Policing

UNIVERSITY of
WISCONSIN
LAW SCHOOL

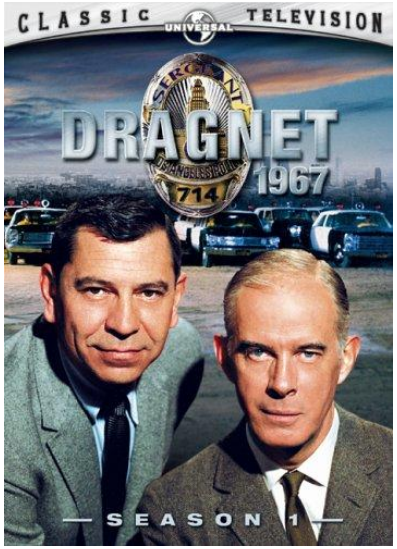
Center for Problem-Oriented Policing

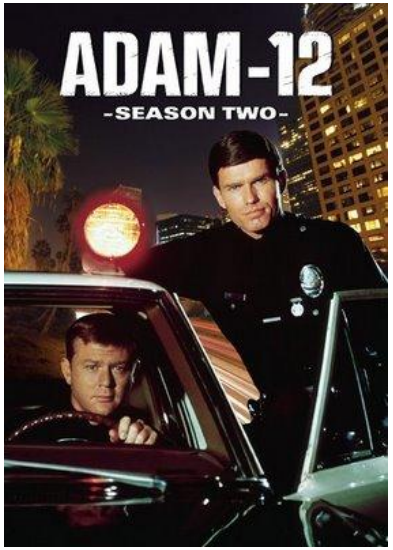
Policing: Image v. Reality

Image

Reality

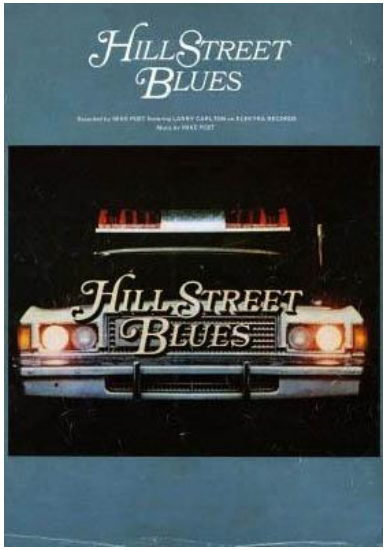
Image


CLASSIC TELEVISION
UNIVERSAL
DRAGNET
1967
714
SEASON 1


ADAM-12
-SEASON TWO-

Real

BARNEY MILLER
THE FIRST SEASON
One of the Funniest Police Shows Ever
DVD


HILL STREET BLUES
HILL STREET BLUES

Image

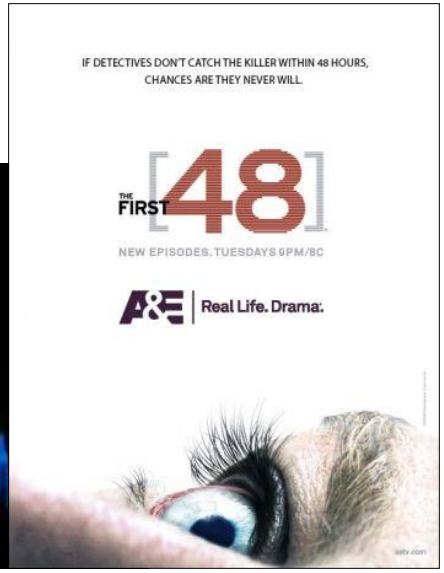
CSI:
MIAMI

LAW &
ORDER

Real

COPS

THE WIRE


IF DETECTIVES DON'T CATCH THE KILLER WITHIN 48 HOURS,
CHANCES ARE THEY NEVER WILL.
THE FIRST 48
NEW EPISODES. TUESDAYS 9PM/8C
A&E | Real Life. Drama.

Surreal

MPD

GM
PhotoStore
479-712

Function of Police: Image

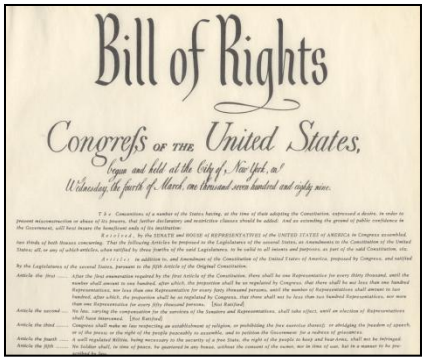
- To fight crime
- To enforce the law
- To protect and serve

Function of Police: Real

- To prevent and control threats to life and property
- To aid crime victims and protect individuals in danger
- To protect constitutional guarantees
- To facilitate the movement of people and vehicles
- To assist those who cannot care for themselves
- To resolve conflict between individuals, groups, or between citizens and government
- To identify problems
- To create and maintain a feeling of security in the community

