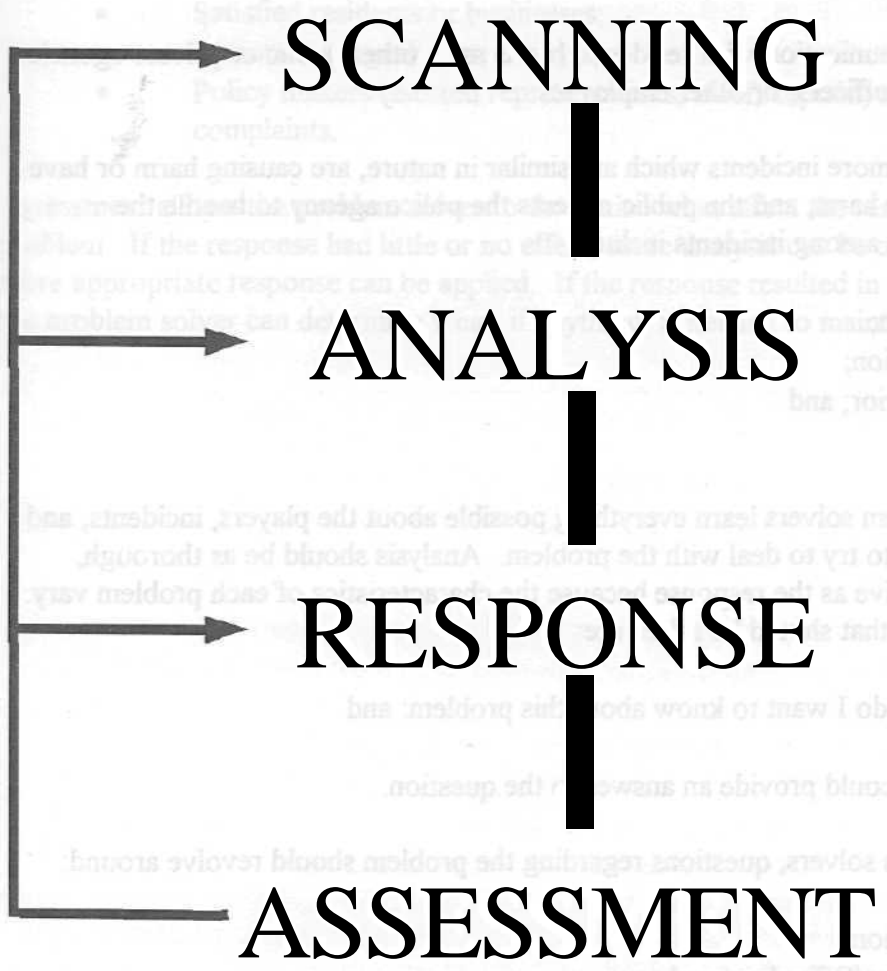
(3)   What trends related to this issue will affect policing in the next five years?

(4)   How will these impact your job, specifically the types of problems or people you deal with?

"Crimefighters"
WORKSHEET

Message	Current Reality
1.	1.
2.	2.
3.	3.
4.	4.
5.	5.

A PROBLEM SOLVING PROCESS

SCANNING

ANALYSIS

RESPONSE

ASSESSMENT

THE PROBLEM SOLVING MODEL

The problem solving process developed to implement problem oriented policing consists of a four step, decision making model, SARA (Scanning, Analysis, Response, Assessment).

SCANNING - Individuals determine problems through:

- Personal experience with location, activity, or the behavior that has come to the police/community attention; and

- Communication with residents, businesses, other public or private agencies, other officers, or other employees.

A problem is two or more incidents which are similar in nature, are causing harm or have the potential to cause harm, and the public expects the police agency to handle the problem. Similarities among incidents include:

- Person;
- Location;
- Behavior; and
- Time.

ANALYSIS - Problem solvers learn everything possible about the players, incidents, and actions already used to try to deal with the problem. Analysis should be as thorough, creative, and innovative as the response because the characteristics of each problem vary. Two basic questions that should be asked are:

- What do I want to know about this problem: and

- Who could provide an answer to the question.

To assist the problem solvers, questions regarding the problem should revolve around:

- Location;
- Suspect/Offenders; and
- Victims/Complainants

If an individual understands all of the components of a problem, that person can create a custom-made response to fit the problem.

RESPONSE - Based on careful analysis, individuals then develop a goal which can be reached using a custom-made response. Solutions can be designed to:

- Eliminate the problem;

- Reduce the problem;
- Reduce the harm created by the problem;
- Deal with a problem better; or
- Remove the problem from police consideration.

By removing the problem from police consideration, the invested party gives the problem to the individual or agency that can better handle the problem.

ASSESSMENT - Individuals evaluate effectiveness. Did the problem solver achieve their goal? It may include:

- Reduced calls for service or reported crime;
- Satisfied residents or businesses;
- A more manageable problem;
- Policy makers (elected representatives, chief, captain) notice a difference in complaints.

Assessment allows the problem solver to determine what effect the response had on a problem. If the response had little or no effect, more analysis can be completed so that a more appropriate response can be applied. If the response resulted in a positive change, the problem solver can determine what, if anything, is needed to maintain the change.

PROBLEM SOLVING PROCESS GUIDE

"WHERE DO I START?" This is a common question asked by employees who have never used problem solving to deal with recurring problems. This guide and the following Problem Solving Process Form are designed to assist you in starting and working through problem solving projects. The items listed on this guide are meant to stimulate thinking about creative problem solving, not to limit you to a standardized process that is appropriate for every problem.

SCANNING - *Describe the Problem (be specific)*
> Crime problem (drugs, theft, burglary, robbery, vice, liquor, car prowls)
> Environmental/crime related (litter, abandoned autos, health problems, abandoned property/buildings)
> Location and time
> Persons involved

How did the problem come to your attention?

Who does this problem affect? (list all victims, suspects, locations, guardians, controllers, managers.)

IMMEDIATE ACTION TAKEN - Was an emergency response (arrests, warrants, etc.) required?

ANALYSIS - *List the questions you have for each individual or group that is affected by this problem. What specific source would you go to for the answer.*

> Interviews (complainant, victim, defendant, witnesses)
> Surveys of affected parties (formal/informal)
> Personal observations
> Information from other officers (watches, beats, sectors)
> Information from other units in Police Department
> Information from other public & private agencies
> Information from community/business association meetings
> Crime analysis information (radio calls, crime data, etc.)
> Crime/arrest reports
> Information from other police departments
> Information from block watches and advisory councils

REDEFINE THE PROBLEM - How has the problem changed from when you started the process?

> What else do you know about the problem?
> Is there a need for more information?

RESPONSE - *Goals of your problem-solving effort (Short & Long Term). What are you trying to accomplish?*

GOALS - What are you trying to accomplish? Short and long term goals.

Possible Resources:

       High visibility patrol
       Conduct a community meeting working with Crime Prevention Coordinators
       Refer to other appropriate agency
       Organize the community
       Obtain assistance from other public/private agencies:
              Mayor/Council Offices
              Court System (Superior and Municipal)
              King County Prosecutors Office
              City Attorney's Office
              School System (Public and Private)
              Health Department
              Department of Welfare
              Department of Parks and Recreation
              Business Improvement Districts
              Code Compliance
              King County Tax Assessors Office
              Insurance Companies
              Fire Department
              Water Department, City Light, Solid Waste
              Department of Construction and Land Use
              Other Police Departments
              Businesses
              Banking, Lending Institutions
       Obtain assistance from other units in Police Department
       Obtain assistance from the media
       Enforcement of law (arrests, cites, searches, etc.)
       Tactical action plan
       Abatement
       Education programs regarding problem
       Change in local, state, or federal law
       Change in report procedure, dispatch policy, etc.
       Neighborhood environmental changes (lighting, roads, etc.)

ASSESSMENT -*What specific measures will you use to access the effectiveness of your problem solving effort?*

       Change in calls for service, crime reporting, etc.
       Change in perception of problem by people affected.
       Will the problem arise again?
       Is there some form of monitoring required?

SINGLE ISOLATED INCIDENTS
DO NOT REQUIRE A
PROBLEM SOLVING APPROACH

What is a problem, then?

- repeat incidents

- occurring in a community

- related characteristics

    - behavior
    - location
    - people
    - time

- concerns the community and the police

Incident, Problem, Project, Task Force

___ Prostitution on Aurora Ave.

___ Convenience store robberies

___ Sexual assault

___ Assaults at 1st and Pike

___ Drug dealing at community center

___ Blocked driveway

___ False alarms

___ Acquaintance rape at the U,W.

___ Graffiti

___ Domestic violence

___ A lost child

___ Gang activity at apartment complex

___ Computer thefts at a library

___ Shoplifting

___ False alarms at Tower Records

___ Neighborhood dispute

___ Youth Violence

___ Noise complaints at a bar

___ Panhandling in Pioneer Square

___ Homelessness

Selecting Problems
Our Circle of Influence

Circle
of
Concern

Circle
of
Influence
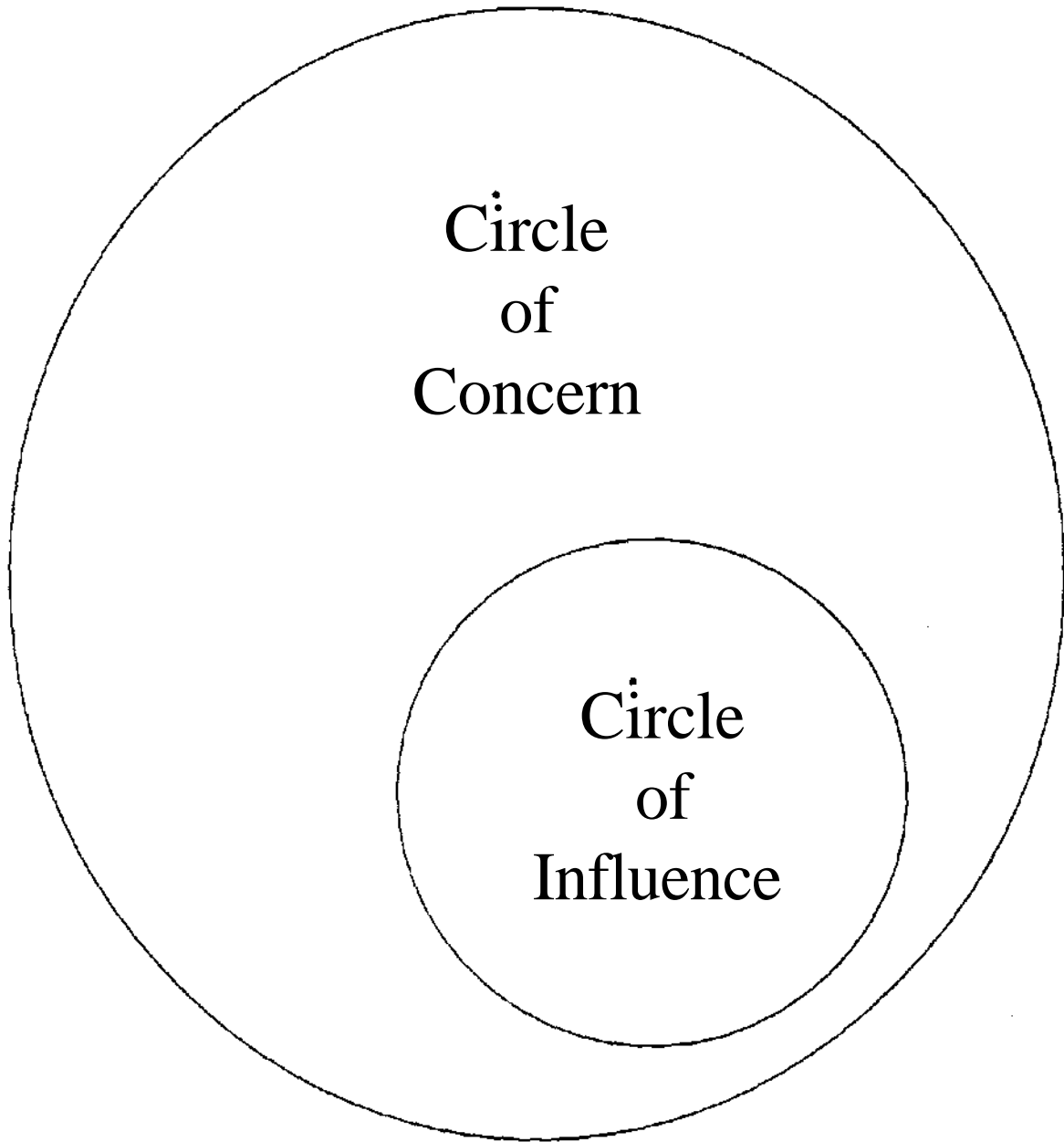
(From Stephen Covey's "Principled-Centered Leadership.")

The Crime Triangle

Victim
(Sitting Ducks)

Problem or
Crime

Location
(Dens of Iniquity)

Offender
(Ravenous Wolves)
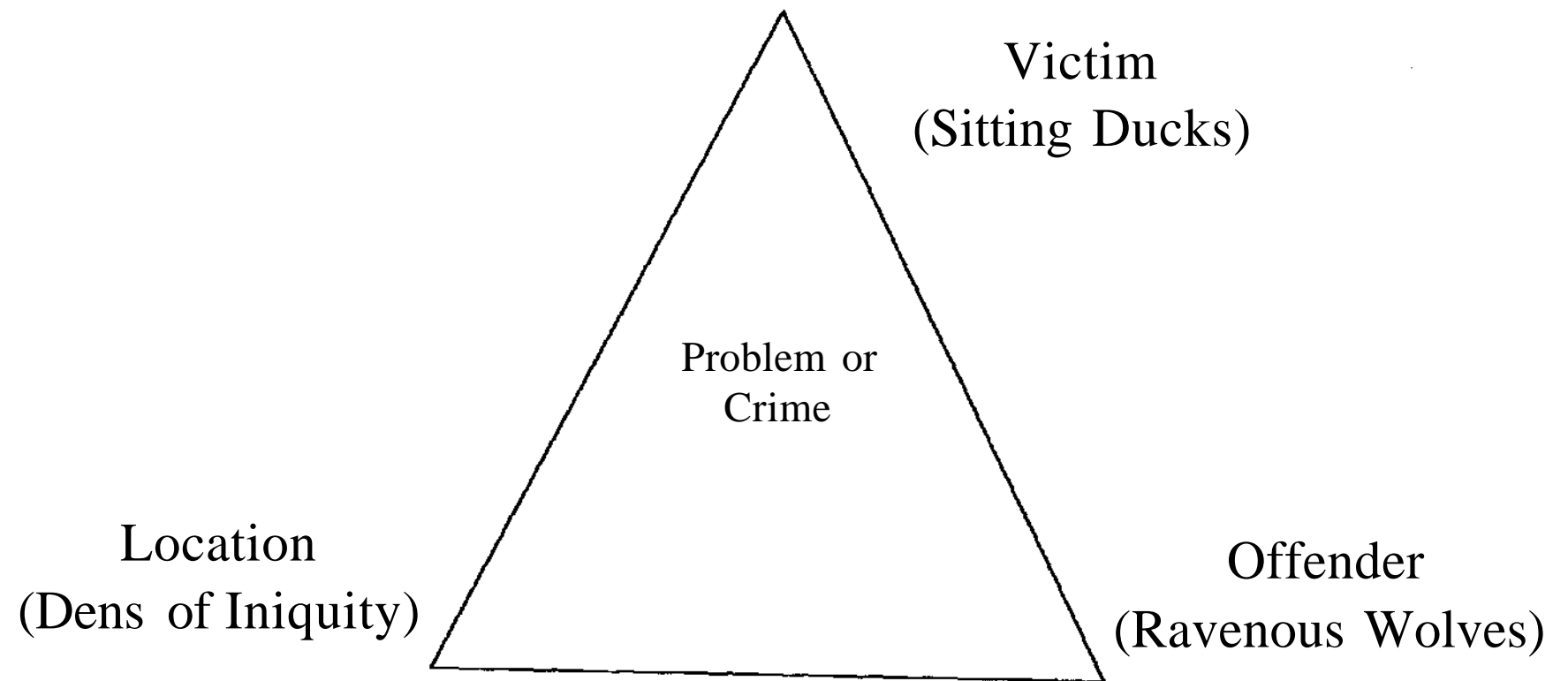
Who can make a difference?

Elements of the Crime Triangle

All three of these elements must be present for a crime to occur.

Offender/Suspect.　　　*Someone motivated to commit harmful behavior.*

Victim.　　　*A desirable and vulnerable target.*

Location.　　　*A place where the victim and offender meet.*

Role of Third Parties

Each of these roles may act on behalf of one or more
of the elements of the crime triangle.

Controllers.　　　*Act in the best interest of the potential offender,*
to try to prevent them from committing crimes.

Guardians.　　　*Try to prevent harm from coming to potential victims.*

Managers.　　　*Oversee places.*

Parties Affected by the Problem

> *Guardians*   Try to prevent harm from coming to potential victims
> *Controllers*   Acting in the best interest of potential offender, try to prevent them from committing crimes
> *Managers*   Oversee places

Victims	Suspects	Locations
Guardians	**Controllers**	**Managers**

TRIANG1.DOC   10/17/96

To Stop A Crime Problem
Who Can Make A Difference?

PROBLEM SOLVING

NAME:_____

PROJECT NO:_____

SCANNING

Describe the problem: (be specific)

_____
_____
_____
_____
_____
_____
_____

How did the problem come to your attention: Check appropriate response

SELF INITIATED_____ SUPERVISOR ASSIGNED_____ COMMUNITY _____ DISPATCH_____ OTHER_____

Who is affected by this problem? *(List includes all victims, offenders, locations, guardians, controllers, managers.)*

Victims	Guardians	Offenders	Controllers	Locations	Managers

Use the back side if more space is needed.

Step 1

COMPLETE SCANNING BEFORE MOVING TO ANALYSIS

ANALYSIS

List the questions you have for each individual or group that is
affected by this problem. Identify the source of the information.

QUESTION	ANSWER

(Use the back side if more space is needed.)

Go back to SCANNING. Does the problem need to be re-defined?

PROJECT NO: _____   Step 2

RESPONSES

GOALS OF PROBLEM SOLVING EFFORT (Short & Long Term)

What are you trying to accomplish?

Short Term

_____

_____

_____

Long Term

_____

_____

PLAN OF ACTION

What strategies would you apply to solve this problem?	What resources are needed?
STRATEGIES	RESOURCES

PROJECT NO: _____   Step 3

ASSESSMENT

How would you assess the effectiveness of your problem solving effort? Will you:
>   1) *Eliminate the problem?*   2) *Reduce the problem?*   3) *Reduce the harm or fear associated with the problem?*
>   4) *Improve a response to the problem?* 5) *Redefine the responsibility for the problem?*
What soecific measures will vou use to know that you have achieved vour goals?

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

Step 4

PROJECT NO: _____

PROBLEM SOLVING

SCANNING

Describe the problem: (be specific)

_____

_____

_____

_____

_____

_____

_____

_____

How did the problem come to your attention: Check appropriate response

SELF INITIATED_____ SUPERVISOR ASSIGNED_____ COMMUNITY _____ DISPATCH_____ OTHER_____

Who is affected by this problem? *(List includes all victims, offenders, locations, guardians, controllers, managers.)*

Victims	Guardians	Offenders	Controllers	Locations	Managers

Use the back side if more space is needed.

Step1   COMPLETE SCANNING BEFORE MOVING TO ANALYSIS

ANALYSIS

List the questions you have for each individual or group that is affected by this problem.   Identify the source of the information.

QUESTION	ANSWER

(Use the back side if more space is needed.)

Go back to SCANNING. Does the problem need to be re-defined?

PROJECT NO: _____

Step 2

RESPONSES

GOALS OF PROBLEM SOLVING EFFORT (Short & Long Term)

What are you trying to accomplish?

Short Term

_____

_____

_____

Long Term

_____

_____

_____

PLAN OF ACTION

What strategies would you apply to solve this problem?	What resources are needed?
STRATEGIES	RESOURCES

PROJECT NO: _____

Step 3

ANALYSIS

List the questions you have for each individual or group that is affected by this problem. Identify the source of the information.

QUESTION	ANSWER

(Use the back side if more space is needed.)

Go back to SCANNING. Does the problem need to be re-defined?

RESPONSES

GOALS OF PROBLEM SOLVING EFFORT (Short & Long Term)

What are you trying to accomplish?

Short Term

_____
_____
_____

Long Term

_____
_____
_____

PLAN OF ACTION

What strategies would you apply to solve this problem?	What resources are needed?
STRATEGIES	**RESOURCES**

PROJECT NO: _____

Step 3

ASSESSMENT

How would you assess the effectiveness of your problem solving effort? Will you:

1) Eliminate the probiem?   2) Reduce the problem?   3) Reduce the harm or fear associated with the problem?
4) Improve a response to the problem? 5) Redefine the responsibility for the problem?
What specific measures will you use to know that you have achieved your goals?

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

Step 4

PROJECT NO: _____

PROBLEM SOLVING

NAME:_____   PROJECT NO:_____

SCANNING

Describe the problem: (be specific)

_____
_____
_____
_____
_____
_____
_____
_____
_____

How did the problem come to your attention: Check appropriate response

SELF INITIATED_____ SUPERVISOR ASSIGNED_____ COMMUNITY _____ DISPATCH_____ OTHER_____

Who is affected by this problem? *(List includes all victims, offenders, locations, guardians, controllers, managers.)*

Victims	Guardians	Offenders	Controllers	Locations	Managers

Use the back side if more space is needed.

Step1   COMPLETE SCANNING BEFORE MOVING TO ANALYSIS

ANALYSIS

List the questions you have for each individual or group that is
affected by this problem. Identify the source of the information.

QUESTION	ANSWER

(Use the back side if more space is needed.)

Go back to SCANNING. Does the problem need to be re-defined?

PROJECT NO: _____

Step 2

RESPONSES

GOALS OF PROBLEM SOLVING EFFORT (Short & Long Term)

What are you trying to accomplish?

Short Term

_____

_____

_____

Long Term

_____

_____

_____

PLAN OF ACTION

What strategies would you apply to solve this problem?	What resources are needed?
STRATEGIES	RESOURCES

PROJECT NO: _____

Step 3

ASSESSMENT

How would you assess the effectiveness of your problem solving effort? Will you:
   1) Eliminate the problem?   2) Reduce the problem?   3) Reduce the harm or fear associated with the problem?
   4) Improve a response to the problem? 5) Redefine the responsibility for the problem?
What specific measures will you use to know that you have achieved your goals?

Step 4

CAR PROWLS IN THE PARK

The Arboretum Park is located in the northeast section of the East Precinct. It was established in 1930 as a living "museum" for native and exotic plants. Last year approximately 120,000 people visited the park. A main north/south road travels down the center of the park along with one side road. The park closes at dusk and opens in the morning. Over the past five years there have been numerous car prowls associated with the park. Along both roads there are several small parking lots where visitors park their cars while they walk along the trails. These parking lots hold between seven to twenty cars at a time. The cars are usually broken into by breaking a side window with a rock. The suspect takes items that are left in the car by the victim(s) which includes wallets, purses, cameras, clothing, and books. When there is a witness to the crime, which is very rare, the suspects will run into the woods along one of the small trails. Previously, two officers spotted a suspect and ran after him. They were unable to locate the suspect after a five minute foot pursuit through the Arboretum.

Problem Scenario:
Homeless In The Park

A community park in the county is surrounded by a large residential area. Over the past year, residents have been calling the police to complain about a homeless person who is spending a great deal of time in the park. The complaints stem from this person using park benches and tables and the bathroom facilities to bathe and wash personal items. Complaints are starting concerns about the person possibility exhibiting aggressive behavior. Senior residents who walk frequently to the swimming pool are especially fearful.

POSTAL THEFTS

In large apartment complexes the tenants pick up their mail in one central location (usually near the main entrance) called "mailbox banks". During the past year several apartment buildings in south Seattle had mailbox banks broken into and the tenants' mail was stolen. The suspect possibly has a counterfeit postal key which opens the mailbox bank and the secure door to the apartment building. Once the suspect opens up the bank, the suspect takes as much mail as possible and runs into the parking lot, or basement area, and sorts through the mail. Money and checks are taken and the rest of the mail is left on the ground. The thefts are not reported until someone finds the discarded mail. This may take up to three to four days.

Administrative Problem Solving:
REPORT RETRIEVAL

Records staff have noticed that after an incident, officers will request a single incident number (SIN) from Records or Communications but not write the required offense and/or arrest report to support the SIN. When this happens numerous hours are spent searching for the case when other related paperwork comes in from the jail, court or detectives. This procedures impacts every team in the Records, Evidence and Identification Section when requests to retrieve case reports are received. Additionally, victims come to the service counter to ask for a copy of the case for appropriate reasons, but Records staff cannot serve them in a timely manner as they do not have the case. Victims do not understand this inefficiency as they "saw" the officer take their information and are sure that Records has lost the document. Records staff often find themselves in confrontational situations with dissatisfied community members.

Problem Scenario:
THE SHOOTING GALLERY

A heavily wooded area with trails leading from the Pike Place Market area to the central waterfront has become a "shooting gallery" for IV drug users. The area is only patrolable by foot and mountain bikes and is littered with used syringes, paraphernalia, human feces, trash and make-shift beds, used by transients and the homeless. The area is co-owned by the Burlington Northern Railroad and the Port of Seattle with part of the trails owned by the City of Seattle. Tourists, business owners and residents have complained about the problem, but no one has accepted responsibility for the area.

Problem Scenario:
LEWD CONDUCT IN THE PARK

Northacres Park is located in the northeast section of the North Precinct covering about 21 acres and known for its thick woods, brushy ravine, and for being an "out of the way" park. Legal activities associated with the park are walking, picnics, and the children's play area. During the summertime the park closes at 11 PM, the rest of the year it closes at dusk and opens at 6 AM. Neighbors around the park, and park users, have been complaining about illegal sex and lewd activity taking place in the park. These activities occur throughout the day with higher level activity occurring during the night. The activity takes place in the brushy areas and in the two bathrooms. The surrounding community is very frustrated with the problem. Community members find used condoms around the park, and occasionally they come across people involved in some type of sexual activity. Community representatives believe that the police unfairly target the homosexual community and they do not trust the police to enforce laws equally and without prejudice in the park.

DEALING WITH THE MENTALLY ILL

"Annie", a 38 year old white female who has organic brain damage from years of chemical abuse, lives on the streets and has refused repeated offers for assistance. "Annie" is loud, intimidating and frightens many tourists and pedestrians. She has been interviewed for Mental Diversion but will not stay in a program. She has dozens of arrests, but the jail will not keep her due to her mental state. The mental hospital has said that there is nothing they can do, as she is not a danger to herself or others at the time. An entire block of businesses are demanding that something be done with this person as she is hurting business and the quality of life in the area. "Annie" has already been admonished for Criminal Trespass in almost every business on the block.

Problem Scenario:
THE SENIOR CITIZEN

A seventy year old blind woman lives in a small home that she owns. Behind the house are two legal rentals that belong to the woman. The woman's forty year old son, a former convict, lives in one rental and one of his friends lives in the other. Neighbors have started to complain about the loud parties at this address and the noise from cars being worked on throughout the night. Legal searches at the rentals in the back had no effect. Social workers say the woman is not in any danger.

EQUAL ACCESS TO 911

Each week the Seattle Police Department 911 emergency response system receives from two to five calls-for-service from hearing impaired citizens. An individual operator receives approximately one call of this type every six months. Federal law mandates equal access to 911 for the hearing impaired, but in Seattle and many other cities, this is not achieved because operators inadvertently hang-up on callers using the telephone device for the deaf (TDD).

The US Attorney's Office has taken a special interest in investigating major cities to ensure compliance with this law. Analysis indicates that there are three reasons operators hang-up on TDD callers. First, when selecting the correct transfer button operators can inadvertently disconnect. Second, if the transfer is done correctly, then the operator must rush to a different telephone and hit the correct sequence of buttons there. Failure to do so will disconnect the caller from 911. Third, if the caller has neglected to depress their space bar, then the operator will be unable to hear the beeping noises and inadvertently disconnect the call.

Another confusing factor is that citizens who have been hearing impaired all their lives use American Sign Language when they type. Since American Sign Language uses a different word order and leaves out articles such as "and" and "then," it can be difficult for an operator to understand TDD callers.

Case Study:
PELLET GUNS IN HIGHPOINT

High Point is a Seattle Housing Authority public housing complex, also known as a "garden community", in the south end of Seattle. It covers approximately 60 acres in West Seattle, serving 698 families with a total population of 2,151 (1200 residents are minors).
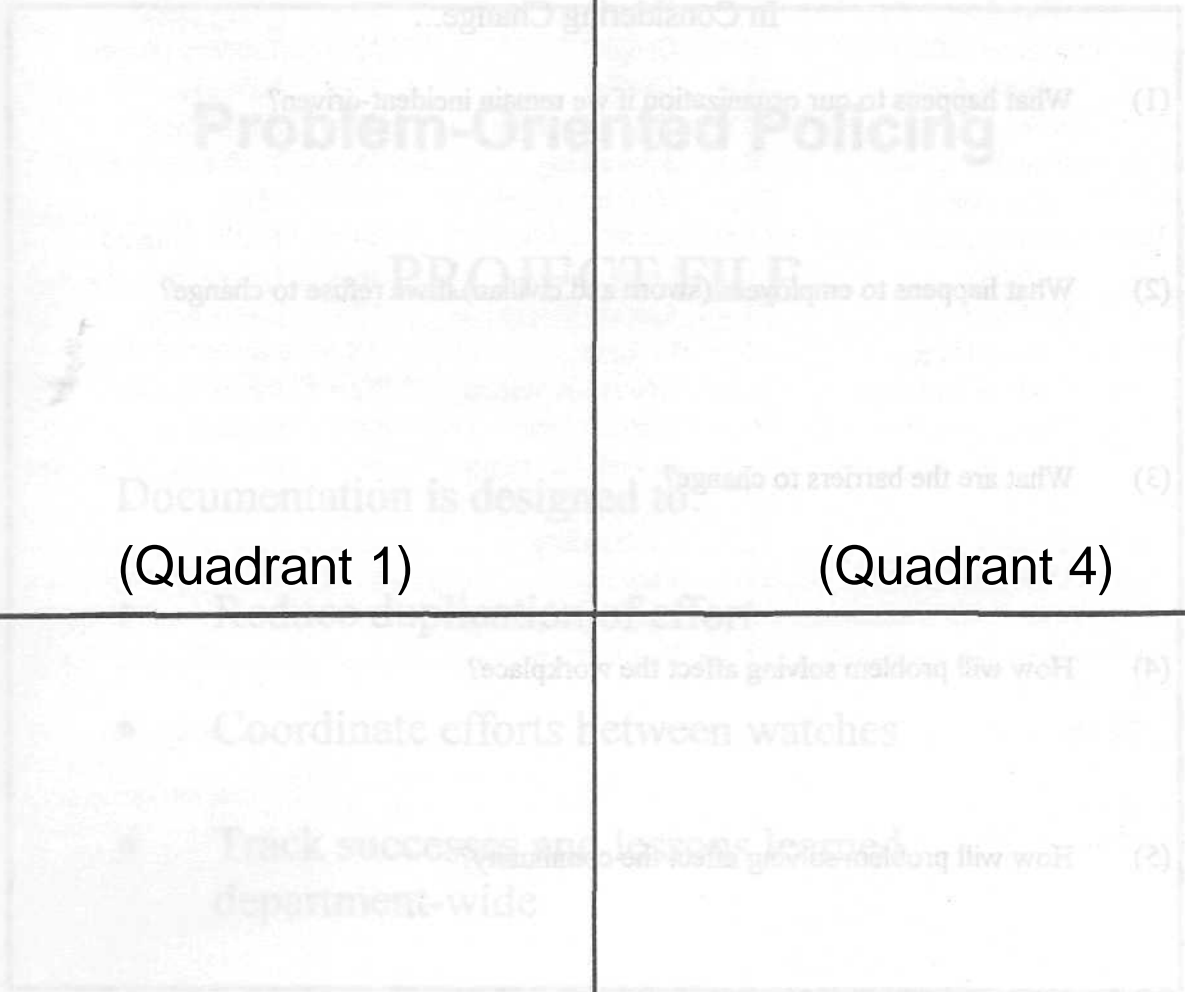
Three months ago, residents witnessed a series of incidents of young people shooting glass bottles in the street with pellet guns. In addition to witnesses, other evidence of pellet gun activity was reported by residents, including broken car windows and punctures in the vinyl siding of houses. A suspect was identified and, during an interview, the officer found several other pellet guns in the youth's house. The youth stated that he was getting pellet guns from the local K-Mart store.

The officer met with the manager of K-Mart and discovered that several pellet gun rifles had been stolen during the past few months. In looking at the display area, the officer saw that the rifles were openly displayed, unlike the rest of the guns which were in a locked glass class. The pellet handguns K-Mart sold were almost exact replicas of semi-automatic handguns, the Glock 9 mm and the Smith & Wesson 9 mm, K-Mart agreed to put the rifles into a locked glass case, and they are considering dropping the pellet handguns from their stock.

No further incidents involving pellet guns have been reported from the High Point community.

External
(Environment)

(Quadrant 1)

(Quadrant 4)

Future

(Quadrant 2)

(Quadrant 3)

Internal
(Self)

SMALL GROUP DISCUSSION
In Considering Change...

(1) What happens to our organization if we remain incident-driven?

(2) What happens to employees (sworn and civilian) if we refuse to change?

(3)　　What are the barriers to change?

(4)　　How will problem solving affect the workplace?

(5)　　How will problem solving affect the community?

(6) What is the benefit for police of paying attention to the problems identified by community members?

(7)　　How long will it take to implement this kind of change?

Problem-Oriented Policing

PROJECT FILE

Documentation is designed to:

- Reduce duplication of effort

- Coordinate efforts between watches

- Track successes and lessons learned department-wide

PROJECT / PROBLEM TYPES

Date ___ ___ ___

SAMPLE FORM

3 =	Abandoned House	17 -	Juveniles	43 =	Phone Calls
1 -	Abandoned Vehicles	18 =	Gambling	46 =	Radio Calls
2 =	Alarms (false)	19 =	Gangs	32 =	Robbery (street)
4 =	Animal Abuse	16 =	Graffiti	34 =	Schools
5 =	Arson	20 =	Illegal Parking	49 =	Shoplifting
6 =	Assaults	28 =	Jaywalking	35 =	Traffic Problems
7 =	Auto Thefts	21 =	Health Hazards	51 =	Theft
50 =	Abatement	45 =	Lewd Activity	44 =	Traffic Hazard
8 =	Burglary	23 =	Litter	36 =	Transients
9 =	Car Prowls	33 =	Liquor Violations	37 =	Trespassing
10 =	Child Abuse	24 =	Loitering	38 =	Vacant Building
48 =	Code Violations	22 =	Marine Problems	52 =	Vacant Property
11 =	Disturbance	26 =	Mental Case	39 =	Vandalism
12 =	Domestic Disputes	47 =	Money Exchange	40 =	Weapons Violations
13 =	Drugs	27 =	Noise	41 =	Zoning
14 =	Drunks	42 =	Panhandling		
15 =	Dumping (illegal)	29 =	Parking		
49 =	Fire Code Violations	30 =	Property (stolen)		
25 =	Food Stamp Fraud	31 =	Prostitution		

LOCATION

1 -   ALLEY
2 -   APARTMENT/CONDO
3 -   BAR/RESTAURANT
4 -   BUSINESS/OTHER
5 -   FIELD/VACANT LOT
6 -   HOTEL/MOTEL
7 -   HOUSE/DUPLEX
8 -   PARKING LOT
9 -   PARKING/RECREATION CENTER
10 -   SCHOOL
11 -   STREET
12 -   VACANT HOUSE/BUILDING
13 -   VEHICLE
14 -   PARK
15 -   SHELTER
16 -   LIQUOR STORE

REQUEST TO OPEN PROBLEM SOLVING PROJECT   Date _____

Officer(s)/Detective(s)/Employee(s)/Citizen(s): _____

Beat/Investigation Unit; _____

Watch/Assignment: _____

Supervisor: _____

Problem address(es): _____

Project type(s) - See list on back; _____
_____

Project location(s) - See list on back; _____
_____

Problem description: _____
_____
_____
_____

BASIS FOR PROBLEM AWARENESS:

Observation/knowledge _____   Other _____
Radio calls _____   _____
Citizen request/calls _____
Route slips _____   REVIEWED BY SUPERVISOR:
Supervisor _____   Signed _____
Survey _____   Date _____
Other agency referral _____   Comments _____
    Agency _____   _____
_____   _____
Problem Solving Coordinator _____   _____

_____ **DO NOT WRITE BELOW THIS LINE** _____

Problem Solving Coordinator approval._____   Date _____

Crime Analysis files checked: POP _____ Narcotics _____

Comments:_____
_____
_____
_____

Continue on back if more comments.