Capacity: Image

Capacity: Real



Limited Numbers **Limited Authority**

Need for Community Assistance: Image

U CALL WE HAUL

Need for Community Assistance: Real

Identifying Problems

Protesting

Patrolling

Cleaning

Monitoring

Petitioning

Methods & Means: Image

Preventive Patrol

Emergency 911

Rapid Response

Investigation

Crackdowns

More Police

Methods & Means: Real

Mobilizing the Community

Focusing on Repeat Offenders, Victims & Complainants

Issuing Warnings

Coordinating with Other Services

Selective Intensive Enforcement

Reinforcing Informal Social Control

Enforcing Civil Laws

Conveying Information

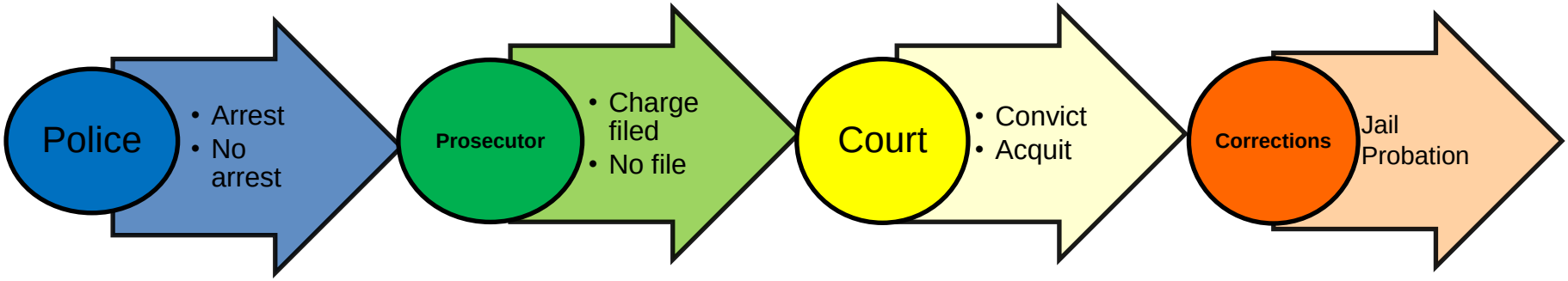
Creating & Enforcing New Probation Conditions