PROBLEM SOLVING PROJECT CLOSURE   Project m# _____

Officer(s)/Detective(s)/Employee(s)/Citizen _____

Beat / Investigation Unit _____

Project Type(s) _____

Problem address(es) _____

Date project opened _____   closed _____

Hours worked on project (estimate) _____

Problem Description

SCANNING: _____

_____

_____

ANALYSIS: _____

_____

_____

_____

RESPONSE: _____

_____

_____

_____

ASSESSMENT / IMPACT: _____

_____

_____

_____

RESOURCES USED:_____

_____

_____

_____

COMMENTS: _____

_____

_____

REASON FOR CLOSURE IF PROBLEM NOT SOLVED: _____

_____

Officer/Detective/Employee/Citizen _____   Date _____

Reviewed by Supervisor _____   Date _____

Comments: _____

_____ DO NOT WRITE BELOW THIS LINE _____

Problem Solving Coordinator _____   Date _____

Comments:

Continue on back if more comments.

RESOURCE LIST

Project ID# _____   Address _____

Name	Agency	Phone #	Reason

REAL PROPERTY DATA SHEET

Project 1D# _____

Address _____
_____

Beat/Precinct _____   Project type(s)._____
Objectives regarding property._____
_____
_____

Parcel number(s)_____-_____-_____,-____.____-____,-___-____-____
Description of property (structures, lot, etc.) _____
_____
_____
_____

Ownership/management:

	Name	Address	Phone: Home/Work/Pager
Owner			
Leinholder			
Manager			

Residents/tenants:

Name	Apt#	Phone	**DOB**	SS/N

Other key persons(indicate involvement):
_____
_____
_____

Other data:

Attach printouts from the King County Tax Assessor Office, 500 4th Avenue, 5th floor, 296-7300.

THE KEY ELEMENTS OF PROBLEM ORIENTED POLICING

p   A problem is the basic unit of police work rather than a crime, a case, a call, or an incident. A problem is a group or pattern of crimes, cases, calls or incidents.

p   A problem is something that concerns or causes harm to citizens, not just the police. Things that concern only police officers are important, but they are not problems in this sense of the term.

p   Addressing problems means more than quick fixes, it means dealing with conditions that create problems.

p   Police officers must routinely and systematically investigate problems before trying to solve them, just as they routinely and systematically investigate crimes before making an arrest. Individual officers and the department as a whole must develop routines and systems for investigating problems.

p   The investigation of problems must be thorough even though it may not need to be complicated. This principal is as true for problem investigation as it is for criminal investigation.

p   Problems must be described precisely and accurately and broken down into specific aspects of the problem. Problems often aren't what they first appear to be.

p   The way the problem is currently being handled must be understood and the limits of effectiveness must be openly acknowledged in order to come up with a better response.

p   Initially, any and all possible responses to a problem should be considered so as not to cut short potentially effective responses. Suggested responses should follow from what is learned during the investigation. They should not be limited to, nor rule out, the use of arrest.

p   The police must proactively try to solve problems rather than just react to the harmful consequences of problems.

p   The police department must increase police officers' and detectives freedom to make or participate in important decisions. At the same time, officers must be accountable for their decision-making.

p   The effectiveness of new responses must be evaluated so these results can be shared with other police officers and so the department can systematically learn what does and does not work.

Police Executive Research Forum
1989

POTENTIAL RESOURCES

Abatement
Adult Services
Animal Resources
Armed Forces
Asset Forfeitures
Bias Crimes
Boys and Girls Club
Business/Corporate Info.
Central Area Motivational Program
Charity Organizations
Child Protection Services
Churches
Citizen Service Bureau
Cleanups
Code Enforcement
Community Organizations
Community Service Officers
Construction Companies
Counseling
Courthouse
Crime Prevention
Crisis Clinic
Deaf Services
Department of Construction Land Use
Department of Motor Vehicles
District Attorney
Elderly Services
Emergency Services/Shelters
Energy Theft
Environment
Fire Department
Fraud
Gangs
Government Agencies
Graffiti
Grants
Health Services
Homeless
Hospitals/Medical

Housing Services
Humane Society
IRS
Insurance Companies
Juveniles/DYS/STFY
Legal
Legislative Services
Licensing
Media
Mediation Services
Mental Health
Metro
Other Police Agencies
Parole
Planning
Postal Services
Probation
Problem-Solving Coordinator
Property Department
Property Mgmt. Companies
Public Health
Religious
Restraining Orders
Roads and Freeways
Schools / Private & Public
Seattle Parks & Recreation
Solid Waste
Substance Abuse Services
Transportation
U.S. Attorney General
U.S. Customs
Universities & Community Colleges
Utilities
Vehicle Abandonment
Vehicle Information
Washington Liquor Control Board
Water Department
Welfare
Zoning

PROJECT TYPES

911 Hang-ups
Abatements
Animal Abuse
Annual Marches
Arsons
Assaults
Auto Thefts
Boarding Houses
Boating Violations
Burglaries
Car Alarms
Car Prowls/Car Thefts
Child Abuse
Code Violation
Disturbances
Domestic Disputes
Drugs
Drunks
Dumping (illegal)
Eyesore (neighborhood)
False Alarms
Fire Code Violation
Food Stamp Fraud
Gambling
Gangs
Graffiti
Juveniles: Associated activity:?
      a.) truancy
      b.) skateboarding
      c.) minors drinking
Land Use Violations
Late-Night Rec. Programs

Lewd Activity
Licensed Businesses
Liquor Violations
Litter
Loitering
Mental Case
Noise Complaints
Panhandling
Park Violations
Phone Calls
Property (Stolen)
Prostitution
Radio Calls
Robbery (Street)
Shelters
Shoplifting
Speeding
Street Vendors
Teenage Dance Clubs
Theft
Traffic Hazard
Transients/Camp Sites
Trespassing
Vacant House
Vandalism
Weapons Violations
Zoning

CHARACTERISTICS OF A GOOD PROBLEM ORIENTED SUPERVISOR

- Allows officers freedom to experiment with new approaches.

- Insists on good, accurate analysis of problems.

- Grants flexibility in work schedules when requests are proper.

- Allows officers to make most contacts directly and paves the way when they're having trouble getting cooperation.

- Protects officers from pressures within the department to revert to traditional methods

- Runs interference for officer to secure resources, protects them from undue criticism, etc.

- Knows what problems officers are working on and whether the problem is real.

- Knows officers' beats and important citizens in it and expects officers to know it even better.

- Coaches officers through the problem solving process, gives advice, helps them manage their time, and helps them develop work plans.

- Monitors officers' progress on work plans and makes adjustments, prods them along, slows them down, etc.

- Supports officers even if their strategies fail, as long as something useful is learned in the process, and the strategy was well thought through.

- Manages problem solving efforts over a long period of time, doesn't allow effort to die just because it gets sidetracked by competing demands for time and attention.

- Gives credit to officers and lets others know about their good work.

- Allows officers to talk with visitors or at conferences about their work.

- Identifies new resources and contacts for officers and makes them check them out.

- Assesses the activities and performances of officers in relation to identified problems rather than by boiler-plate measures.

- Expects officers to account for their time and activities while giving them a greater range of freedom.

- Provides officers with examples of good problem solving so they know generally what is expected.

- Provides more positive reinforcement for good work than negative for bad work.

- Realizes that this style of police work cannot simply be ordered; officers and detectives must come to believe in it.

Police Executive Research Forum, 1989

Seattle Police Department
CODE OF COOPERATION

… listen to and show respect for the views of all members

… criticize ideas, not people

… avoid side conversations

… resolve conflicts constructively

… always strive for "win-win[1] solutions

… respect confidentiality

… settle disagreements or problems with group members inside the group, when appropriate

… every member is responsible for the team's success and progress, so participate in discussions and decision-making

… make input relevant and not redundant

National Institute of Justice

Research in Brief

The New Policing: Confronting Complexity

by Herman Goldstein

Community policing is well on its way to becoming a common term in households across the Nation. That is a satisfying development for many, but causes some anxiety and discomfort for others. What accounts for the mixed reactions?

Under the rubric of community policing, progressive police administrators and interested citizens have been working hard for more than a decade to design and implement a form of policing that better meets the extraordinary demands on the police in the 1990's. Within these circles the term "community policing" has been used to embrace and intricately web together initiatives that have long been advocated for modem-day policing. These efforts have stimulated more productive thought and experimentation than has occurred at any previous time in the history of policing in this country. They have also created a new feeling of excitement and optimism in a field that has desperately needed both. It is understandable, therefore, why the current wave of popular support for community policing is so welcome in many quarters. It gives a tremendous impetus to these new initiatives.

Note: Herman Goldstein is Evjue-Bascom Professor of Law at the University of Wisconsin-Madison. This article is adapted from his address to the 1993 national conference **Community Policing for Safe Neighborhoods: Partnerships for the 21st Century,** *sponsored by the National Institute of Justice, in Arlington. Virginia.*

The downside of this new-found popularity is that "community policing" is widely used without any regard for its substance. Political leaders and, unfortunately, many police leaders latch onto the label for the positive images it evokes but do not invest in the concept itself. Some police personnel resist community policing initiatives because of the belief that they constitute an effort to placate an overly demanding and critical segment of the community that is intent on exercising more control over police operations.

Indeed, the popularity of the term has resulted in its being used to encompass practically all innovations in policing, from the most ambitious to the most mundane; from the most carefully thought through to the most casual. The label is being used in ways that increase public expectations of the police and create the impression that community policing will provide an instant solution not only for the problems of crime, disorder, and racial tension, but for many of the other acute problems that plague our urban areas as well.

With such varied meanings and such broad expectations, the use of "community policing" creates enormous problems for those seriously interested in bringing about meaningful change in the American police. Carefully developed initiatives bearing the community policing label, fragile by their very nature, are endangered because superficial programs are so vulnerable to attack.

One reaction to this dilemma is to press for definition and simplification, to seek

agreement on a pure model of community policing. This pressure for simplification is joined by well-intentioned practitioners who, understandably, want to know—in specific detail—what they are supposed to do. *Oversimplification,* however, can be a deadly enemy to progress in policing. The field already suffers because so much in policing is oversimplified.

Crime, violence, and disorder, for example, are simple, convenient terms, but they disguise amorphous, complex problems. Their common and indiscriminate use, especially in defining the responsibilities of the police, places a heavy burden on the police and complicates the police task. The police respond with law enforcement and patrol—equally simple terms commonly used by the public without any awareness of the methods they embrace and their value. If community policing takes its place alongside law enforcement or patrol as just another generic response to a simplistic characterization of the police function, not much will have been gained and the concept will quickly lose its credibility.

Rethinking the police role

The policing of a free, diverse, and vibrant society is an awesome and complex task. The police are called upon to deal with a wide array of quite different behavioral problems, each perplexing in its own way. The police have tremendous power—to deny freedom and to use force, even to take a life. Individual officers exercise enormous discretion in using their authority and in making decisions that affect our

lives. The very quality of life in this country and the equilibrium of our cities depend on the way in which the police function is carried out.

Given the awesome and complex nature of the police function, it follows that designing the arrangements and the organization to carry il out is equally complex. We are now in a period in which more attention is being given to the police function than at any prior time, a period in which we are rethinking, in all of its multiple dimensions, the arrangement for the policing of our society. We should not, therefore, lose patience because we have not yet come up with the perfect model; we should not get stalled trying to simplify change just to give uniform meaning to a single, catchy, and politically attractive term. We need to open up explorations rather than close them down. We need to better understand the complicated rather than search for the simple.

Some of the most common changes associated with community policing are already being implemented; for example, the permanent assignment of officers to specific beats with a mandate to get to know and relate to the community. There is now growing and persuasive support for decentralization, permanent assignments, and the development of "partnerships" between the police and the community. But these changes represent only a fragment of the larger picture.

Policing in the United States is much like a large, intricate, complex apparatus with many parts. Change of any one part requires changes in many others and in the way the parts fit and work together. For example, altering the way officers are assigned and how they patrol may be easy. But to gain full value from such changes, and to sustain them, changes are also necessary in the organization and leadership of the police department—in its staffing, supervision, training, and recruitment; and in its internal working environment. Thus, a change in direction requires more than tinkering. It requires, if it is to be effective, simultaneous changes in many areas affecting the enterprise. This, in turn, requires careful planning and coordination. And perhaps most important, it requires time, patience, and learning from experience.

Moreover, to succeed in improving policing, we need to move beyond the exclusive focus on the police *agency*. There is an urgent need to alter the public's expectations of the police. And we need to revise the fundamental provisions that we as a society make for carrying out the police function. For example:

• Refine the authority granted the police (curtail it in some areas and expand it in others).

• Recognize the discretion exercised by the police and provide a means for its review and control.

• Provide the police with the resources that will enable them to get their job done.

We need, in other words, without compromising our commitment to democratic values, to bring expectations and capacity more into harmony so that a job increasingly labeled as "impossible" can be carried out.

The nature of change

To illustrate, in some detail, the complexity of change in policing, it is helpful to examine five spheres in which change is now occurring. What types of issues arise? And what is the interrelationship and interdependence among the factors involved in these changes?

1. Refining (he police function and public expectations

The new forms of policing expand the police function from crime fighting, without any abdication of that role, to include maintaining order, dealing with quality-of-life offenses, and fixing the "broken windows"—all now recognized as being much more important than previously believed. The police have become more proactive, committed to preventing incidents rather than simply *reading* to them. These shifts in emphasis appear to have gained widespread support.

But we need to be aware of the avalanche of business that this expansion of the police function invites lest it constitute a serious self-inflicted wound. The volume and nature of the miscellaneous tasks that accrue to the police are many. Cutbacks in other government services only add to their

number. In areas that are starved for social services, the slightest improvement in police response increases the demand on the police. As water seeks its own level, the vast array of problems that surface in a large urban area inevitably find their way to the agency most willing to accept them.

For example, consider the officer assigned to a specific neighborhood with a broad mandate to improve service. Within a very short period of time, that officer will be overwhelmed by the need for services that—despite the greatest creativity and resourcefulness—far exceeds his or her capacity to deliver.

Very often the police *can* do more to satisfy citizen needs. They can identify problems and take actions that result in mitigating or solving them when they are given the time and license to do so. But in the larger scheme of things the need to reduce public expectations is every bit as important as the need to broaden the police function—not simply to make limited resources fit the demand, but for more complex reasons. Many of the most troublesome aspects of policing stem from the pressure that has been exerted on the police to appear omnipotent, to do more than they are authorized, trained, and equipped to do.

"…what may work for one will not work for [he other… That is the beginning of wisdom in policing: One size clearly does not fit all," -Professor Herman Goldstein

Police tend to like challenges. But the challenge to fill needs, to live up to expectations, can lead to the taking of shortcuts, the stretching of authority and, as a consequence, the potential for abuse of that authority. It is demoralizing to the thoughtful, dedicated officer to create the expectation that he or she can do more than take the edge off some of the more intractable problems that the police confront.

The new policing seeks to make the police job more achievable by realigning what the police do and do not do by giving higher priority to some tasks and lower priority to others, by reducing public expectations and leveling with the public about police capacity, by engaging the public in taking steps to help themselves, and by connecting with other agencies and the private sector in ways that ensure that citizens referred to them will be helped. There is a need to invest much more, in our individual communities, in working through the questions that arise in trying to achieve this better alignment.

2. Getting involved in the substance of policing

A common theme in initiatives under the community policing umbrella is the emphasis on improving relationships with the citizenry. Such improvement is vital in order to reduce tensions, develop mutual trust, promote the free exchange of information, and acquaint officers with the culture and lifestyle of those being policed.

Improved relationships are important. They would constitute a major advance in some cities. But many would argue that they merely lay a groundwork and create an environment in which to strive for more. When citizens ask if community policing works, they are not so much interested in knowing if the community likes the police or if the police are getting along with the community. Rather, they usually want to know if the community policing initiative has had an impact on the problems of concern to them: their fear of using the streets, the abandoned cars in the neighborhood, the gang that has been intimidating them. If the initiatives that have been taken do not go beyond improving relationships, there is a risk that community policing will become just another means by which police operate without

having a significant, demonstrable impact on the problems the police are expected to handle.

This tendency in policing to become preoccupied with means over ends is obviously not new. It was this concern that gave rise to the work on problem-oriented policing. The police must give more substance to community policing by getting more involved in analyzing and responding to the specific problems citizens bring to their attention. This calls for a much heavier investment by the police in understanding the varied pieces of their business, just as the medical field invests in understanding different diseases. It means that police, more than anyone else, should have a detailed understanding of such varied problems as homicides involving teenage victims, drive-by shootings, and carjackings. And it means that a beat officer should have indepth knowledge about the corner drug house, the rowdy teenage gang that assembles at the convenience store on Friday night, and the panhandler who harasses passersby on a given street corner. Analyzing each of these quite different problems in depth leads to the realization that what may work for one will not work for the other, that each may require a different combination of different responses. That is the beginning of wisdom in policing: One size clearly does not fit all.

Problem-solving is being integrated into community policing initiatives in many jurisdictions. It dominates the commitment to change in some jurisdictions. Conference and training sessions for police have, with increased frequency, focused on such problems as the homeless, family violence, high-risk youth, child abuse, and school violence.

More of the momentum associated with community policing must be focused on these and similar problems. Smarter policing in this country requires a sustained effort within policing to research substantive problems, to make use of the mass of information and data on specific problems accumulated by individual police agencies, to experiment with different alternative responses, to evaluate these efforts, and to share the results of these evaluations with police across the Nation. It would be useful to do more to reorient the work of research and development units in police

departments, and to entice some of the best minds in the field of criminology and related specialties to assist in these efforts. The police should not only make greater use of research done by others; they should themselves be engaged in research.

3. Rethinking the relationship between the police and the criminal justice system

Buried in all of the rhetoric relating to community policing is the fact that, with little notice and in subtle ways, the longstanding relationship between the police and the criminal justice system is being redefined. This is a radical change, but it is given scant attention in the literature on community policing. And the full consequences of the changes—and their relationship to some of the developments most commonly associated with community policing—have not been adequately explored.

The enforcement of criminal law is inherent in the police role. The great emphasis on enforcement affects the shape of their organizations, the attitudes and priorities of their personnel, and their relationship with the community. Significantly, police officers are referred to as "law enforcement officers." The felt need for objectivity and neutrality in law enforcement often results in the police being characterized as having no discretion. And the commitment to enforcement encourages the police to act in ways designed to inflate the public's impression of their capacity to enforce the law in the hope that their image alone will reduce crime and disorder.