Pressing for New Laws to Control Conditions that Create Problems

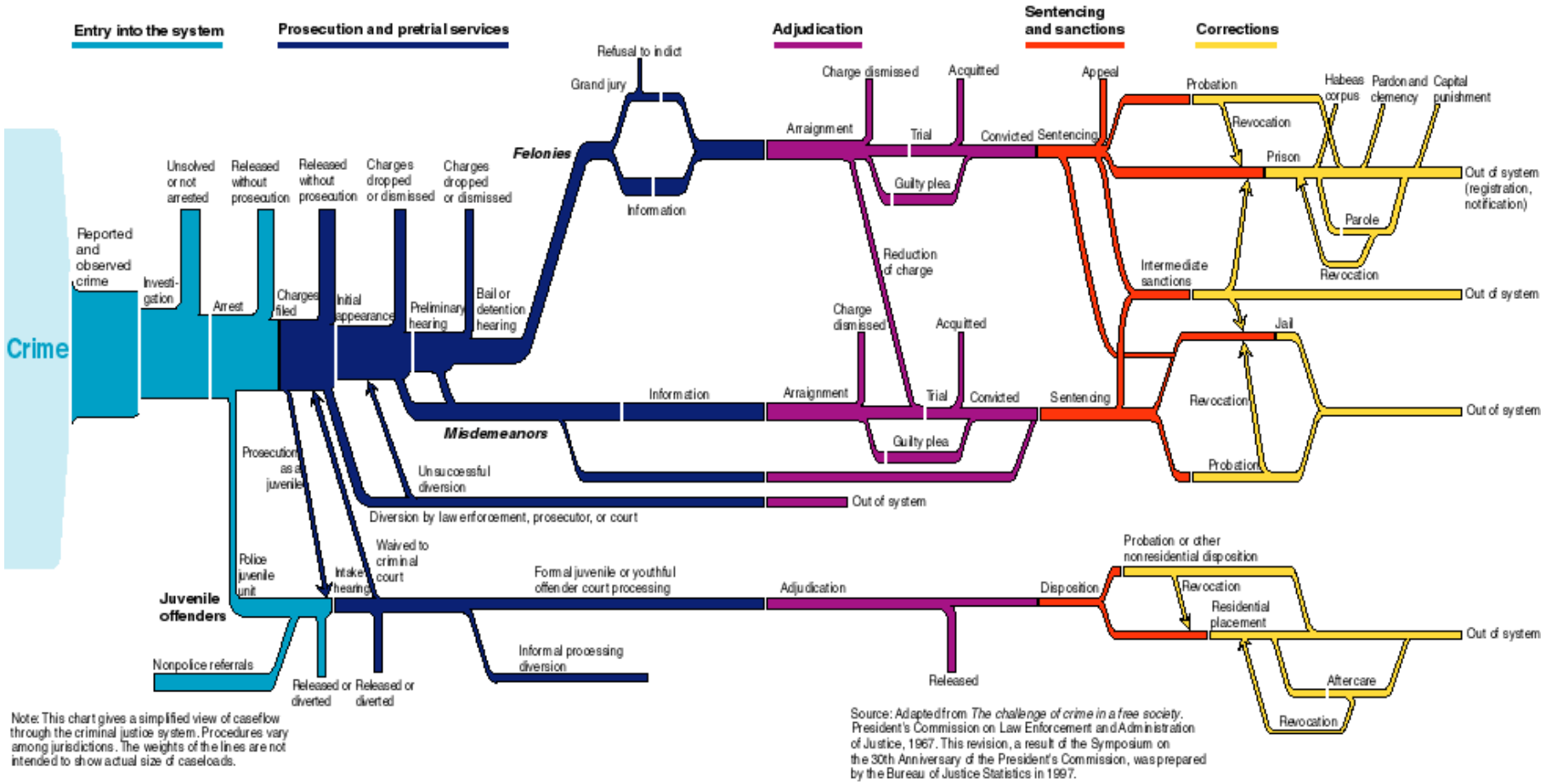
Altering the Physical Environment

Mediating & Negotiating

Relationship of Police to Criminal Justice System



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



Note: This chart gives a simplified view of caseflow through the criminal justice system. Procedures vary among jurisdictions. The weights of the lines are not intended to show actual size of caseloads.

Source: Adapted from *The challenge of crime in a free society*. President's Commission on Law Enforcement and Administration of Justice, 1967. This revision, a result of the Symposium on the 30th Anniversary of the President's Commission, was prepared by the Bureau of Justice Statistics in 1997.

Relationship of Police to Other Systems

Accountability

Image

POLICE CALL LOG

Possible numbers to call depending on activity:

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

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

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

Reality

Control

Image

Real

Officer Discretion

Image: None

Real: Lots

- Where to patrol
- What to emphasize
- Whether to investigate
- How to investigate
- Whether to arrest
- How to arrest
- What alternatives to use

2-400 POLICE DISCRETION

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

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

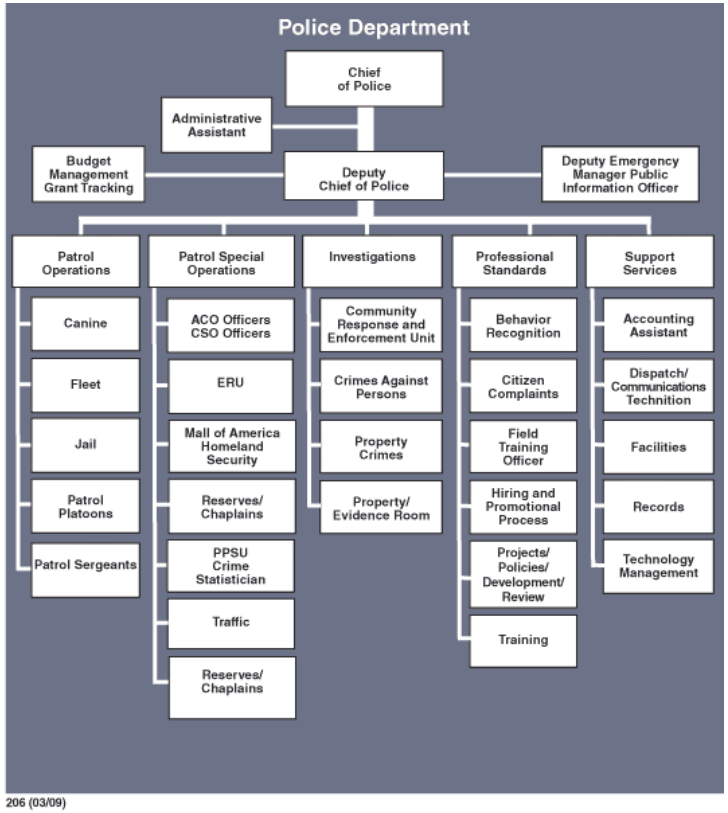
1. The seriousness and nature of the offense (generally, the more serious the offense, the more likely arrest is the preferred course of action);
2. The potential that arrest will effectively aid in the resolution of a conflict;
3. The availability of legal alternatives to arrest that would adequately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

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

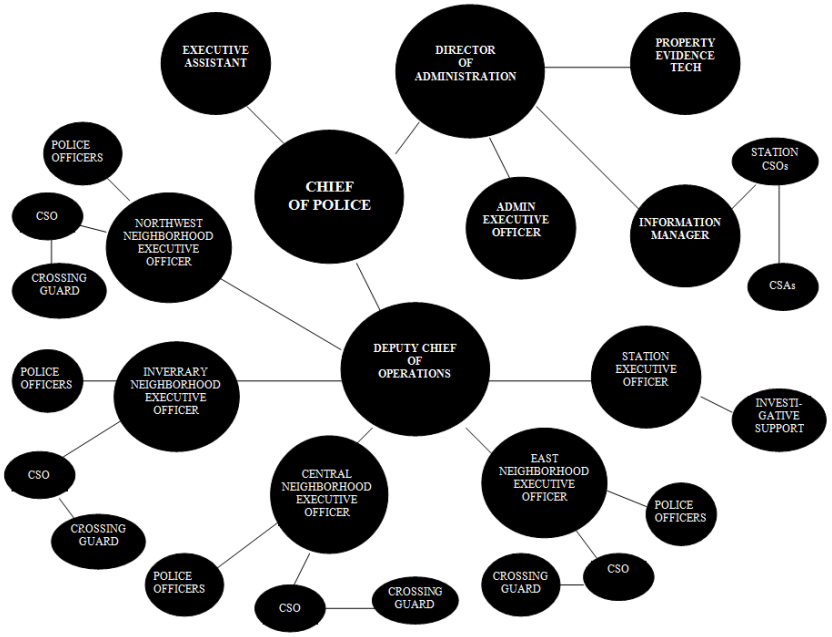
1. The citizen's economic status, race, ethnicity, gender, or other status for which the law prohibits legal discrimination;
2. The revenue likely to be generated by fines or penalties imposed upon conviction;
3. The personal or professional relationship that the citizen has with the police officer or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