Advanced forms of community policing reject many of the characteristics stemming from the emphasis on enforcement. A neighborhood police officer, for example, is expected to have a much broader interest than simply enforcing the criminal law, to exhaust a wide range of alternatives before resorting to arrest for minor offenses, to exercise broad discretion, and to depend more on resourcefulness, persuasion, or cajoling than on coercion, image, or bluff.

Reconciling these different perspectives has always been difficult. Some would even argue the two postures are incompatible. Simplistically, they are often

conscious change in the day-to-day inter-action of personnel—not in a training setting, but on the job.

Conclusion

Dwelling on complexity is risky, for it can be overwhelming and intimidating. It is difficult. It turns many people off. But for those who get involved, the results can be very rewarding.

There have been extraordinary accom-plishments in policing in the past two decades by police agencies that have taken on some of these difficult tasks. There is an enormous reservoir of ability and com-mitment in police agencies, especially among rank and file officers, and a will-ingness on the part of individual citizens and community groups at the grass roots level to engage with the police and sup-port change. Viewed collectively, these achievements should be a source of opti-mism and confidence. By building on past progress and capitalizing on current mo-mentum, change that is deeper and more lasting can be achieved.

But there is an even more compelling, overriding incentive to struggle with these complexities. We are being challenged today to commit ourselves anew to our unique character as a democracy, to the high value we as a nation place on diver-sity, ensuring equality, protecting indi-vidual rights, and guaranteeing that all citizens can move about freely and enjoy tranquil lives. The social problems that threaten the character of the Nation are increasing, not decreasing. It will take major changes—apart from those in the police—to reduce these problems. In this turbulent period it is more important than ever that we have a police capacity that is sensitive, effective, and responsive to the country's unique needs, and that, above all else, is committed to protecting and ex-tending democratic values. That is a high calling indeed.

NCJ 145157

U.S. Department of Justice

Office of Justice Programs

National Institute of Justice

Washington. D.C. 20531

Official Business
Penally for Privale Use $300

A large crowd and the media were present for Professor Herman Goldstein's keynote address a: NlJ's conference, Community Policing for Safe Neighborhoods: Partnerships for the list Century.

distinguished as the "hard" and "soft" approaches in policing. But as a result of a sequence of developments in the past decade the difference between the two approaches has been diminished.

What has happened? So long as the police were intricately intertwined with the criminal justice system, they came to depend more heavily on the system. Thus, as violence and, especially, crimes associated with drugs increased, the police made more and more arrests of serious offenders. And to deai with disorder on the streets they arrested thousands of minor offenders as well, often stretching their authority somewhat (as police are pressured to do) in order to restore order. Predictably, the criminal justice systems in most large urban areas, and many smaller ones as well, have been overwhelmed to the point that it is no longer possible for the system to accept some serious offenders, let alone minor offenders.

The consequences of recognizing that the capacity of the criminal justice system has limits are more far-reaching than is commonly recognized. Police can no longer use arrest, as they so freely did in the past, to deal with a wide variety of ambiguous situations. Moreover, the aura of authority on which the police have so heavily depended for getting so much of their job done, rooted in the capacity to arrest, has been greatly diminished. Police officers today simply do not appear as powerful and threatening to those who most frequently come in contact with them because they can no longer use the criminal justice system as they once did.

What does this mean for some of the central themes under the community policing umbrella? It means that there are new, pragmatic reasons for searching intensively for alternatives to the criminal justice system as the way in which to get the police job done.

It also means that there is now an added incentive to cultivate positive relationships with the community. The police need to replace the amorphous authority that they previously derived from the criminal justice system and on which they depended so heavily in the past. What better way to do this than arm themselves with what Robert Peel characterized in 1829 as that most powerful form of authority, the "public approval of their existence, actions, and behavior."

The congested state of affairs in the criminal justice system means, too, that the police must conserve their use of that system for those situations in which it is most appropriate and potentially most effective. This latter need should lead the police and others committed to community policing to join Attorney General Janet Reno in speaking out for a more sensible national criminal justice policy that curbs the indiscriminate overuse of a system that will, if not checked, draw scarce funds away from the police and away from preventive programs where those funds can do more good.

4. Searching for alternatives

The diversification of policing—the move from primary dependence on the criminal law to the use of a wide range of different responses—is among the most significant changes under the community policing umbrella. It enables the police to move away from having to "use a hammer (the criminal justice system) to catch a fly:" it enables them to fine-tune their responses. It gives them a range of options (or tools) that in number and variety come closer to matching the number and variety of problems they are expected to handle. These may include informal, common sense responses used in the past but never formally authorized.

The primary and most immediate objective in authorizing the police to use a greater range of alternatives is to improve police effectiveness. Quite simply, mediating a dispute, abating a nuisance, or arranging to have some physical barrier removed—without resorting to arrest—may be the best way to solve a problem.

But there are additional benefits in giving police officers a larger repertoire of responses. Currently, for example, one of the greatest impediments to improvement in policing is the strength of the police

subculture. That subculture draws much of its strength from a secret shared among police; that they are compelled to bend the law and take shortcuts in order to get their job done. Providing the police with legitimate, clear-cut means to carry out their functions enables them to operate more honestly and openly and, therefore, has the potential for reducing the strength and, as a consequence, the negative influence of the police subculture.

The diversification of options is also responsive to one of the many complexities in the staffing of police agencies. It recognizes, forthrightly, the important role of the individual police officer as a decision-maker—a role the officer has always had but one that has rarely been acknowledged. Acknowledging and providing alternatives contribute toward redefining the job of a police officer by placing a value on thinking, on creativity, and on decisionmaking. It credits the officer with having the ability to analyze incidents and problems and gives the officer the freedom to choose among various appropriate responses.

Changing to a system in which so much responsibility is invested in the lowest level employee, one who already operates with much independence on the streets, will not occur quickly or easily. And absent sufficient preparation, the results may be troublesome. This is especially so if officers, in their enthusiasm, blend together community support and their desire to please the community to justify using methods that are either illegal or improper. And implementation in a department that has a record of abuse or corruption is obviously much more problematic. Those concerned about control, however, must recognize that the controls on which we currently depend are much less effective than they are often thought to be. Preparations for the empowerment of officers requires changes in recruitment standards and training, establishing guidelines for the exercise of discretion, and inculcating values in officers that, in the absence of specific directions, guides their decision-making. Meeting these needs in turn connects with the fifth and final dimension of change.

5. Changing the working environment in a police agency

If new forms of policing are to take hold, the working environment within police agencies must change. Much has been written about new management styles supportive of community policing. But with a few remarkable exceptions relatively little has actually been achieved. And where modest changes have been made they are often lost when a change in administration occurs or when the handling of a single incident brings embarrassment, resulting in a reversion to the old style of control.

"Working environment" means simply the atmosphere and expectations that superiors set in relating to their subordinates. In a tradition-bound department, managers, supported by voluminous, detailed rules, tend to exercise a tight, paramilitary, top-down form of control—perhaps reflecting the way in which they have historically sought to achieve control in the community.

The initiatives associated with community policing cannot survive in a police agency managed in traditional ways. If changes are not made, the agency sets itself up for failure. Officers will not be creative and will not take initiatives if a high value continues to be placed on conformity. They will not be thoughtful if they are required to adhere to regulations that are thoughtless. And they will not aspire to act as mature, responsible adults if their superiors treat them as immature children.

But properly trained and motivated officers, given the freedom to make decisions and act independently, will respond with enthusiasm. They will grasp the concept, appreciate its many dimensions, and skillfully fill their new roles. These officers will solve problems, motivate citizens to join together to do things for themselves, and create a feeling of security and goodwill. Equally important, the officers will find their work demanding but very satisfying. In rank and file officers, there exists an enormous supply of talent, energy, and commitment that, under quality leadership, could rapidly transform American policing.

The major impediment to tapping this wellspring has been a failure to engage and elicit a commitment from those having management and supervisory responsibilities. It is disheartening to witness a meeting of the senior staff of a police agency in which those in attendance are disconnected and often openly hostile to changes initiated by the chief executive

and supported by a substantial proportion of the rank and file. It is equally disheartening to talk with police officers on the street and officers of lower supervisory rank who cite their *superior officer* as their major problem, rather than the complexity of their job.

Because the problem is of such magnitude, perhaps some bold—even radical—steps by legislative bodies and municipal chief executives may be necessary. Perhaps early retirement should be made more attractive for police executives who resist change. Perhaps consideration should be given to proposals recently made in England that call for the elimination of unnecessary ranks, and for making continuation in rank conditional on periodic review.

But before one can expect support for such measures, the public will need to be satisfied that police executives have exhausted whatever means are available to them for turning the situation around. When one looks at what has been done, it is troubling to find that a department's investment in the reorientation of management and supervisory personnel often consisted of no more than "a day at the academy"—and sometimes not even that. How much of the frustration in eliciting support from management and supervision stems from the fact that agencies have simply not invested enough in engaging senior officers, in explaining why change is necessary, and in giving these supervisors and managers the freedom required for them to act in their new role.

Some efforts to deal with the problem have been encouraging. The adoption of "Total Quality Management" in policing has demonstrated very positive results and holds much promise. It ought to be encouraged. An important lesson can be learned from experiences with TQM. Training to support changes of the magnitude now being advocated in policing requires more than a one-shot effort consisting of a few classroom lectures. It requires a substantial commitment of time in different settings spread over a long period, a special curriculum, the best facilitators, and the development of problems, case studies, and exercises that engage the participants. It requires the development of teamwork in which subordinates contribute as much as superiors. And it requires that the major dimension of the training take the form of

Problem-Oriented Policing

William S pel man and John E. Eck

At 1:32 a.m. a man we will call Fred Snyder dials 911 from a downtown corner phone booth. The dispatcher notes his location and calls the nearest patrol unit. Officer Knox arrives 4 minutes later.

Snyder says he was beaten and robbed 20 minutes before but didn't see the robber. Under persistent questioning Snyder admits he was with a prosti- tute, picked up in a bar. Later, in a hotel room, he discovered the prosti- tute was actually a man, who then beat Snyder and took his wallet.

Snyder wants to let the whole matter drop. He refuses medical treatment for his injuries. Knox finishes his report and lets Snyder go home. Later that day Knox's report reaches Detec- tive Alexander's desk. She knows from experience the case will go nowhere, but she calls Snyder at work.

Snyder confirms the report but refuses to cooperate further. Knox and Alex- ander go on to other cases. Months later, reviewing crime statistics, the city council deplores the difficulty of attracting businesses or people downtown.

From the Director

Many calls to police are repeated requests for help. They have a history and a future—sometimes tragic. Rather than treat the call as a 30-minute event and go on to the next incident, police need to intervene in the cycle and try to eliminate the source of the problem.

A wealth of research sponsored by the National Institute of Justice has led to an approach that does just that.

The problem-solving approach to policing described in this *Research in Brief* represents a significant evolu- tionary step in helping law enforcement work smarter not harder. Rather than approaching calls for help or service as separate, individual events to be processed by traditional methods, problem-oriented policing emphasizes analyzing groups of incidents and deriving solutions that draw upon a wide variety of public and private resources.

Careful followup and assessment of police performance in dealing with the problem completes the systematic process.

But problem-oriented policing is as much a philosophy of policing as a set of techniques and procedures. The approach can be applied to whatever type of problem is consuming police time and resources.

While many problems are likely to be crime-oriented, disorderly behavior, situations that contribute to neighbor- hood deterioration, and other incidents that contribute to fear and insecurity in urban neighborhoods are also targets for the problem-solving approach.

In devising research to test the idea, the National Institute wanted to move crime analysis beyond pin-maps. We were fortunate to find a receptive collaborator in Darrel Stephens, then Chief of Police in Newport News, Virginia.

The National Institute is indebted to the Newport News Police Department for serving as a laboratory for testing problem-oriented policing. The results achieved in solving problems and reducing target crimes are encouraging.

Problem-oriented policing integrates knowledge from past research on police operations that has converged on two main themes: increased operational effectiveness and closer involvement with the community. The evolution of ideas will goon.

Under the Institute's sponsorship, the Police Executive Research Forum will implement problem-oriented policing in three other cities. The test will enable us to learn whether the results are the same under different manage- ment styles and in dealing with differ- ent local problems. This is how national research benefits local com- munities—by providing tested new options they can consider.

The full potential of problem-oriented policing still must be assessed. For now, the approach offers promise. It doesn't cost a fortune but can be developed within the resources of most police departments.

Problem-oriented policing suggests that police can realize a new dimension of effectiveness. By coordinating a wide range of information, police administrators are in a unique leader- ship position in their communities, helping to improve the quality of life for the citizens they serve.

James K. Stewart
Director
National Institute of Justice

The problem-oriented approach

Midnight-watch patrol officers are tired of taking calls like Snyder's. They and their sergeant, James Hogan, decide to reduce prostitution-related robberies, and Officer James Boswell volunteers to lead the effort.

First, Boswell interviews the 28 prostitutes who work the downtown area to learn how they solicit, what happens when they get caught, and why they are not deterred.

They work downtown bars, they tell him, because customers are easy to find and police patrols don't spot them soliciting. Arrests, the prostitutes tell Boswell, are just an inconvenience: Judges routinely sentence them to probation, and probation conditions are not enforced.

Based on what he has learned from the interviews and his previous experience, Boswell devises a response. He works with the Alcoholic Beverage Control Board and local barowners to move the prostitutes into the street. At police request, the Commonwealth's Attorney agrees to ask the judges to put stiffer conditions on probation: Convicted prostitutes would be given a map of the city and told to stay out of the downtown area or go to jail for 3 months.

Boswell then works with the vice unit to make sure that downtown prostitutes are arrested and convicted, and that patrol officers know which prostitutes are on probation. Probation violators *are* sent to jail, and within weeks all

but a few of the prostitutes have left downtown.

Then Boswell talks to the prostitutes' customers, most of whom don't know that almost half the prostitutes working the street are actually men, posing as women. He intervenes in street transactions, formally introducing the customers to their male dates. The Navy sets up talks for him with incoming sailors to tell them about the male prostitutes and the associated safety and health risks.

In 3 months, the number of prostitutes working downtown drops from 28 to 6 and robbery rates are cut in half. After 18 months neither robbery nor prostitution show signs of returning to their earlier levels.

Reacting to incidents reported by citizens—as this hypothetical example illustrates—is the standard method for delivering police services today. But there is growing recognition that standard "incident-driven" policing methods do not have a substantial impact on many of the problems that citizens want police to help solve. Equally important, enforcing the law is but one of many ways that police can cope with citizens' problems.

This *Research in Brief* describes an alternative approach to policing. Called problem-oriented policing, it grew out of an awareness of the limitations of standard practices described in the opening vignette.

Police officers, detectives, and their supervisors can use the problem-oriented approach to identify, analyze, and respond, on a routine basis, to the underlying circumstances that create the incidents that prompt citizens to call the police.

Although alternative methods of handling problems have long been available, the police have made relatively little use of them. Or they

have been used only sporadically, more often by a special unit or an informal group of innovative officers.

Problem-oriented policing is the outgrowth of 20 years of research into police operations that converged on three main themes: *increased effectiveness* by attacking underlying problems that give rise to incidents that consume patrol and detective time; *reliance on the expertise and creativity of line officers* to study problems carefully and develop innovative solutions; and *closer involvement with the public* to make sure that the police are addressing the needs of citizens. The strategy consists of four parts.

1. *Scanning.* Instead of relying upon broad, law-related concepts—robbery, burglary, for example—officers are encouraged to group individual related incidents that come to their attention as "problems" and define these problems in more precise and therefore useful terms. For example, an incident that typically would be classified simply as a "robbery" might be seen as part of a pattern of prostitution-related robberies committed by transvestites in center-city hotels.

2. *Analysis.* Officers working on a well-defined "problem" then collect

information from a variety of public and private sources—not just police data. They use the information to illuminate the underlying nature of the problem, suggesting its causes and a variety of options for its resolution.

3. *Response.* Working with citizens, businesses, and public and private agencies, officers tailor a program of action suitable to the characteristics of the problem. Solutions may go beyond traditional criminal justice system remedies to include other community agencies or organizations.

4. *Assessment.* Finally, the officers evaluate the impact of these efforts to see if the problems were actually solved or alleviated.

To test the value of this approach, the National Institute of Justice sponsored the Problem-Oriented Policing Project, conducted by the Newport News (Virginia) Police Department and the Police Executive Research Forum. Results of the project are encouraging:

• Downtown robberies were reduced by 39 percent (see boxed account above).

• Burglaries in an apartment complex were reduced 35 percent.

• Thefts from parked vehicles outside a manufacturing plant dropped 53 percent.

This *Research in Brief* describes the research that led to problem-oriented policing, the approach used in Newport News, and some of the problems officers there solved. It shows that police can link a detailed understanding of specific local problems and a commitment to using a wide array of community resources in solving them. By so doing, they increase the effectiveness of their operations.

The present system

Under incident-driven policing, police departments typically deliver service by

• reacting to individual events reported by citizens;

• gathering information from victims, witnesses, and offenders;

• invoking the criminal justice process: and

• using aggregate crime statistics to evaluate performance.

No department operates solely in this reactive fashion, but all doit to some extent almost all the time. The way that Newport News tackled prostitution-related robbery (see box) illustrates how problem-oriented policing minimizes the limitations of traditional concepts and conduct of police work.

The focus on underlying causes—*problems*—is not new. Many police officers do it from time to time. The new approach, however, requires *all* officers to implement problem-solving techniques on a routine basis.

Problem-oriented policing pushes beyond the limits of the usual police methods. The keystone of the approach is the "crime-analysis model."

This checklist includes many of the usual factors familiar to police investigators—actors, locations, motives. But it goes further, prompting officers to ask far more questions than usual and in a more logical sequence. The results give a more comprehensive picture of a problem.

The process also requires officers to collect information from a wide variety of sources beyond the police department and enlist support from

public and private organizations and groups—initially to describe the problem and later to fashion solutions that meet public needs as well as those of the criminal justice system.

The research basis

Problem-oriented policing has as its foundation five areas of research conducted during the past two decades.

Discretion. In the 1960's. researchers pointed out the great discretion police officers exercise and concerns about the effects of discretion on the equity and efficiency of police service delivery. Although some discretion appeared necessary, research suggested that police could prevent abuses by structuring discretion. Through guidelines and policies, police agencies guided their officers on the best means of handling sensitive incidents.[1]

But where should the policies conic from? In 1979 Herman Goldstein described what he called the "problem-oriented approach" as a means of developing such guidelines for a more effective and efficient method of policing/

Problem studies. A number of studies over the past 20 years aimed at developing a deeper understanding of the nature and causes of crime and disorder problems in order to lead to better police responses.

Research of the late 1960's and early 1970's focused on burglary, robbery, and other street crimes.[1] In the later 1970'sand t980's. research turned to other problems not earlier considered

1. Gerald M. Caplan. "Case fWRulemakinghy Law Enforcement Agencies." *Law and Contemporary Problems* 3611971): 500-514: Kenneth CulpDavis. ·•Approach to l.esal Control of the Police." *Texas Law Review* 52 M974)· 715; Herman Goldstein. *Policing a t rev Society* (Cambridge, Massachusetts: Baiiinger. 19771: 93-130.

2. Herman Goldstein. "Improving Policing: A Prohlem-Oriented Approach.'" *Crime and Delinquency* 25 (1979): 236-258.

3. Thomas Reppctto. *Residential Crimes* (Cambridge. Massachusetts: Ballinger. 1974); Harry A. Scarr. *Patterns of Burglary,* 2ded. (Washington. D.C.: U.S. Government Priming Office. 1973); Floyd Feeney and Adrianne Weir. *Prevention and Control of Robbery,* summary volume (Davis: University of California, 1974); Andre Normandeau. *Crimes of Robbery,* unpublished diss. (Philadelphia: University of Pennsylvania. 1968).

central to police work: domestic violence, drunk driving, mental illness, and the fear of crime, for example.[4]

Researchers and practitioners learned through these studies that they would have to collect more information to understand problems, and involve other organizations if responses were to be effective. Police needed to consider seriously many issues besides crime alone.

Management. Meanwhile the characteristics of American police officers were changing. More were getting college degrees and thinking of themselves as professionals. Like industrial workers, officers began to demand a greater role in decisionmaking.

Many police managers, recognizing that job satisfaction and participation in decisions influence job performance, made better use of officers' skills and talents. Managers made the work more interesting through job enrichment, and they made working conditions more flexible.' Many departments established task forces, quality circles, or management-by-objectives programs.[h]

4. Lawrence W. Sherman and Richard A. Berk, "Specific Deterrent Effects of Arrest for Domestic *Assauh." American Sociological Review 49* (1984): 261-272; Fred Heinzelmann et al.. *Jailing Drunk Drivers: Impact on the Criminal Justice System* (Washington. D.C : National Institute of Justice, 19H41; Gerard R. Murphy. *Special Care: Improving the Police Response to the Mentally Disabled* (Washington. D.C.: Police Executive Research Forum. I9X6); Antony M. Patcet *a\.. Reducing Fear of Crime in Houston and Newark: A Summary Report* (Washington. DC : Police Foundation. 1966).

5. The best example was the Managing Criminal Investigations program, which gave patrol officers authority to conduct many of their own followup investigations, llene Greenberg and Robert Wasserman, *Managing Criminal Investigations* (Washington. D.C.: National Institute of Justice, 1979] More generally, see James Q. Wilson, •'Future Policeman," in *Issues in Police Patrol* ed. Thomas J. Sweeney and William Ellingsworth (Kansas City. Missouri: Kansas City Police Department. 1973)207-221.

6. G.F. Carvalho. "Installing Management by Objectives: A New Perspective on Organizational Change" in *Police Administration: Selected Readings* ed. William J. Bopp (Boston: Holbrook. 1975): Michael D. Norman. "Quality Circles: A Program To Improve Employee Altitudes and ihe Quality of Police Services," *The Police Chief* (November 1984): 48-49. For a more radical proposal, sec John E. Angel), "Toward an Alternative to the Classic Police Organizational Arrangements: A Democralic Model." *Criminology* 19 (1971): 186-206. Henry P. Hairy and John M. Greincr, *Improving the Use of Quality Circles in Police Departments* and *Improving the Use of Management by Objectives in Police Departments,* The Urban institute (Washington. D.C.: National Institute of Justice, both forthcoming).

Community relations. The riots of the 1960's made police aware of their strained relations with minority communities. Community relations units, stringent restrictions on shooting, and civilian review boards attempted to reduce dissatisfaction with police among minorities.[7]

By the mid-1970's, departments provided storefront police stations and foot patrols to improve public attitudes through increased personal contact between the police and citizens/ As the police began to recognize how vital citizen action is to crime control, some agencies began to work closely with citizens to reduce crime and fear."

Effectiveness. An important impetus toward problem-oriented policing came finally when research on preventive patrol, response time, and investigations showed that merely reacting to incidents had, at best, limited effects on crime and public satisfaction.[10] Rapid response and lengthy followup investigations were not needed for many incidents, suggesting that police managers could deploy their officers more flexibly without reducing effectiveness.

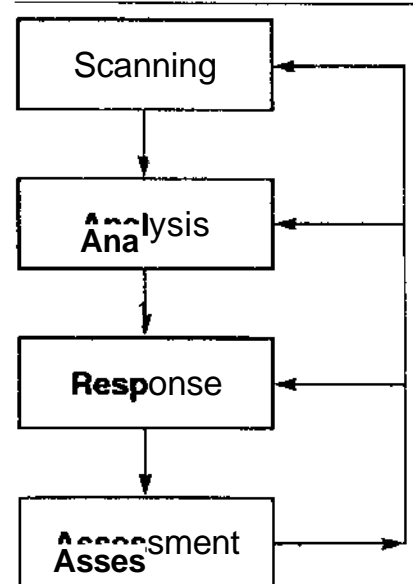Experiments in flexible deployment such as split force, investigative case screening, and differential response to calls confirmed that time could be freed for other activities.[11] Managers turned to crime analysis to use this time, focusing on groups of events rather than isolated incidents. By identifying crime-prone locations, crime analysis hoped to use patrol and detective time more effectively.[12] Although crime analysis was restricted to crime problems, traditional police data sources, and criminal justice responses, it marked the first attempt at problem-oriented policing.

Designing problem-oriented policing

Some departments had previously applied problem-solving approaches in special units or projects." None before Newport News had taken a problem-solving approach agency-wide. The National Institute of Justice and Police Chief Darrel Stephens required that the experimental approach follow four basic principles:

• **Participation.** Officers of all ranks, from all units, should be able to use the procedures as part of their daily routine.

• **Information.** The system must encourage use of a broad range of information not limited to conventional police data.

7. Lee P. Brown and Hub'¹;! ! .;.,M-, "Police and the Community" in *Progress m Policing: Essays on Change* ed. Richard A. Slauitnberger (Cambridge, Massachusetts: Ballinger, 1')÷0>: 85-102.

8. Storefronts and foot patro. ••re important elements in many team poiicii. >·hemes. See. for example, Lawrence W. Shermai:. Catherine H. Milton, and Thomas V. Kelly, *I earn Policing: Seven Case Studies* (Washington. D.C.: Police Foundation, 1973).

9. See, especially, Lawrence H. Holland, "Police and the Community: The Detroit Ministation Experience," *FBI Law Enforcement Bulletin* 54 (February 1985): 1-6; Police Foundation, *Newark Foot Patrol Experiment* (Washington, D.C.: 1981); Robert C. Trojanowicz, *Evaluation of the Neighborhood Fool Patrol Program in Flint, Michigan* (East Lansing: Michigan Stale University, n .d.); Antony Pate et al., *Reducing Fear of Crime.*

10. George L. Kelling et al., *Kansas City Preventive Patro! Experiment: A Technical Report* (Washington, D.C.: Police Foundation, 1974;; William Spelman and Dale K. Brown. CV·⁴·÷V¡ th--*Police: Citizen Reporting of Serious Crime <-.* Washington, D.C.: U.S. Government P- - Office, 1984); John E. Eck, *Solving Crime:. . . Investigation of Burglary and Robbery* (Washington, D.C.: Police Executive Research Forum, 1982).

11. James M. Tien. James W. Simon, and Richard C. Larsen, *Alternative Approach in Police Patrol: The Wilmington Split-Force Experiment* (Washington, D.C.: U.S. Government Printing Office, 1978); John E. Eck. *Managing Case Assignments: The Burglary Investigation Decision Model Replication* (Washington, D.C.: Police Executive Research Forum, 1979); J. Thomas McEwen, Edward F. Connors, and Marcia I. Cohen, *Evaluation of the Differentia! Police Response Field Test* (Alexandria, Virginia: Research Management Associates, 1984).

12. G. Hobart Reimer. MR. Greenlee, and M.H. Gibbons, *Crime Analysis in Support of Patrol,* National Evaluation Program Phase I Report (Washington, D.C.: University City Science Center, 1984).

13. Among the most notable examples: John P. Bales and Timothy N. Oettmeier, "Houston's DART Program—A Transition to the Future," *FBI Law Enforcement Bulletin* 54 (December 1985): 13-17; William DeJong, "Project DARE: Teaching Kids To Say 'No' to Drugs and Alcohol," *NU Reports* 196 (March 1986): 2-5 (Los Angeles Police Department); Philip B. Taft, Jr., *Fighting Fear: The Baltimore County C.0 ,P.E. Program* (Washington, D.C.: Police Executive Research Forum, 1986). The New York City Police Department's Community Patrol Officer Program (CPOP) is by far the largest problem-oriented unit implemented to date. More information on CPOP is available from the New York City Police or the Vera Institute of Justice.

The problem-solving process

• **Response.** The system should encourage a broad range of solutions not limited to the criminal justice process.

• **Reproducibility.** The system must be one that any large police agency could apply.

The Newport News Police Department named 12 members, from all ranks and units, to a task force to design the process. Having no experience with routine problem solving, the task force decided to test the process it was designing on two persistent problems: burglaries from an apartment complex and thefts from vehicles. All subsequent problems, including the prostitution-related robbery problem described on page 2, were handled by patrol officers, detectives, and supervisors on their normal assignments.

As stated above, the process has four stages. Officers identify problems during the *scanning* stage, collect and analyze information during the *analysis* stage, work with other agencies and the public to develop and implement solutions in the *response* stage, and evaluate their effectiveness in the *assessment* stage. The results of assessment may be used to revise the response, collect more data, or even redefine the problem.

The heart of the process is the analysis stage. The task force designed a problem analysis model, breaking the events that constitute a problem into three components—actors, incidents, and responses—with a checklist of issues that officers should consider when they study a problem.

All sergeants and higher ranks were trained in the model, the use of the systematic process, and the research background. The training also emphasized encouraging officer initiative in uncovering problems, collecting information, and developing responses. Officers throughout the department then began to apply the process.

Problem-oriented policing at work

By June 1986, some two dozen problems had been identified and were in various stages of analysis, response, and assessment. Some problems affected citizens throughout the city; others were confined to neighborhoods. Some problems related to crime, others to the order maintenance, regulatory, or service roles of the police.

In addition to the prostitution-related robberies, Newport News selected apartment burglaries and thefts from parked vehicles as test problems.

Burglaries in the New Briarfield Apartments. Built as temporary housing for shipyard workers in 1942, the 450 wood-frame units called the New Briarfield Apartments remained

---

Some problems being considered by Newport News Police

Citywide

Assaults on police officers
Thefts of gasoline from self-service filling stations
Domestic violence
Drunk driving
Repeat runaway youths

In neighborhoods

Commercial burglaries, Jefferson Avenue business district
Heroin dealing, 32d and Chestnut
Residential burglaries, New Briarfield Apartments
Residential burglaries, Glenn Gardens Apartments
Thefts from automobiles, downtown parking area
Dirt bikes, Newmarket Creek
Rowdy youths, Peninsula Skating Rink
Rowdy youths, Marshall Avenue 7-Eleven
Robbery and prostitution, Washington Avenue
Vacant buildings, central business area
Larcenies, Beachmont Gardens Apartments
Unlicensed drinking places, Aqua Vista Apartments
Disorders and larcenies. Village Square Shopping Center

---

in use during the postwar housing shortage—and into the present.

By 1984. New Briarfield was known as the worst housing in the city. It also had the highest crime rate: burglars hit 23 percent of the occupied units each year. The task force assigned Detective Tony Duke of the Crime Analysis Unit to study the problem.

Duke had patrol and auxiliary officers survey a random one-third sample of the household in January 1985. The residents confirmed that burglary was a serious problem, but they were equally upset by the physical deterioration of the complex. Duke then

interviewed employees of other city departments and found that the burglaries were related in part to the general deterioration of the housing.

The Fire Department called New Briarfield a firetrap. Public Works worried about flooding; the complex had no storm sewers. Standing water rotted the floors, noted the Department of Codes Compliance. Cracks around doors and windows made it easier for burglars to force their way in. Vacant units, unfit to rent, sheltered burglars and drug addicts.

Officer Barry Haddix, responsible for patrolling the area, decided to clean

---

The **problem** analysis model

Actors	**Incidents**	Responses
Victims	Sequence of events	Community
Lifestyle	Events preceding act	Neighborhood affected by
Security measures taken	Event itself	problem
Victimization history	Events following criminal act	City as a whole
Offenders	Physical contact	People outside the city
Identity and physical description	Time	Institutional
Lifestyle, education,	Location	Criminal justice agencies
employment history	Access control and surveillance	Other public agencies
Criminal history	Social context	Mass media
Third parties	Likelihood and probable actions	Business sector
Personal data	of witnesses	
Connection to victimization	Apparent attitude of residents	
	toward neighborhood	

5

up the grounds. Working with the apartment manager and city agencies, he arranged to have trash and abandoned appliances removed, abandoned cars towed, potholes filled, and streets swept.

Detective Duke meanwhile learned that the complex owners were in default on a loan and that the U.S. Department of Housing and Urban Development (HUD) was about to foreclose. Duke wrote a report describing the crime problem, the tenants' discouragement, and the views of other city agencies.

Police ChiciStephens used the report to enlist other departments in a joint recommendation to the city manager: Help the tenants find better housing and demolish New Briarfield. The city manager approved. In June 1986, he proposed replacing Briarfield with a new 220-unit complex, a middle school, and a small shopping center. Negotiations are underway with HUD.

The long-range solution will take time to implement. For now, the police force assigned Officer Vernon Lyons full-time to organize the neighborhood residents. Since January 1986 the New Briarfield Community Association has been persuading residents to take better care of the neighborhood and lobbying the resident manager and city agencies to keep the complex properly maintained.

Visibly better living conditions have resulted—and the burglary rate has dropped by 35 percent.

Thefts from vehicles in shipyard parking lots. Newport News Shipbuilding employs 36,000 people. Most drive to work and park in nearby lots. In 1984, thefts from these cars amounted to SI80,000 in losses, not counting vehicle damage—a total that accounted for lOpercentof all serious, reported crime.

Police were frustrated. They answered many calls but made few arrests. The task force chose Officer Paul Swartz to analyze the issues.
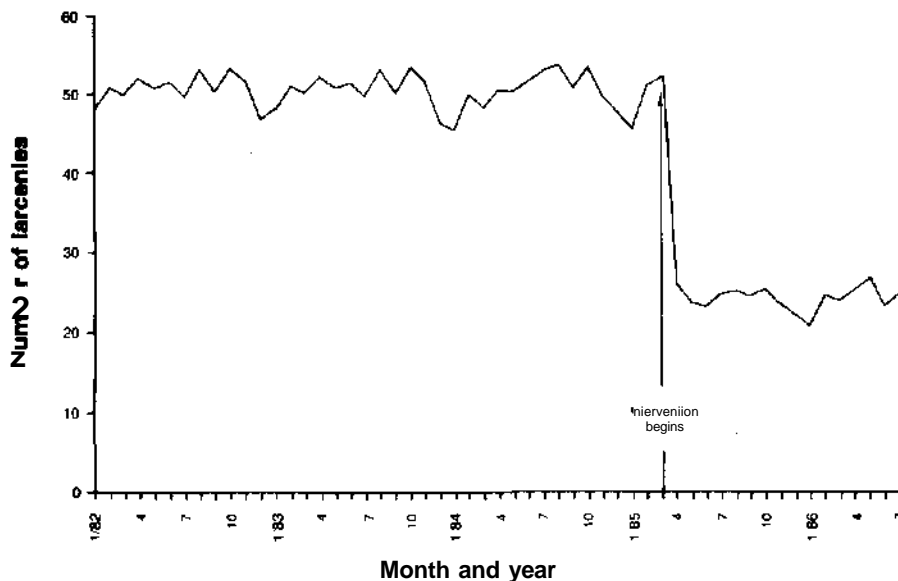
Personal robberies: An average reduction of 39 percent in downtown area
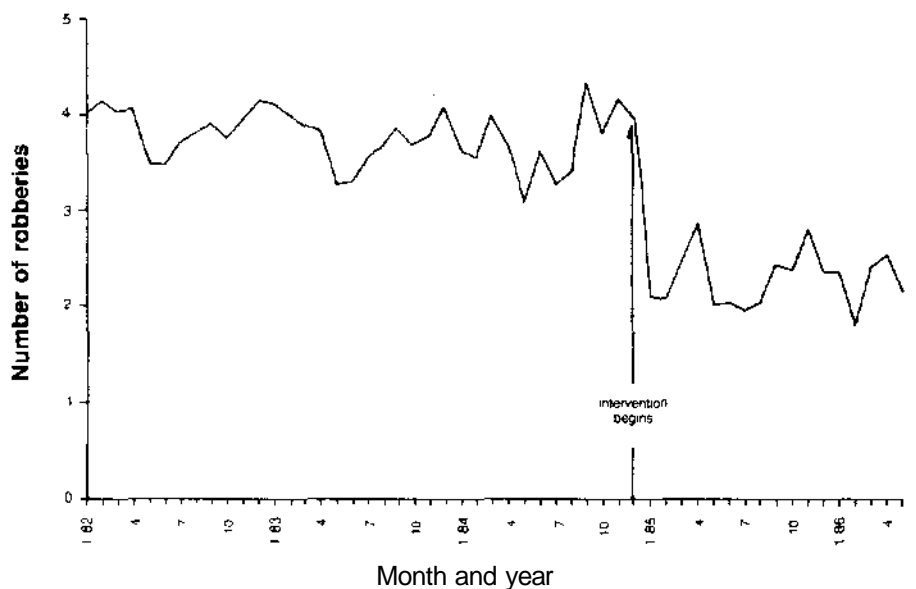
Household burglaries: An average reduction of 35 percent in New Briarfield
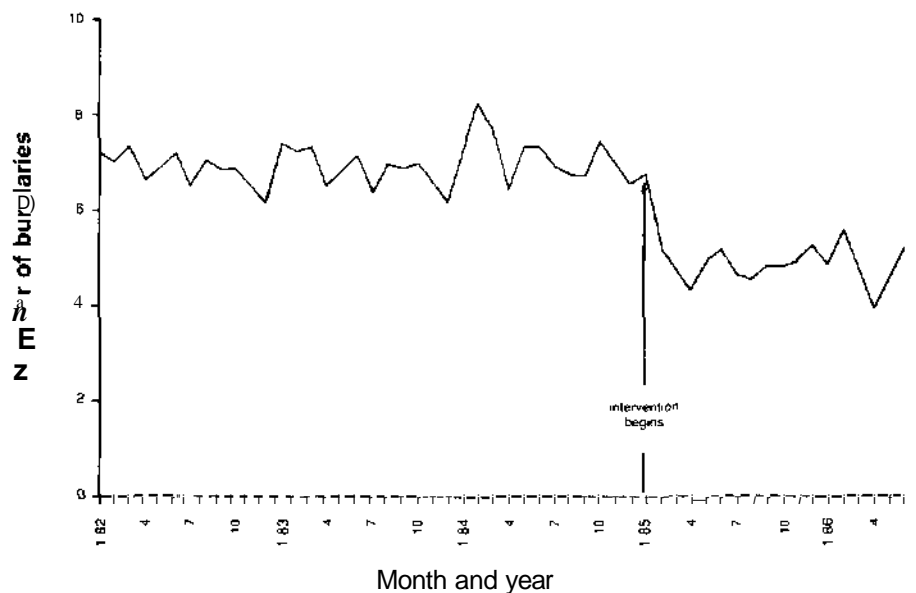
Larcenies from autos: An average reduction of 53 percent in downtown area

In these three graphs, all time series have been exponentially smoothed to account for short-term fluctuations, long-term trends, and seasonal variations. Estimated crime reductions due to police action are statistically significant at the .01 level or lower.