Organization

Image



Real



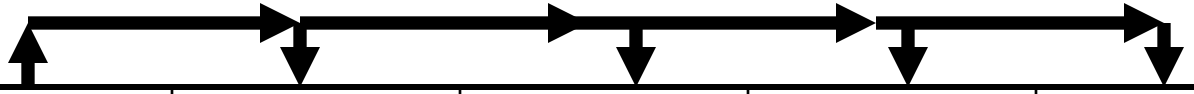
Personnel: Image

Image

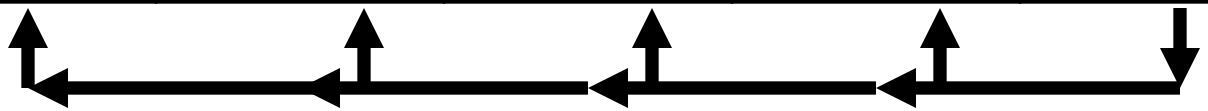
Real

Key Elements of Policing	Image	Reality	Resolution
Function	Simple	Complex	
Capacity	Unlimited	Limited	
Assistance	Little needed	Lots needed	
Methods and Means	Patrol/arrest	Varied	
Discretion	None	Much	
Accountability	Clear & direct	Ambiguous	
Control	Tight	Loose	
Organization	Rigid	Flexible	
Personnel	Obedient	Adaptive	

Modes and Levels of Police Work



	Preventive Patrol	Routine Incident Response	Emergency Response	Criminal Investigation	Problem Solving
Macro-level					
Intermediate					
Micro-level					

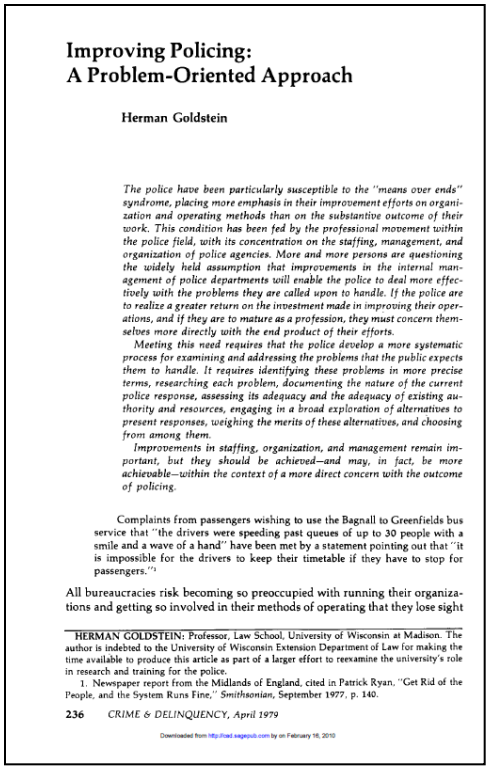


Modes of Police Work

- Unit of work
- Objectives
- Record-keeping system
- Reporting requirements
- Performance standards
- Specialized training
- Processes
- Accountability systems

Problem-Oriented Policing
A Wisconsin Idea

Problem-Oriented Policing



Improving Policing:
A Problem-Oriented Approach

Herman Goldstein

The police have been particularly susceptible to the "means over ends" syndrome, placing more emphasis in their improvement efforts on organization and operating methods than on the substantive outcome of their work. This condition has been fed by the professional movement within the police field, with its concentration on the staffing, management, and organization of police agencies. More and more persons are questioning the widely held assumption that improvements in the internal management of police departments will enable the police to deal more effectively with the problems they are called upon to handle. If the police are to realize a greater return on the investment made in improving their operations, and if they are to mature as a profession, they must concern themselves more directly with the end product of their efforts.

Meeting this need requires that the police develop a more systematic process for examining and addressing the problems that the public expects them to handle. It requires identifying these problems in more precise terms, researching each problem, documenting the nature of the current police response, assessing its adequacy and the adequacy of existing authority and resources, engaging in a broad exploration of alternatives to present responses, weighing the merits of these alternatives, and choosing from among them.