He tracked current cases and reviewed offense and arrest records for the previous 3 years. He interviewed patrol officers and detectives who knew the area, and talked with shipyard security officers. This led to identification of theft-prone lots—and of a small group of frequent offenders who might be committing most of the thefts.

As a result, one person was arrested in the act of breaking into a car, and Swartz interviewed the offender after he was convicted, promising that nothing he said would bring extra punishment. Swartz learned that drugs were a prime target of the thieves, who looked for "muscle" cars, rock-and-roll bumper stickers, or other hints that the car owner used marijuana or cocaine.

The information led to more arrests and convictions, further interviews, and still further arrests.

The police department is still developing a long-term solution, working with parking lot owners and shipyard workers to develop a prevention program. In the interim, however, the arrest, conviction, and incarceration of the most frequent offenders has reduced thefts by 53 percent since April 1985.

New information, new responses

One reason for these successes has been the police use of information from a wider variety of sources. A survey of residents is an example, like interviews with thieves and prostitutes, but so are literature reviews, interviews with runaways and their parents, business surveys, photographing of problem sites, and searches of tax and title records.

The responses to prostitution-related robberies and parking-lot thefts are standard tactics, but in these cases the involvement of people outside the criminal justice system was important. The resources used are as diverse as the problems themselves.

Problem-oriented policing helps ensure that police respond to a wide variety of problems affecting the quality of life, not just crime. It lets line officers use their experience and knowledge to improve the communities they serve.

The Newport News Police Department—and other departments that adopt and refine this approach—will continue to respond to specific criminal events. But they will go beyond this step, preventing future incidents by solving the problems that would otherwise lead to crime and disorder.

The problem-oriented police department thus will be able to take the initiative in working with other agencies on community problems when those problems touch on police responsibilities. Such a department can make more efficient use of its resources when, for example, it reduces the number of prostitutes and thus needs fewer officers to patrol downtown.

This police force will be more responsive to citizen needs, enjoying better community relations when citizens see the police demonstrating concern for their day-to-day needs.

The result will be a more effective response to crime and other troubling conditions in our cities.

Other titles in the *Research in Brief* series

The *Research in Brief* series, sponsored by the National Institute of Justice, presents the results of timely criminal justice research in an easy-to-read format. The titles listed below address some of the most critical issues in criminal justice today.

For free single-copy requests, simply photocopy the entire order form (be sure to include your name and address), check off the titles you want, and mail to the National Institute of Justice, Box 6000, Dept. AFO, Rockville, MD 20850, or call toll-free 800-851-3420 (301-251-5500 in Metropolitan Washington, D.C., Maryland, and Alaska).

O *07.* AIDS in Prisons and Jails:
Issues and Options
NCJ 100221

Q 01. Armed Criminal in America
NCJ 102827

• 08. Assessing Criminal Justice Needs
NCJ 94072

G 02. Confronting Domestic Violence:
The Role of Criminal Court Judges
NCJ 102833

• 09. Corrections and the Private
Sector
NCJ 94071

• 10. Crime and Mental Disorder
NCJ 94074

• 03. Crime Stoppers—A National
Evaluation
NCJ 102292

Q 11. Criminal Justice Response to
Victim Harm
NCJ 98260

Q 25. Danger to Police in Domestic
Disturbances—A New Look
NCJ 102634

• 12. Drug Use and Pretrial Crime in
the District of Columbia
NCJ 94073

Q 04. Employee Drug Testing Policies
in Police Departments
NCJ 102632

• 13. Expanding Sentencing Options:
A Governor's Perspective
NCJ 96335

• 05. Field Training for Police Officers:
State of the Art
NCJ 102633

Q 14. Forensic Use of Hypnosis
NCJ 96336

• 15. Growing Role of Private Security
NCJ 94703

Q 16. Incapacitating Criminals:
Recent Research Findings
NCJ 92644

• 17. Interviewing Victims and
Witnesses of Crime
NCJ 99061

Q 18. Jailing Drunk Drivers:
Impact on the Criminal
Justice System
NCJ 95437

Q 31. Line-of-Duty Deaths: Survivor
and Departmental Responses
NCJ 103238

• 26. New Dimensions in Probation:
Georgia's Experience With Intensive
Probation Supervision
NCJ 102848

• 19. The Private Sector and Prison
Industries
NCJ 96525

Q 20. Probation and Felony Offenders
NCJ 97349

• 21. Probing the Links Between Drugs
and Crime
NCJ 96668

Q 06. Problem-Oriented Policing
NCJ 102371

• 22. Prosecution of Child Sexual
Abuse: Innovations in Practice
NCJ 99317

Q 32. Systemwide Strategies To
Alleviate Jail Crowding
NCJ 103202

Q 23. Use of Forfeiture Sanctions
in Drug Cases
NCJ 98259

• 24. Violence in Schools
NCJ 92643

RIB 001

U.S. Department of Justice

National Institute of Justice

Washington. DC. 20531

Official Business
Penalty for Private Use $300

NOTES

Problem Solving Training

Seattle Police Department

The Problem Solving **Model**

Actual presentation material is written in italic.

In your Training Guide you have copies of a form entitled "Problem Solving Process. " Please turn to page 13 of the first copy as you will need this form to work through this section of the curriculum. **Give participants a minute to find the forms.** *You will also need a copy of the problem solving scenario, "The Senior Citizen " or a more appropriate scenario depending on your audience.*

The problem solving process that we are being introduced to today involves a problem oriented approach to policing at all levels of the organization. This process recognizes that many effective officers and employees have used problem solving for years in their jobs but they have used it without recognition or support from the entire agency that this is a valued policing strategy. By offering this training to every member of our Department and to many community members and other agencies, the Seattle Police Department is demonstrating its commitment to providing resources, support, and recognition that problem solving is important. The heart of this approach is in dealing with crime and community problems. These are problems that come to light everywhere in our agencies—in the Chief's office, in communications, in robbery—in every unit of our Department, and especially in patrol. Yes, we can respond quickly to a crisis or critical incident when we need to. But we will also have a process for handling recurring issues and problems that don't go away with a traditional response.

As you saw in the opening video, we are also creating a common language that we can share to work together more effectively on problems that are of mutual concern to the police and the community.

Optional. Show POST Video, "Problem Solving" to demonstrate the national recognition of SARA as an accepted model for police agencies.

Use Overhead, "The Problem Solving Process, SARA."

As mentioned earlier, the model for problem solving that we are using was first used in Newport News, Virginia in 1985 when a problem oriented approach to policing was field tested by the Bureau of Justice Assistance. It is a process developed by cops as a simple but focused way to think through problems rather than continuing to reactive to recurring incidents. In cities where this approach worked and continues to work, commitment from the top of the organization to transforming systems and procedures that

were barriers to problem solving was a key factor in success. (For more information the Department of Justice has published monographs on these experiments which can be ordered free of charge through the Community Policing Bureau). *This model has been used and refined by police agencies all over the world. Think of it as a guide, not a strict procedure. It creates a common language for the police and community to use to solve problems of mutual concern.*

A.   SCANNING

Use overhead Scanning."

1. *The goal of the Scanning step is to identify and define potential problems before moving to take action.   The goal is to collect many pieces of objective data so that we can create a clear and shared picture of the potential problem.*

2. *What is a problem ?*

A problem is a group of repeat incidents occurring in a community that are similar in one or more ways and are of concern to the community and to the police. Three basic criteria should be considered in deciding whether a situation is a problem?

<u>*Does the situation involve two or more repeated incidents?*</u>

(Example: repeated break and enters at the same address or in the same neighborhood at approximately the same time or in the larger community by someone who fits the same description?)

<u>*Are the incidents or events related in some way?*</u>

Looking for relationships allows for the development of a common intervention or response strategy. Incidents can be related by focusing on the four key characteristics:

1.   ***Behavior:*** common behavior involved (e.g., sexual assault, noise problems, robberies).

2.   *Location;* incidents that are related by location or concentrated in a specific area (traffic accidents at a particular intersection, drug dealing in a particular neighborhood).

3.   *Persons;* incidents that are shared or perpetuated by a specific group or type of people. These can be offenders (drug dealers),

complainants (apartment dwellers), or victims (the elderly).

4. *Time:* incidents or events related by their occurrence at a particular time, season, day of the weeks, etc. For example, thefts of checks at the end of the month.

Is the problem of concern to the community and to the police?

Tell participants that they will now need the Problem Solving Process form. Ask them to work individually first reading the scenario, "The Senior Citizen," and then writing down on the form a description of the problem as they understand it using **the four** components of a problem that have just been presented. Once everyone has completed writing a description, ask individuals to share their description. Have at least two or three people share what they wrote, each time asking if someone can add to the previous description. Once several descriptions have been read, note that it is important to agree on the problem definition before starting to work as a group. *Ask, **why is it important to ensure that everyone agrees on the definition of the problem?*** (if there isn't agreement on the problem definition, there won't be clarity or agreement on the rest of the process).

Use Overhead, "How are problems identified?" or use a flip chart to record responses from participants.

How do problems come to our attention? Elicit responses. *Add any sources not mentioned*

Citizen Complaints:
Police Reports
Calls for Service
Intelligence Information
Data From Other Agencies
Media
Community Councils/Groups
Patrol Officers
Elected Officials

How do we select problems?

Ask the participants to look at the Problem Solving Process form. *Ask, how did this problem come to your attention?* (it was handed to them by the instructor, or the community called to report the problem, etc.)

Use overhead, "Selecting Problems".

*If problem solving is everyone's responsibility in the organization, it
seems to make sense that there would be a way to decide what problems
are selected, and who is responsible for working on them. Consider this
approach. At the first level of problem solving is the problem. What
is a problem? Who can handle a problem? As the problem increases in
complexity and seriousness, it becomes less likely that the responsibility
belongs to the individual officer or employee. Can you think of an
example? Once it passes the problem level, it becomes a project that
a group or squad will work together on. The most involved level is
that of a problem that requires a task force approach.*

*At what level was the problem of youth violence in the video
on community policing* (task force)? *At what level was the problem
solving efforts of the traffic officers who were assigned to schools* (project
for the entire squad, but at the problem level for the individual officers
at their own schools).

Use Overhead, "Selecting Problems, Our Circle of Influence".

How much control do you have over the problem?

*In addition to deciding how complex the problem is and who should be involved in trying
to solve it, it is also important to think about how much control we have over the
problem. This thinking comes from the work of Stephen Covey who wrote "Seven Habits
of Highly Effective People." Covey suggests that all problems fall into one of two
circles. The Circle of Concern represents everything that worries or concerns us. We
have little control over these problems. The Circle of Influence represents everything we
can control or influence in some way.* Ask if someone can identify a problem that may be
in their Circle of Concern (world hunger, poverty, federal taxes, commute traffic), but
over which they have little control.

*Can you think of an example of a crime problem that might be in our Circle of Concern,
but not in our Circle of Influence? "* (Some examples might be homelessness, runaway
youth, prostitution). *It's important to stay within our Circle of Influence when selecting
problems to work on. For individual employees that means within our geographic area
of responsibility or work unit. We need to select problems that we may be able to
influence or control in some way.*

Use Overhead, "Incident, Problem, Project, Task Force," and Workbook or hand-out showing the same information.

Review the definition of each:

> _Incident_—a single, isolated event.
> _Probletn-TQcuning_ incidents, occurring in a community, similar

in one or more ways, of concern to the police and community. Can be handled or facilitated by an individual.

Project—a problem that requires the involvement of a group.

Task Force--a problem that requires the involvement of a precinct or department, perhaps a city wide approach.

Ask participants to work in pairs taking five minutes to label each item with one of the four choices. When time is up, ask the group to share choices that they labeled as a problem that a single officer or employee could handle. Ask for their rationale referring back to their Circle of Influence.

The focus of this training is on the problem that can be handled by a single officer or employee within his or her regular work schedule. An appropriate problem is one that the employee is currently dealing with using an incident response which isn't working.

Use Overhead , "The Crime Triangle, Dens, Ducks, Wolves".

When a crime is occurring, on what person do we focus most of our attention? (suspect, maybe victim). *To gain a full understanding of the problem or crime we are dealing with, it is important to understand everyone who is affected by the problem. The Crime Triangle is a useful tool to identify the three elements that must be present for a crime or a problem to occur. One way to start is by asking who, what, when, where, how, why, and why not, about each point of the triangle. If any one element is taken out, the crime or problem cannot occur.*

If there is a victim, and she or he is in a place where crimes occur, but no offender is present, no crime occurs. Likewise, if an offender is in a place where crimes occur, but there is nothing or not one present to be victimized, no crime will occur. If an offender and a victim co-exist, but they (or their possessions) are not in the same place, no crime will occur.

Use Overhead, "Elements of the Crime Triangle".

Review the definitions for each element:

Offender/Suspect: *Someone motivated to commit harmful behavior.*

Victim: *A desirable and vulnerable target.*

Location: *A place where the victim and offender meet.*

Use Overhead , "Role of Third Parties".

For each point in the crime triangle, there is a third party role that can make

a difference in whether or not a crime or problem occurs. Let's take a look at each of these roles.

Who are guardians? **Guardians are people who try to prevent harm from coming to potential victims.**

Who are the controllers? What is their role? **Controllers are people who, acting in the best interest of the potential offenders, try to prevent these people from committing crimes.**

Who are the managers? What is their role? **Managers are people who oversee places.**

When each is present and effective, they can reduce or even eliminate a recurring problem. When they are absent or ineffective, they may have no effect, they may even make the problem worse (e.g., an apartment manager who doesn't screen tenants or take care of lighting or trash).

Use Overhead, "To Stop a Crime Problem."

Let's review the triangle. If the victim is a 10-year old child, who are possible guardians? (parents, police, Child Protective Services, teachers). If the offender is a child molester, who are possible controllers? (police, parole or probation officers, neighbors). If the location is a school, who are possible managers? (administrators, school security or police, school district).

Ask participants to work in groups of three or four (stay at the same tables) and identify the elements of the Crime Triangle as seen in the problem scenario, "The Senior Citizen." Ask each group to have one person record the responses on the "Problem Solving Process" form. **They should identify all victims, suspects, locations, guardians, controllers, and managers.** Start with five minutes for this exercise. When time is called, check to ensure that most groups are finished. Then move quickly around the room, asking the first group to identify victims. When that group has finished, ask if any other group would add anyone else to that list. Ask the second group to identify suspects and follow the same procedure until all six elements have been thoroughly identified.

Now that we have identified all the possible stakeholders or persons and locations affected by the problem, we are ready to start the second step of this process.

B. ANALYSIS

Use Overhead, "Analysis."

1. ***The goal of the analysis step is to understand the underlying conditions that create the problem by learning everything possible about***

the players, incidents, and history relating to the problem.

Ignored in incident driven policing.

This step is what makes the problem solving process different from traditional policing in that there is a commitment to understanding the problem before responding to it. The analysis step involves an unrestricted search for the cause or conditions that create or influence the problem. Another phrase for "analyze" could be "asking questions about." Just as a doctor goes beyond the symptoms of an illness to diagnose the causes so that a real cure can be found, the problem solving method challenges us to look beyond symptoms (incidents) to find underlying causes. By addressing these causes, we are more likely to develop a permanent solution to the problem.

Use Overhead, "Two Basic Questions for Analysis."

There are two questions that help focus your analysis :

1. What do I need to know about this problem?
2. Where do I go to get the information ?

Tell participants that they are going to work again in the same group in which they identified elements of the crime triangle. This time each group will use the Problem Solving Process form and record questions that they want to ask about each element they previously defined (for example, "what do I need to know about or from victims?" and "what is the source of the information?"). Tell participants that they will have fifteen minutes to record their answers. Ask if everyone is clear about the instructions. Set the timer.

When time is up, move quickly around the room asking each group to share some of their responses regarding one element of the crime triangle. Acknowledge the good work that is being done if participants are recording thoughtful questions. Remind participants that they are asking questions to understand underlying conditions. If their questions are not helping them to understand the problem, coach them to modify the questions.

Ask participants **"what is the next logical step after you have brainstormed the questions you need or want to ask?"** (Find answers to the questions).

Hand-OUt "Results Of Analysis." Ask participants to review the actual facts the came out of the analysis.

Use Overhead, "Now what's your problem?"

*Once you have learned everything you can about the problem, how many
of you think it would be important to revisit the original problem
statement you identified in the Scanning step? Why?* Get input.
**Reinforce that the actual definition of the problem may change as a
result of a good analysis.**

**Ask participants to rewrite the problem on page two of the Problem
Solving Process form. Ask if the problem has changed for them as
a result of their analysis.**

C.   Response

Use Overhead, "Response."

*The goal of the Response step is to "develop a custom-made response
based on the analysis of the problem. " These responses take the form
of short and long term goals that answer the question, "What are you
trying to accomplish? **Notice that a goal is a desired outcome, not a
strategy or action, A strategy or action is a response.***

*Do we use Band-Aids in our business to deal with some problems?
Why?* (to give a community some quick relief, to suppress violent
or other illegal activity, to reduce fear). *We acknowledge that
Band-Aids are part of our business, but we also know that sometimes
if we rely only on a police presence to solve a problem, that the
problem comes back when the police are not able to maintain a
presence in a particular location.   We also need to think about long
term solutions to problems as well so we don't have to keep going
back to the same location over and over again.*

*We also encourage the use of brainstorming as a creative tool
to help people get past the attitude of "we 've always done it
this way " or "we 've already tried that" or "that will never work. "
I'll talk more about that in just a minute.*

*It's also critical that we consider what the positive and negative
impacts and outcomes might be if we apply a certain solution.
We 'II also come back to this as well.*

Use Overhead, "If we respond, what will happen?"

*OK, we're ready to respond to this problem. What are the issues
we need to consider before taking action?*

Will the problem be eliminated or affected?
Will the most serious feature be impacted?
Will the stakeholders support the response?
How will this affect the people in the community?
How easily can this be implemented?
Are resources available to make this happen?

Illustrate the need to ask these questions by selecting a possible response from the scenario the participants have been discussing. For example, if the senior citizen was relocated to resolve the noise problem, how could each of these questions be answered?

Ask participants to work in small groups again to come up with responses. Tell them to be sure that each response is related to a specific goal. Check for understanding by going around the room, having a few people share ideas for responses and then asking them what goal that response is related to. Be very clear about the difference between a goal and a response.

D.   ASSESSMENT

Use Overhead, "Assessment."

The goal of the Assessment step is to measure the impact of the response on the selected problem. Why do you think this step is important? (Information gathered at the assessment step can be used to change the response, improve the analysis, or redefine the problem. It can also answer the question "did we solve the problem?")

When do you start thinking about *assessment?* (Once you establish goals, you need to decide how you will know when you reach them).

// is important to look at the response to see if it solved the problem that was originally identified during the Scanning step. We are looking at the impact *the response had on the problem, not only if activities or processes were carried out. Responses can be considered successful if they accomplish one or more of these five outcomes:*

Totally eliminate the problem.

Substantially reduce the problem (reduce calls).

Reduce the harm or fear associated with the problem (may not be able to eliminate gangs but may be able to reduce intimidation or presence of gangs in a neighborhood).

> *Improve police response to the problem* (manage our resources better).
>
> *Redefine problem responsibilities* (identify who is responsible—schools, code enforcement, parks, etc., and get them to accept responsibility).
>
> *// is important to reflect on questions such as "What did we learn as a result of this process?" and "What will we do differently as a result?" at the assessment step. These questions lay the groundwork for preventing similar problems in other neighborhoods or contexts.*

Invite any questions or concerns about the problem solving process.

SUMMARY

Use Overhead, "The Final Four."

> *This model involves being creative, innovative, and taking appropriate risks—it's not business as usual. What are the guidelines to help you know if you're on track? When you are solving problems, the guidelines are keep it:*
>
> *Legal*
> *Moral*
> *Ethical*
> *Enjoyable*
>
> *If you use these guidelines, you can enjoy what you do and feel confident that you will get support from the Department. Many people want to make a difference in their jobs. This is a way of policing that allows that to happen.*

CHECK FOR UNDERSTANDING

1. **What are the four components of a problem?**

2. **What elements of a crime or problem must be present for that crime or problem to occur?**

3. **What are the three third party roles to stop a crime problem?**

4. **What is the goal of the Analysis step?**

5. **What are the five possible responses when determining your**

effectiveness in dealing with a problem?

6. What is the difference between a goal and a response?

(Sample Curriculum to be Adapted for Your Agency)

SEATTLE POLICE DEPARTMENT

EMPLOYEE TRAINING

"SETTING THE CONTEXT"

1.   Welcome and Introductions

Welcome to the Seattle Police Department's Problem Solving Course for Officers and Civilian Employees. My name is_____ and I'll be one of your trainers today along with my partners _____and_____. This course is designed to focus on practical tools to use on a day-to-day basis to support the work that many of us currently do in this Department. It will also help you understand the direction of the Department and your role in it.

First, let 'sfind out who's here.

Trainers briefly introduce selves giving name, position and unit. Be prepared to give additional information later in your section of curriculum to build credibility.

Ask participants to introduce themselves by giving their name, position, and unit.

Overhead "What do you hope to get out of this training?"

Ask participants to fill out an index card answering the question, "What do you hope to get out of this training?"

Trainer collects all cards (wait quietly until everyone has completed one) and then read each card at the front of the room. Be prepared for negative comments which are to be read in an accepting and positive manner. Make a closing comment such as *"it's always helpful to know what the expectations are as we work our way through this time together. "*

2.   Where we're going at SPD:

Overhead. "Where we're going at SPD."

A. **Changing to a problem oriented policing Department.**

From the top of the Department where traditionally we have been crisis driven, to the service level, where we currently are driven by incidents, we are moving to a focus on proactively solving problems rather than only reacting to incidents.

B. **Introduce and give an overview of the Mission, Vision, and Core Values** (Hand-out).

Ask participants to raise their hands if they've read this document. Give them a few minutes to read the hand-out. Explain that the content of this document is to provide clarity in guiding our Department's decisions and activities.

Overhead "Mission, Vision, and Core Values."

Explain that *the Mission, Vision and Core Values were created using input from many people in the Department. The Senior Leadership Team (SLT) took a year and a half to discuss and write the document. The Chief then gave each Bureau Chief the responsibility to meet with his or her employees to present the draft and ask for input. Many employees gave input, and it was revised several times based on that input.*

The Department has always operated from a set of core values, but now they are written down and are being widely publicized both inside the Department and in the community—so that everyone is literally reading from the same page. This document also provides a means for holding each other accountability for our actions.

Overhead Two on "Mission, Vision, Core Values."

Read the definitions for each section of the document:

Mission. A Public Statement of what we intend to accomplish.

Vision. A Mental Picture of what is possible in our preferred future is we are successful in accomplishing our mission.

Core Values. Organizational Priorities that determine how we will get things done and how we will treat people.

3.   Statement of Overall Training Goals (Overhead)

The goals of this training are:

o To introduce a common language for problem solving to all SPD employees.

o To support the problem solving efforts currently going on at the SPD.

o To encourage employees to use problem solving in their day-to-day work.

Problem solving is the most important strategy of community policing. The ability to problem solve on a department-wide basis will drive long-term, positive change in the Department.

Many of you already solve problems. Perhaps for some of you, you may not think the problem solving process we 'll discuss today is really anything new. But you who have routinely practiced problem solving may have done it without the Department's support or recognition that it is an accepted way of providing police service. That means that our systems (evaluations, promotions, transfers, dispatch policies, etc., have not reinforced its importance).

As the entire Department moves toward supporting problem solving systematically, you 'll notice changes in the expectations of you as employees, in how you are evaluated, and in how SPD supports your individual problem solving efforts. Your supervisors and managers have already received this training. That's because the Department expects every supervisor and manager to support your problem solving efforts. Over the long term, your supervisors will be looking at your effectiveness at solving problems in the community, not just how many numbers you can generate in your job.

Overhead, "Why the focus on patrol?"

If this training is for every employee, why is the focus on patrol? When community members call us for emergency assistance, who are the front line responders that arrive on the scene to handle the incidents? Under this model of policing, patrol officers are highly valued as police professionals and as the backbone of our Department. " The services and support from every other unit in the Department exist because patrol exists, and we provide those services to ensure to the best of our ability that front line personnel and community

members are kept out of harm's way. We want a clear message to be in this training that we trust and value ALL our employees, but that we understand that the backbone of policing is the work done by patrol, and that each of us including the Chief of Police, the person who answers a telephone in an office, investigators, crime prevention coordinators, and all others work to reduce the crime and community problems that have the potential to hurt our officers and our community members.

Overhead, "Benefits of Problem Oriented Policing."

We are expecting a number of benefits to result from a department-wide commitment to solving problems. Benefits include:

o   *employees are trusted to use discretion, authority, and innovation.*
o *problem solving is supported at every level of the organization.*
o *frustration related to dealing with chronic problems is reduced,*
o   *communication improves among co-workers and other units with a common language for solving problems.*
o *there will be more time to spend on projects of interest, rather than on nagging, persistent problems,*
o   *calls at specific locations will be reduced.*
o   *community satisfaction with police services will increase.*

5.   Code of Cooperation

Ask participants to take two minutes to read the Code. Explain that *it was developed by the Senior Leadership Team as a guide for meetings and discussions within the SPD. It is intended to support the need for healthy disagreements and a win-win approach to dealing with each other.*

We're asking everyone in this room, including ourselves as trainers, to abide by this Code (or the items that you want to use for the training—read them Specifically). *If you have read these and have concerns about anything on here, please see us at the first break.*

6.   Chain of Support for the Expansion of Community Policing

Overhead, "Chain of Support."

While we won't spend a great deal of time during this class talking about the process of designing a community policing model that fits the needs of our Department and the community, we do want everyone to have a general knowledge of the process in case you are interested in influencing this work in the SPD.

At the center of this process, the Senior Leadership Team (SIT), comprised of all the Bureau Chiefs and the Chief of Police, makes the final decisions regarding all policies in our Department. The Community Policing Bureau is responsible for all activities that develop and support community policing department-wide. To ensure that there is employee involvement at every step of the process, a Design/Coaching Team, comprised of sixteen people at all levels of the Department was formed to serve as a catalyst for creating the model of community policing. This Team is headed by three individuals, two lieutenants and a civilian manager. Each member of the DOT also serves as a coach to a Strategy Team either in a precinct or other section.

Each precinct was asked to form a Strategy Team to develop plans to imbed problem solving into the work life of every employee, to coordinate efforts between watches, and to ensure that problem solving efforts were documented without creating a paperworkburden for officers. Other units asked to form Strategy Teams, and we currently have twelve throughout the Department. In July, 1996, through the work of the DCTand the Strategy Teams, we will have a draft proposal for the model of community policing in the SPD. The draft will be presented to the SLT and then to the community in the summer of 1996 for input and feedback.

A Community Policing Action Council (CPAC) was appointed by the Chief of Police to assist the Department in developing positive police community relationships. This group has been in existence since October of 1995 and has taken on two major projects: the creation of a Citizen Police Academy, and a public education campaign to reduce non emergency dependence on the 911 system.

Overhead, "Opportunities for Involvement."

For employees who are interested in participating in any activities supporting problem solving, there are a number of ways to be involved. If your work unit or precinct has a Strategy Team, we can tell you who the Team leader is and you can get in touch with that person. We also offer opportunities to develop as a trainer or to make contributions to the quarterly newsletter published by the Bureau. Classes for the Citizen/Police Academy will be taught by Department employees so if you're interested in helping to educate community members about policing, that is a good way to do that. As problems are identified by officers that have city-wide impact, we will form Task Forces to respond to those problems. One current problem we are dealing with is car prowls. A Task Force comprised of officers, detectives, insurance company representatives, and the Washington State Insurance Council has just started work to deal with this problem. The Bureau also sponsors a Leadership Development Team to support

*people who are interested in accepting leadership roles in the SPD. And, finally,
we are committed to sending teams to other agencies and to conferences to
see what we can learn from their experiences.*

7.   Housekeeping

Explain that the course will run in approximately 50 minute segments with one
ten minute break every hour. There may be times when you need to go a little
longer to finish up a piece of curriculum but you will make every effort to be
mindful of their need for breaks, and ask them to work with you to finish the
curriculum. Give bathroom codes or information about lunch times, etc.

8.   Overview of Objectives

Overhead, "Course Objectives."

Explain that *the objectives describe the main focus for each part of the
course. As a result of this training, participants will be able to:*

*Describe the stages of change that affect every individual.
Describe where policing has been and where it's going in the future.
Describe the four steps of the problem-solving process, SARA
Apply the model to crime or crime-related problems.
Describe the opportunities to influence community policing in the SPD.*

9.   Validating the SPD Experience and Explaining the Importance of Training

VIDEO, "Community Oriented Policing-POST Production."

Explain that *Seattle is already recognized for good work and for its
commitment to moving into the next stage of development with community
policing.* **Show the video. When the video is completed, do not make
any editorial comments or ask questions.** Announce the first 10 minute
break.

The purpose of using this video is to acknowledge that good work is already
underway in the Department and to hear Chief Stamper say that he is committed
to this process and also understands that there is resistance. This is also an
opportunity to let people see that many people in our Department are already
participating in what is clearly a national movement in policing.

*(Other agencies can use this video to demonstrate national interest and support
for a systematic approach to problem solving).*

SEATTLE POLICE DEPARTMENT

"THE EXPERIENCE OF CHANGE"

Tell participants that *changes are occurring all around us. Our ability to recognize and accept change is a measure of how successful we and our Department will be at adapting to the change. It is important to acknowledge the areas in which change is taking place so we will be better equipped to go through each stage of the change process. The organization also has to adapt to change as well. The lack of organizational change was one of the major failings of the community policing experiments in the 1970's.*

Show POST Video, "Organizational Transformation" to open this module.

Overhead, "Trends Affecting Policing in the Future."

I'm going to hand out a card that has one of these categories in which change is occurring in our world. I'd like you to work in pairs (or small groups depending on the number of people in the room). Use the **hand-OUt** *to answer four questions that will guide your discussion.*

> *(1) What general trends related to this issue are you aware of?*
> *(2) What trends related to this issue currently affect policing?*
> *(3) What trends related to this issue will affect policing in the next five years?*
> *(4) How will these trends impact your job, specifically the types of problems or people you deal with?*

For the next ten minutes, brainstorm trends in this category that will affect the way we do policing in the 21st century. At the end often minutes, we will reconvene and share responses with the large group. One person needs to take responsibility for recording your responses. Trends are styles of management, family, crime, technology, labor force and work, education, criminal justice system, and community values and concerns.

When time is up asking each group to share their responses to the questions for each trend. When everyone is done, wrap up the exercise by commenting that it is clear that change will affect policing as a profession. *Now let's look at how change affects the individual.*

Exercise: Hand out the form **"The Experience of Change**^M *Explain to*

participants that each will be asked to write privately on the
form. This information will not be shared.

1. **Tell participants:** ***"Think of a TOUGH change in your own life. This change should be over. Write the change down on the form."*** Give them some time to reflect and focus on the change in their minds. Some examples include divorce, changing a job, birth of a child, learning to use a new piece of equipment (MDT) etc.

2. Ask: *"What was your immediate thought or feeling when you first knew it was going to happen ? Write that thought or feeling in Quadrant 1 on the form."*

3. Ask: *"When you got over your initial reaction to the change, not too much time had passed, how did you feel? Write that feeling or thought in Quadrant 2 on the form."*

4.   Ask: *"After a little longer, what were your responses to the change? What actions did you take? Write your responses or actions in Quadrant 3 on the form. "*

5. Ask: *"When you were pretty much through the change, actually had adjusted to it, what were your thoughts or reflections? Write your thoughts or reflections in Quadrant 4 on the form. "*

6.   Name the quadrants or stages for the participants.

Use Overhead 2. HeartWork Change Model

This model is based on the experiences of hundreds of employees across business and agency sectors. HeartWork, Inc. found that there is a definite pattern to the human experience of change. The power of using this model is that managers/supervisors and employees name the process, and share a language to describe the experience.

People experience different stages of change at the same time. The challenge for managers/supervisors is to support employees at different stages so they 'II buy in to the change process, as managers/supervisors go through the same stages themselves. To support the change process, managers/supervisors often must look like they 're in stage four when they 're really in stage two.

Unfortunately, we can't swing across the abyss like Tarzan. Many organizations attempt this pitfall. We have to work down into the chasm to achieve real commitment. If we . attempt to skip over stages, the change process will take longer and be much more

difficult. However, we may have to act like we 're in stage 4 even if we 're still going through other stages. The important thing is to share our thinking even though as leaders in our organizations our behavior has to reflect the commitment stage. It's also important for employees to know that these stages are real so they can figure out that denial and resistance are normal and you don't have to stay in those stages.

STAGES OF CHANGE

Stage One: Denial. Denial is a protective device which often feels like a physical sensation of shock. Change hits our comfortable patterns head-on. At work, you hear "this is never going to happen." There is an exaggerated "hardiness," a sense of "going through the motions." You hear silence, or "everything's OK--I don't want to talk about it."

USE FOR LEADERSHIP TRAINING ONLY.

Use Overhead 3

Role of manager/supervisor: Confront individuals with information. Build awareness of the impact of upcoming change. If you don't get information out, employees will make it up (rumors). Let things sink in. Schedule team meetings to talk things over. Find out from your employees what they need or want as an outcome.

Stage Two: Resistance. For the first time, you realize that the change really will affect you. ("I have to change the way I work!") Anger, fear of loss, and upset are commonplace. Managers/supervisors see absenteeism, illness, mistakes, and careless work. They hear complaints, and blame. If one hits bottom hear, depression occurs. The change process can be delayed and even lost in this stage.

USE FOR LEADERSHIP TRAINING ONLY.

Use Overhead 4.

Role of manager/supervisor: Listening is essential. Don't try to "fix" things or show over optimism. Invite and explore resistance. Allow for rituals because of loss/death of the old. Show respect for the history and traditions of the agency. But be firm about moving forward. Accountability begins at this stage.

Stage Three: Exploration. As people begin to focus on the future at their own different paces, chaos occurs. What returns first is energy, not focus. Some are paralyzed by this energy, uncomfortable with ambiguity, and need preparation and training. This is the first glimpse of the "other side" —the transformation from past to future. Creative solutions begin to emerge. Problem solving training best begins in this stage, not before, although that's not always an option for an organization.

USE FOR LEADERSHIP TRAINING ONLY.

Ask: "Why are managers/supervisors often given training and expectations before they get to this stage? " (In accepting leadership roles in the organization, they also accept the responsibility for committing to the organization's vision and mission.)

Use Overhead 5

Role of manager/supervisor: Facilitate. Employees need focus, direction, and guidance. Keep promoting the vision. Set priorities and short-term goals fast to catch people as they come over the line. Point out opportunities and provide training. Strengthen team connections.

Stage Four: Commitment. People can now focus on the task. They have moved from "me" to "it." This is the first time that teams can really be productive.