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

Complaints from passengers wishing to use the Bagnall to Greenfields bus service that "the drivers were speeding past queues of up to 30 people with a smile and a wave of a hand" have been met by a statement pointing out that "it is impossible for the drivers to keep their timetable if they have to stop for passengers."[1]

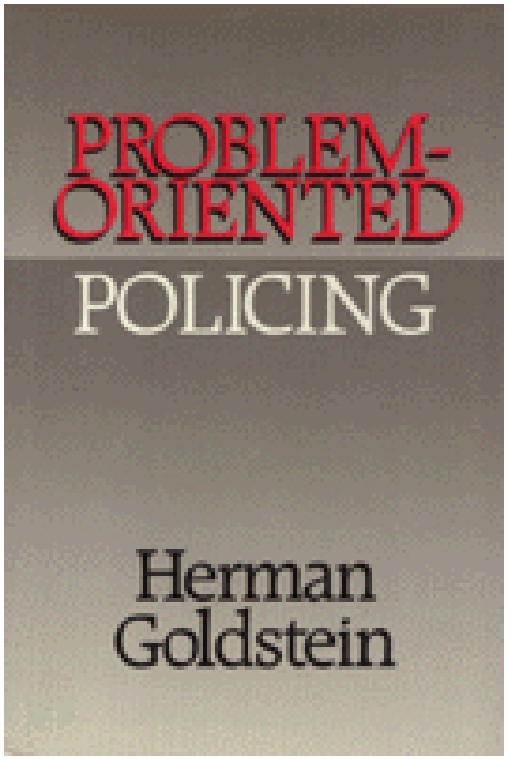
All bureaucracies risk becoming so preoccupied with running their organizations and getting so involved in their methods of operating that they lose sight

HERMAN GOLDSTEIN: Professor, Law School, University of Wisconsin at Madison. The author is indebted to the University of Wisconsin Extension Department of Law for making the time available to produce this article as part of a larger effort to reexamine the university's role in research and training for the police.

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

Downloaded from http://cad.sagepub.com by on February 16, 2010

1979



1990

What Is Problem-Oriented Policing?

PROBLEM-ORIENTED POLICING (POP) is an approach to policing in which **(1) DISCRETE PIECES OF POLICE BUSINESS** (each consisting of a cluster of similar incidents, whether crimes or acts of disorder, that the police are expected to handle) are subject to **(2) MICROSCOPIC EXAMINATION** (drawing on the especially honed skills of crime analysts and the accumulated experience of operating field personnel) in hopes that what is freshly learned about each problem will lead to discovering a **(3) NEW AND MORE EFFECTIVE STRATEGY** for dealing with it. POP places a high value on new responses that are **(4) PREVENTIVE** in nature, that are **(5) NOT DEPENDENT ON THE USE OF THE CRIMINAL JUSTICE SYSTEM**, and that **(6) ENGAGE OTHER PUBLIC AGENCIES, THE COMMUNITY AND THE PRIVATE SECTOR** when their involvement has the potential for significantly contributing to the reduction of the problem. POP carries a commitment to **(7) IMPLEMENTING THE NEW STRATEGY, (8) RIGOROUSLY EVALUATING ITS EFFECTIVENESS,** and, subsequently, **(9) REPORTING THE RESULTS** in ways that will benefit other police agencies and that will ultimately contribute to **(10) BUILDING A BODY OF KNOWLEDGE** that supports the further professionalization of the police.

Defining Problems

"…discrete pieces of police business…"

Defining Problems by Behavior

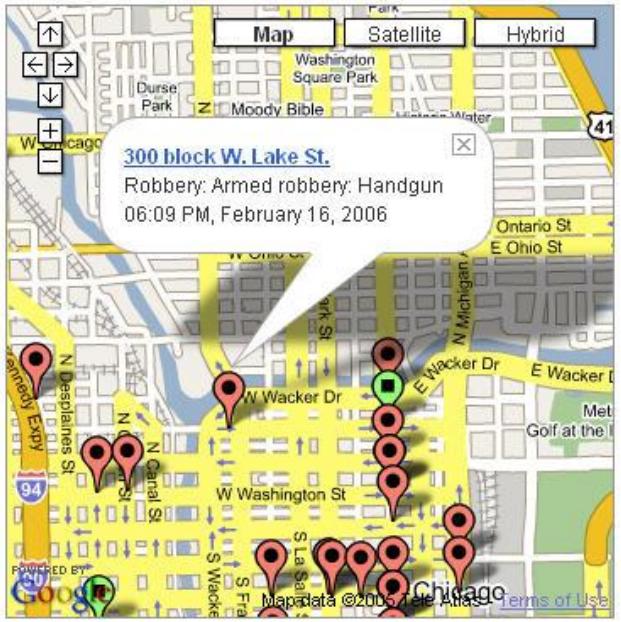
- Panhandling
- Robbery
- Assault
- Speeding
- Drug dealing