USE FOR LEADERSHIP TRAINING ONLY.

Use Overhead 6

Role of manager/supervisor. Empower. Don't micro-manage. If you do, you'll

regret it. Continue to communicate the purpose of the change. Create a picture of the new organization. Indicate what roles individuals will play in the transition and the new organization. Set up quick successes and celebrate them.

// may be helpful to know that it's normal to go through these stages. Most people don't stay stuck in the process. A few do and have a pretty tough time. What we do about change is really our choice. No one can force us to think differently or change our attitudes. That's why this training is not about changing attitudes. It's about creating an

expectation for behaviors that support the work we need to do to stay viable in the world we provide service in.

USE THIS EXERCISE AS THE VERY LAST ACTIVITY OF THE TRAINING SESSION. IT IS EXCELLENT AS A WRAP UP AND GIVES PARTICIPANTS THE OPPORTUNITY TO SHARE THEIR CONCERNS ABOUT BARRIERS AS WELL AS TO ADMIT THAT IF WE REFUSE TO CHANGE WE WILL BECOME OBSOLETE.

SMALL GROUP DISCUSSION: Break participants into small groups. **Hand out form for discussion, "In Considering Change..."** Each group will have 20 minutes to discuss the questions. Each group should select a facilitator to guide the group discussion, and a recorder to write the responses. When the exercise has been completed, debrief the large group by moving from group to group asking one question at a time."

The questions are:

(1) What happens to our organization if we refuse to change?
(2) What happens to employees (sworn & civilian) if we refuse to change?
(3)   What are the barriers to change?
(4)   How will problem solving affect the workplace?
(5)   How will problem solving affect the community?
(6) What is the benefit for police of paying attention to the problems identified by community members?
(7) How long will it take to implement this kind of change?

When all responses have been given, share that it takes five to seven years for major organizational change to occur. Within one to two years, people in the Department can expect to see change in service delivery and the systems to support it, but it is a long process that is best tackled by systematically figuring out which systems support or hinder a problem oriented approach. The advantage to a systematic approach is that it builds a solid foundation not dependent on personalities for its longevity, but rather on transformational change within the organization itself.

change 1 .doc

(For other agencies, delete Seattle examples and use history of your own agency).

SEA TTLE POLICE DEPARTMENT

"THE EVOLUTION OF COMMUNITY POLICING: WHERE WE'VE BEEN, WHERE WE'RE GOING"

A.   Hand out the "Policing River in America."

Ask, "has anyone in this class ever been on a white water rafting trip? What words would you use to describe the water? " (turbulent, exciting, changing, etc.) *Think of policing in American as a river, constantly changing and moving. At times, the water is calm and slow, with little or no movement, but the rumbling of water can be heard ahead, creating a tendency for leaders to micro manage (grab the oars out of the hands of people in the raft). When the water is calm and peaceful, not much effort is required. When the water is wild, it requires greater focus to get through the challenge of the water. Policing can be described in the same way. As it has evolved into the present, different leadership styles have been needed to guide police agencies as they navigate through change.* Ask the group to look at the drawing and think about their own careers and where they entered the river. Ask them to share their own knowledge of this history as you guide them along the river.

Notice that policing has Jive currents that feed into the river. The first current is "Political Policing."

What years does that represent?

What were the significant events of that era?

Use overhead, Political Model."

Officers knew their beats well as they were assigned to neighborhoods.   This is a time in history that people hearken back to as "the good old days " when foot patrols were the norm. Decisions as to what police services were delivered were made by political bosses. As a result, only certain geographic areas were provided service. Policing during this period was considered politically tainted and corrupt.

The most scathing condemnation of policing ever written was published by the Wickersham (pronounced Wickershum) *Commission in 1931. The*

Commission was a leading reform body, convened by Herbert Hoover when policing in the US was perceived as corrupt and incompetent. From the work of this Commission came the groundwork for the "Professional Policing" model (August Volmer, O.W. Wilson, and William Parker were considered the architects of this model.)

What came out of this period of policing?

What were some qualities of police management that were part of this period?

What was happening in policing in Seattle during this time?

B. *The second current is "Professional Policing. *'*

What years does that represent?

Was anyone here during that era?

What was the purpose of uniformed patrol in the first place? (Officers came to where uniforms and patrol became mechanisms for controlling the behavior and whereabouts of officers. Uniforms emerged to calm fears in England that cops would be secret spies for the aristocracy and patrolling emerged in America to keep officers from hanging out in their favorite saloons and whorehouses).

What were the significant events in the US of that period?

What was happening in Seattle during that time?

Let's take a look at a San Francisco Police Department training film that was developed during that time to see how police officers were marketed to the American public and to other police officers. **Use "Crimefighters" video.**

Use worksheet on "Crimefighters" to debrief exercise in groups of two or three. Once the discussion questions have been completed in the small group, use a nominal group technique to go quickly around the room and have one spokesperson from each group share answers.

Discussion questions for video:

(1) Is this video consistent with your image of policing today? If yes, how?
(2)   What hasn 't changed?
(3) What expectations of police were created in the community? Can we realistically meet those?
(4) What message does this send about police service to community members and recruits?

Use overhead, "Professional Model."

Out of the Political Model came a need for standards of conduct. The Law Enforcement Code of Ethics was adopted by the International Chiefs of Police (IACP) in 1959 and is considered by the professional movement to be one of its greatest accomplishments. This Code established the standard of conduct for ethical and legal police behavior.

Also coming out of the Professional Policing era were three major strategies that were used to reinforce appropriate police actions. It's important to note that although these three core strategies are commonplace today, but when they first entered the river, they were revolutionary and resisted.

Optional Set Up For Discussion:, "Imagine that I am an old police chief in 1930 who thinks all this talk of random patrols and taking officers off the street to do detective work is a bunch of hooey. How would you persuade me? What is the case for each of these strategies? Let's take them one at a time." **Allow the officers to describe one strategy at a time, and make a case for using it." Then introduce the studies and talk about the limitations of each strategy.** ^

---

(1) **Random Patrol.** *The sacred cow of policing during this time was random patrol. This was a belief that more officers in the field were the best way to maintain order and reduce crime. However, studies in the 1970's revealed that in addition to not reducing crime, random patrol actually does little to assist in catching suspects. The 1974 Kansas City Preventative Patrol Experiment showed that doubling the number of squad cars patrolling the streets did not significantly affect crime levels. While the validity of the Kansas City studies is sometimes questioned, the real value came from the realization that random preventative patrol produces random results. Officers who have knowledge of their beats and know where their problems are can do things proactively to prevent them.*

(2) **Rapid Response.** *This strategy was to get to a radio call as fast as possible to apprehend the suspect. Studies show speed of response did not alter the probability of making an arrest. What makes a difference is how fast a victim or witness contacted the police in the first place. Many victims hesitate to call the police first. Who do they call? There are also delays in formatting the call and finding an available car. Most citizens prefer a predictable response time over a rapid response.*

(3) **Investisative Follow-Uo.** *Police administrators believed that when the police are unable to apprehend the suspect at the scene of a crime, competent investigation should catch the criminal. However, studies in the 1970's and 1980's reveal that most crimes are not solved in this*

way. Most investigative work consists of filing paperwork and processing arrests.

The "Kansas City Experiments" actually collapse at least four studies into one reference. They are:

(1)   Kansas City <u>Preventive Patrol Experiment, 1974.</u> This study showed that no police officers were on the street, crime might occur. But, it also showed that doubling the number of squad cars patrolling a beat did not significantly affect crime levels. In addition to not reducing crime, patrol did little to assist in catching suspects. Specifically,

were that decreasing or increasing routine preventive patrol had:

(a)   No statistically significant effect on victimization, reported crime, arrests.

(b)   No statistically significant effect on citizen fear, citizen or business target hardening, citizen or business attitudes toward the police.

(c)   No statistically significant effect on attitudes concerning citizen or police initiated police/citizen encounters.

(d)   No statistically significant effect on response time or traffic accidents.

It may be helpful to think of these findings as "it makes about as much sense to have police patrol randomly in patrol cars to fight crime as it does to have firefighters patrol randomly in fire trucks to fight fires."

(2)   Kansas City Response Time Study, 1977, and the PERF Response Time Study, 1981. <u>Rapid Response.</u> This study revealed that the speed of response makes little or no difference in apprehending criminals. Citizens actually preferred a predictable response, rather than a rapid response. Police currently make on-scene arrests in less than 3% of the serious

reported to them. If they traveled faster than the speed of light to all reported serious crimes, this on-scene arrest rate would rise to no higher than 5%.

(3)   The Rand Study of Detectives, 1977. Detectives spend about 7% of their time in activities that lead to solving crimes. All but about 5% of serious crimes that are solved by detectives are solved because a patrol officer caught the perpetrator at the scene, because a witness tells the detective whodunit, or because the detective simply followed thoroughly routine

---

if

random
the findings

ᶜTimes

> clerical procedures.
>
>
>
> Each of these studies is important, because they offer the real possibility of saving a lot of money; and provocative, because they do this by deflating cherished images and firmly held convictions about policing.

What were qualities of police management or leadership that were part of this period?

Who came into policing during that era? Ask for a show of hands.

What was happening in policing in Seattle during that time?

Were police officers trusted during the professional policing period? Why or why not? (They were not trusted as a result of the corruption and incompetence of the previous era. This is why the "command and control" management style inherent in the paramilitary structure was so prevalent. The message to officers was "do what you're told and don't ask questions."

C. *The third period is the era in which "Community Policing" was introduced. A more accurate title for this period is actually "Community Relations" because the attempts at community policing were not long lasting ones. This was a difficult time in our history and most departments were not ready to address the structural and organizational changes needed to make community policing a reality, although the people involved were actually the real pioneers in the field*

What years represent this era?

What was going on in our country during this time?

Who came into the Department during that time? Ask for a show of hands.

What was going on in Seattle during that time? (Include campus unrest, Grand Jury Investigation into Police Corruption in Chinatown, formation of the CSO Unit. The concept of a "community service officer" originated from a report by President Lyndon Johnson's Commission on Law Enforcement and the Administration of Justice. The report, titled "Justice in A Free Society" was issued in 1967. That era was one of great racial unrest and it was felt that by getting more minority members into the police services field, that some of the growing tension could be reduced. With support from the City and interested

community groups, CSO was established in 1971. Initially, the CSO objective was to promote minority hiring into the SPD as CSOs and later as regular police officers, in order to develop a better relationship between the police and the minority community. As that relationship improved, in some measure due to the effectiveness of the CSO Unit, the need for a program directed primarily at the minority community decreased. The Unit began to direct its efforts city wide and no longer acted as a training unit for minorities who wanted to become police officers).

How did what was going on in Seattle affect what came out of this period?

Use overhead, "Community Relations."

The philosophy of police and communities working together to identify crime problems emerged during this era. **Our philosophy of community policing says that we believe we can be more effective as crimefighters and problem solvers if we work closely with our community. We understand that there are no long term solutions to problems if the community is not involved.** *This is particularly true when we rely on a police presence alone to solve a problem. What happens when the police have to move on to another problem?* (The problem comes back and no one knows this better than the community).

This philosophy moved police away from an "us/them" mentality to one of "we" working together. The theory of "broken windows" introduced by James Q. Wilson and George Kelling also guided police activity. More emphasis was placed on identifying potential problems (broken windows in cars and apartment complexes, graffiti, litter in alleyways and on streets, etc.) that, left unchecked, could lead to social disorder or civil unrest.

We also recognized the professional capabilities of front line officers, acknowledging that it was important to trust and increase the discretion of officers working closely with the community if they were going to be effective. Officers were welcomed as professionals dedicating to serving, not occupying the community.

D. In the late 1970's a realization hit many people who were studying policing that *only a small percentage of an officer's time was spent "enforcing the law." This is now considered by many to be the fourth wave of reform in American policing.*

Use overhead, "The Reality of Policing."

The research showed that 20 % of an officer's time is spent enforcing the law and then relying on the criminal justice system to ensure that an arrest will go all the way through the system.

If 20% of an officer's time was committed to enforcement, then 70-80% of the average officer's time was spent dealing with order maintenance issues, things like resolving disputes, handling noise complaints and traffic issues.

Police professionals began to raise the question, "is there a better way to train our officers so they have tools to deal with the 80% as well as the 20% where we invested most of our training resources.

In the mid 70 's the fourth current entered the River, the era of "Problem Oriented Policing. " This work was introduced by a professor of law at the University of Madison in Wisconsin, Herman Goldstein, who had been an assistant to O. W. Wilson during the Professional Policing era. Goldstein's work was first tried in Newport News, Virginia, a small agency of 300 sworn personnel. Two problems were tackled, one in a shipbuilding parking lot where there were numerous car thefts, and one in a federally subsidized housing project where burglaries were rampant. The Newport News study attempted to answer two questions: (1) Could problem solving be done using existing resources? (2) Would problem solving be effective? The answer to both of those questions was "yes. " A four step problem solving process was also developed in the Newport News study which became the model for future police agencies.

In 1988, Problem Oriented Policing was attempted again in five major cities, Tampa, Atlanta, Philadelphia, Tulsa, and San Diego, and in 1990, thirteen additional cities were added to this study.

Who came into policing during that time? Ask for a show of hands.

What was happening in our City in the mid to late 1980 's? (Crack houses, gangs were emerging).

In 1988 the South Seattle Crime Prevention Council approached the Seattle Police Department and asked for help in dealing with crack houses in south Seattle. This partnership was the foundation for community policing in the City of Seattle.

Use overhead, "Problem Oriented Policing."

Problem Oriented Policing is the operational plan for the philosophy of community policing. *Problem Oriented Policing uses a systematic problem solving strategy which encourages the police to go beyond identifying problems, and with community help, to understand what causes the problems and then find solutions to the conditions that created them.*

Crimefighting is important *Enforcing and apprehending criminals is still key, but how police fight crime is different. Fighting crime includes looking for*

community problems before they occur, rather than waiting for the public to bring problems to their attention.

Beyond incidents to problems, *A problem becomes the main unit of work for officers just as crimes are the main unit of work for investigators.*

Use overhead, "Incident Driven."

In this model officers respond over and over to the same location, dealing with the same person. An officer will use a police response such as making an arrest, taking a report, giving a warning, or saying, "I'm sorry, this isn 7 a police problem " and leaving. Unfortunately for us, it really is a police problem if our officers are being called out of service to deal with a call that may better be handled by someone else. We are, after all, one of the only 24 hour a day, social service agencies, always open, always taking calls.

Return to Overhead, "Problem Oriented Policing."

Solving problems, reducing calls for service and cases. *The focus is on effectiveness, on solving problems so you can go on to deal with something else, on reducing calls for service a particular locations, and reducing the number of cases associated with a particular crime.*

Officers are not asked to take on everyone else's problems, to become "social workers, " but "facilitators " guiding victims and others to the right services or resources. If problems belong to agencies outside the department, officers work with those agencies to ensure they are involved in the problem solving process. If problems belong to other units within our own agency, officers get the support they need to bring those folks into the process.

Use Overhead, "Problem Oriented Policing—the diagram."

This is what a problem oriented approach looks like. Notice that the first response is still the typical one. Why? If you can take care of business that way, great. When that doesn 7 work, however, and the incidents keep occurring, the repeat incidents can be grouped as a problem and examined to determine what the underlying conditions are that are creating those recurrences.

Highlights resource networking. *Problem oriented policing involves resource networking; working with other public and private agencies, as well as with citizens, to identify, understand, and solve problems.*

What appears to be the difference between incident driven policing and problem oriented policing?

Use Overhead, "Incident Driven/Problem Oriented."

An incident driven model focuses on single isolated events as the main unit of police work. A problem oriented approach focuses on the problem, recurring incidents, as the main unit of police work.

An incident driven model is reactive in nature, it takes a stimulus such as 911 to get an you to respond, where a problem oriented model is proactive. That means that officers are aware of "broken windows" of the need to proactively look for problems and prevent them before they create incidents.

An incident driven model uses limited information and doesn 't try to understand why problems occur. A problem oriented model uses data from many sources in an effort to understand the underlying conditions that create the problem. Much like a doctor who only treats symptoms will never cure a disease, an officer who only responds to an incident when there are multiple incidents at the same location, without attempting to understanding what is causing the incidents, will not solve the problem.

In an incident based model, the only response that is of concern is the police response and the criminal justice system. A problem oriented approach uses every response possible within any available system to shut down the problem.

Finally, within an incident based system, the measure of how well we are doing is the number of arrests or citations we give, as well as other numbers. A problem oriented approach understands that we may make hundreds of arrests at a particular location, but if the crime is still occurring, we probably haven't solved the problem.

How is a problem oriented approach different than what many good officers do now? (The difference is that problem solving is something that has been done outside our regular system. We don't evaluate for it, reward it, or support it with our systems or resources. A problem oriented approach means that our entire system, from the bottom of the organization to the top, is examined to determine how it either supports or hinders problem solving. If barriers are identified, then the appropriate resources or level of authority if applied to remove them).

What kind of police management or leadership is needed to police the discretion and authority to make decisions about how to solve crime and community problems?

What comes out of the current of this period?

This is where Seattle is today. A small portion of the Department has been trained and involved in problem solving but it has not grown yet to a department-wide philosophy.

E. ***Notice that the fifth current is Community Oriented Policing.***

Use Overhead, "Community Oriented Policing."

When Community Policing takes hold as a philosophy and a way of doing business in an organization, it involves both the past and its contributions and the present focus which we will talk about today. As you saw in the first video, it also requires a transformation of organizational systems and practices to support the problem solving of our employees in the field and in support units. Finally, to be a philosophy that is meaningful, it requires a focus on three key operational strategies, problem solving, partnerships, and crime prevention.

What flows out of the final current of Community Policing?

F. ***Why can a river or the metaphor of a river be useful in understanding our history?*** The river shows how change is fluid and gradual. Each current that feeds into the river adds something new, but also takes in and blends what is already there, and is changed by what has been before.

Why is understanding history important to our mission? It helps us understand change, resistance to it, the differences in people's responses and adaptation to change based on what they were told was important when they came into policing (or when they entered the river). It helps us understand the kinds of skills that were encouraged or not encouraged at different times, gives us perspective, helps us see that change is an evolution, not a single event. Finally, it's helpful to know where we've been to understand where and why we're headed in a certain direction.

G.   Check for Understanding.

What are the three major strategies of the Professional Policing Model?

What was the standard of conduct for ethical and legal police behavior established in 1957?

What is the philosophy of community policing?

What is problem oriented policing? (The operational strategy of community policing.)