Defining Problems by Persons

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

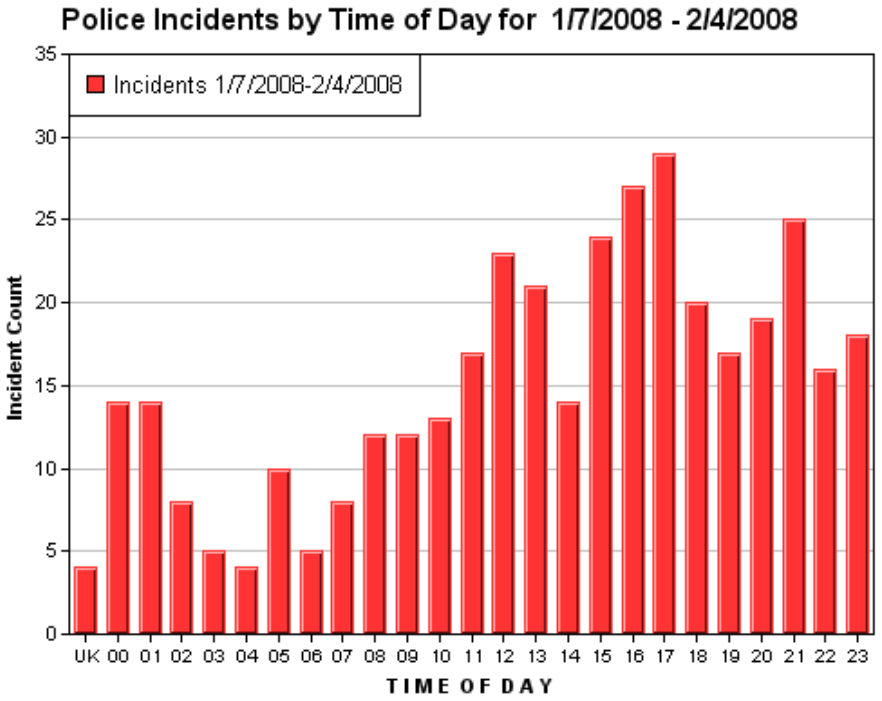
Defining Problems by Location

- Bar
- Intersection
- Neighborhood
- House
- Apartment complex



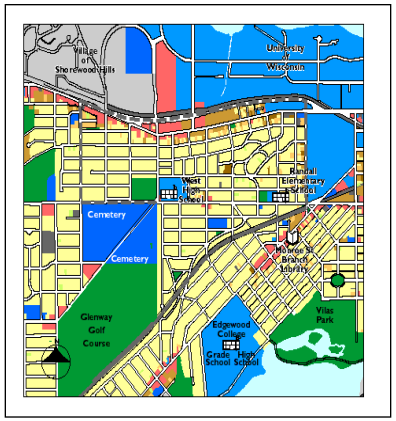
Defining Problems by Time

- Bar closing time
- Annual festival
- Rush hour

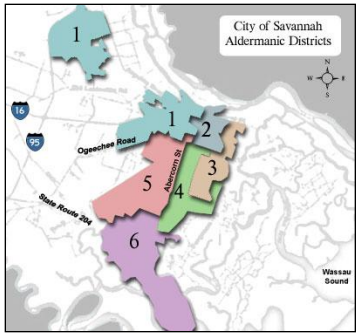


Scope of the Problem

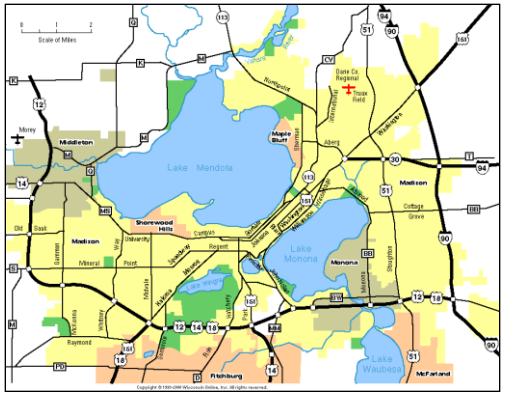
Single location/individual



Neighborhood



District



Citywide

Common Problems from A to Z

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

Common Problems from A to Z

- …Gambling
  - Organized illegal gambling
  - Gambling in public places
- Gang activity
  - Gang graffiti
  - Gang vs. gang violence
- Gasoline drive-offs (see also Theft)
- Graffiti (see also Vandalism)
- Group homes
  - Runaways from group homes
  - Assaults at group homes…

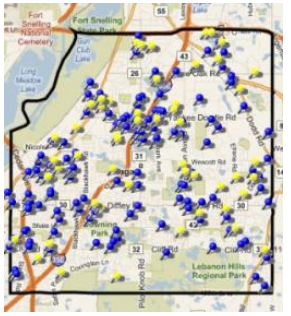
Common Problems from A to Z

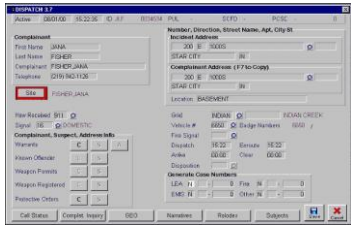
- …Noise
  - Persons
  - Vehicles
  - House parties
  - Stereos
  - Car stereos
  - Barking dogs
  - Alarm soundings…
- Obscene phone calls
- Offensive odors
- Organized crime
- Panhandling
- Park problems
- Parking complaints
- Pawn shops
- Prostitution…

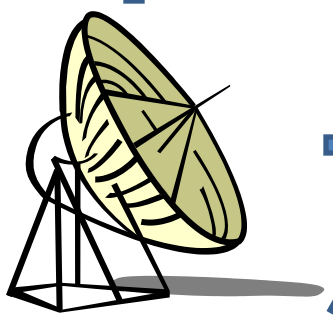
Common Problems from A to Z

- …Underage drinking (see also College problems)
- Unlicensed driving (see also Traffic accidents; Drunk Driving)
- Vandalism
  - Criminal damage to property
  - Graffiti
- Vehicle lockouts
- Weapons offenses
  - Trafficking in guns
- Witness intimidation

Scanning for Problems







Analyzing Problems

"…are subject to microscopic examination…"

Purpose of Analyzing Problems

"…discovering a new and more effective strategy…"

Emphasizing Prevention

"…places a high value on responses that are preventive…"

Looking for Alternatives to Arrest

"…not dependent on the criminal justice system…"

Sharing Responsibility

"…that engage other public agencies, the community, and the private sector…"

Fire

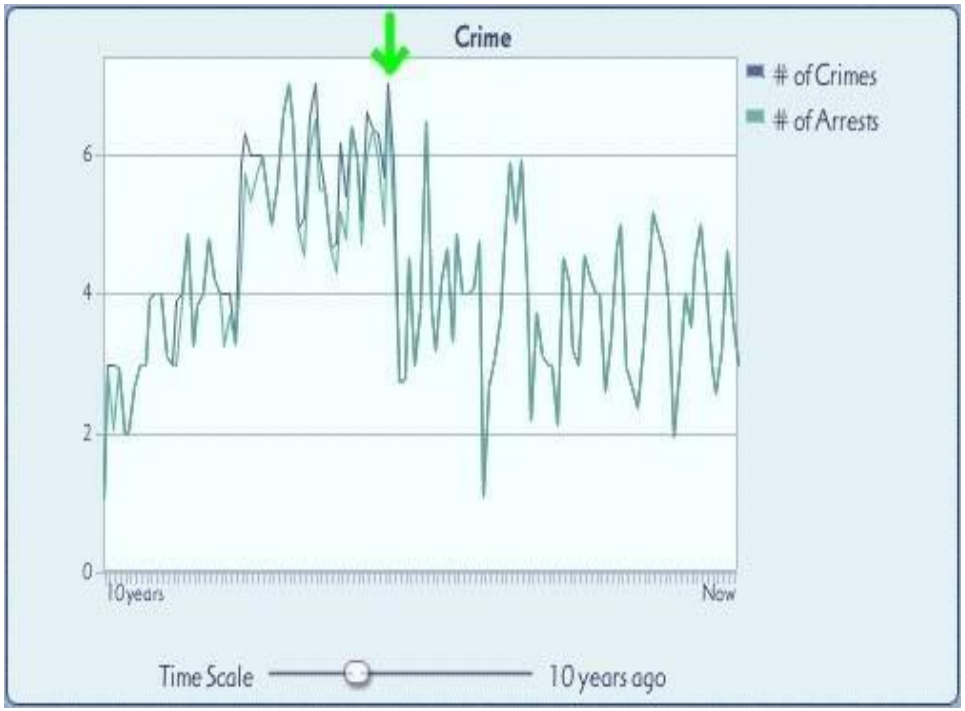
Police Methods for Shifting Responsibility
Bringing a civil action
Mandating through legislation
Charging fees for police service
Withdrawing police service
Public shaming
Making a confrontational request
Advocating for a new organization
Engaging an existing organization
Educating
Making an informal request
Engaging and supporting the community
Degree of resistance
Degree of coercion
Resources required
Evidence required

Taking Action

"…carries a commitment to implementing the new strategy…"

Checking Results

"…rigorously evaluating its effectiveness…"



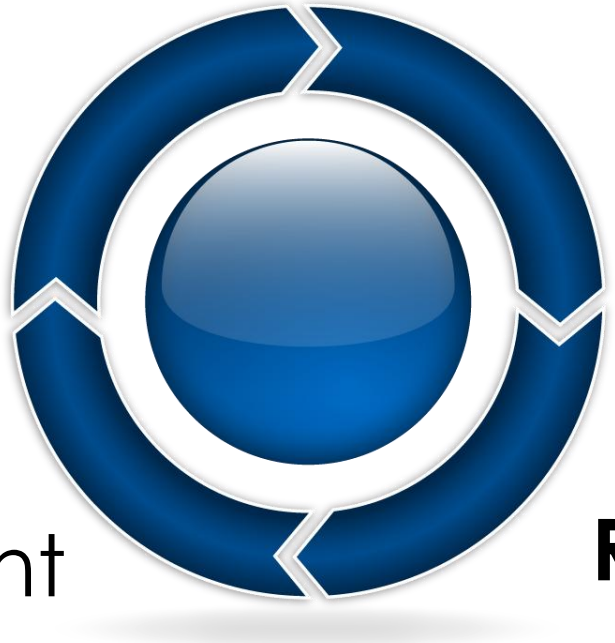
Defining Success

- Eliminate the problem
- Reduce the volume of incidents
- Reduce the harm from incidents
- Shift responsibility to those better able to address it
- More humane and fair responses

A Problem-solving Process

Scanning

Analysis



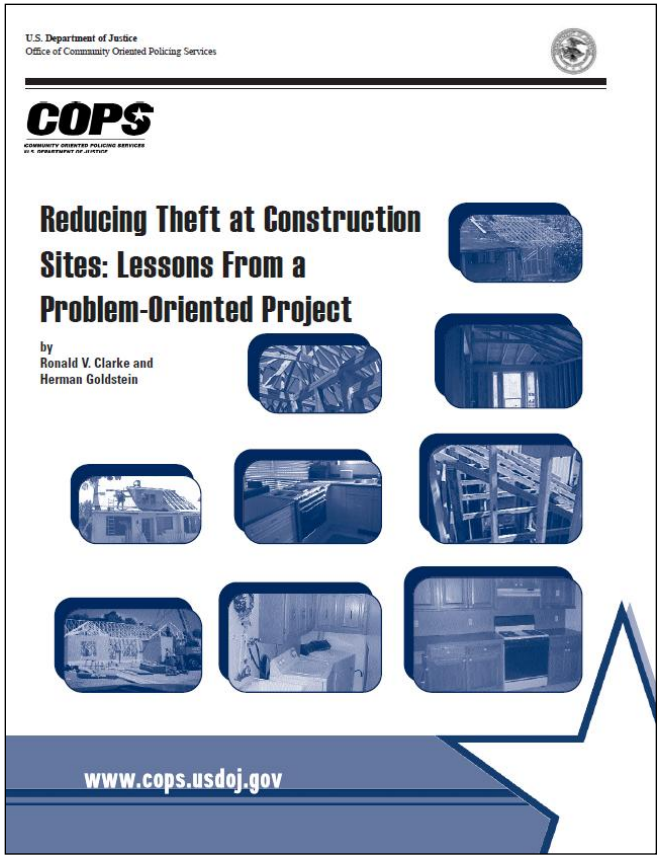
Assessment

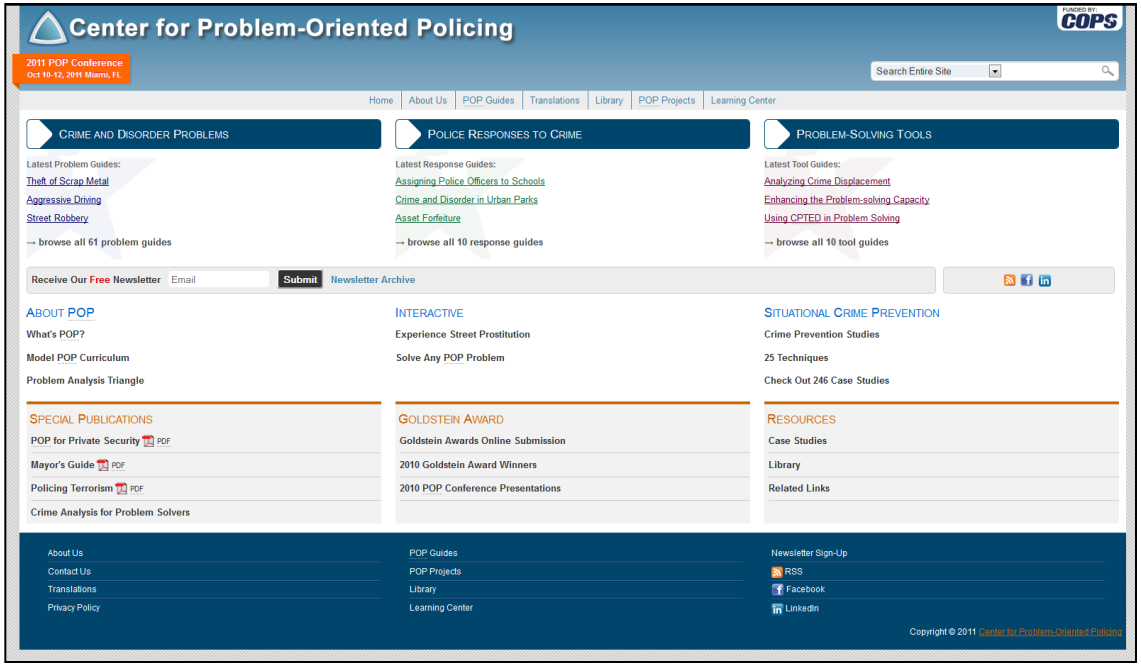
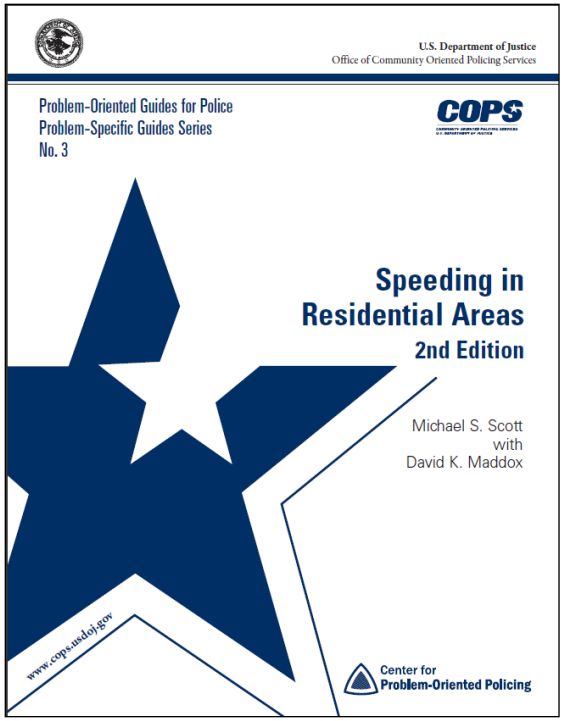
Response

SARA

Reporting Results

"…reporting the results to benefit other police agencies…"



Furthering the Profession

"…building a body of knowledge…"