

The Goldstein Conundrum*

30th Annual Problem-
Oriented Policing Conference

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Department
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*Difficult Problem

Respond: Problem-Oriented Policing

- As police professionals, do you agree that operations should be informed by knowledge?
- Can we organize our agencies based on problem solving?
- If we agree, how do we do it? How do we align an organization around knowledge-based problem solving?

Scan: Problem-Oriented Policing: Conundrum

Goldstein posed a question in 2012

- Why has POP not been more widely adopted and sustained by Law Enforcement?

Not a random question; this question has been asked for at least ten years

- Agencies adopt elements without adopting the core
- Elements of POP are applied with a wide variety of adaptations and permutations (SARA to: SAR or SR)
- Superficial implementation

Scan: Goldstein Definition of a Problem:

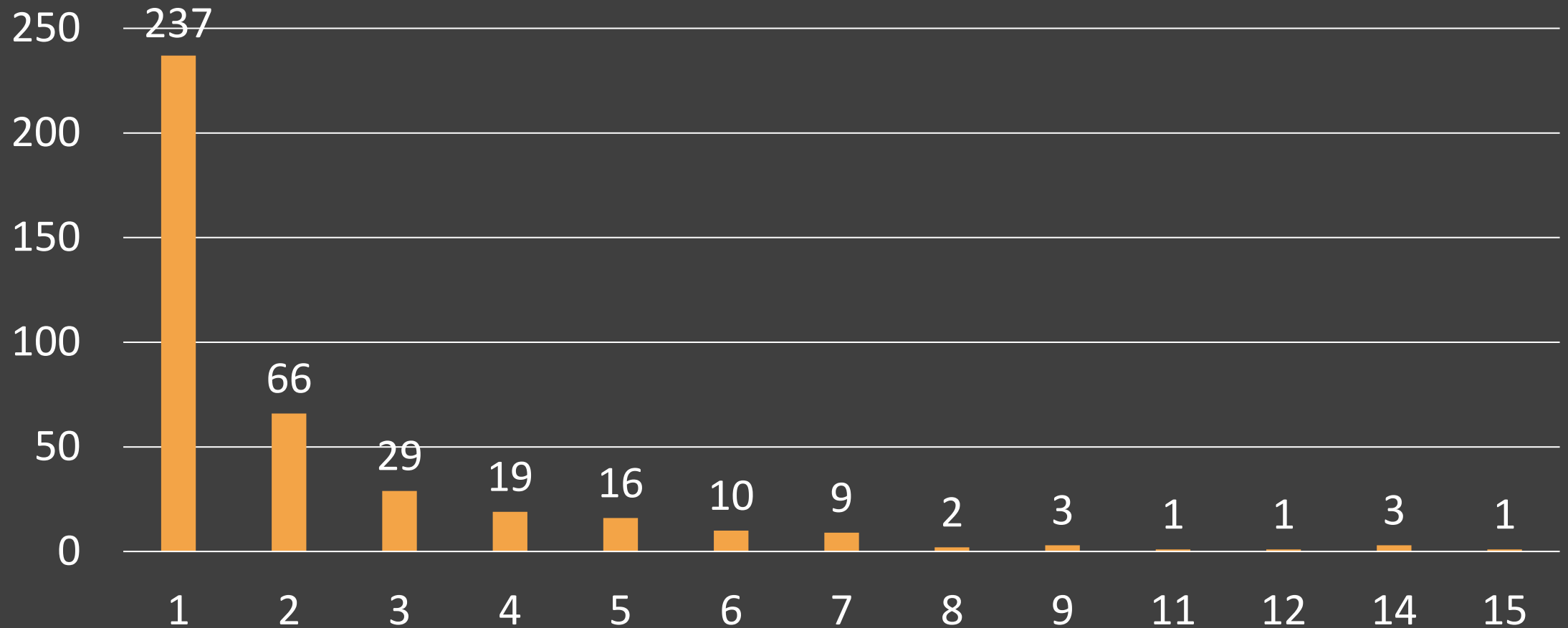
- Comprehensive framework for improving the police's capacity to perform their mission (Scott 2000)
- Impacts virtually everything the police do, operationally...managerially
- Problem-Oriented Policing vs Problem-solving
 - Organizational vs. Mental process to evaluate a specific problem

Scan: Goldstein Award Submissions: 30 Years

- 1194 Submissions
- 397 Agencies
 - 26 Sheriff's Offices
 - National Police Agencies
- Addressing wide range of problems
 - Evidenced by the POP Guides
 - Award Submissions

Afghanistan	1
Australia	5
Bermuda	1
Canada	65
Chile	4
Colombia	1
Indonesia	1
Japan	2
Netherlands	2
New Zealand	13
Norway	3
South Africa	1
Spain	1
UAE	1
UK	208
USA	885

Scan: Submissions for Herman Goldstein Award



Presentations By Year By Agency	San Diego Police Department	Lancashire Constabulary	Metropolitan Police Service (London)	Charlotte- Mecklenburg Police	Cleveland Police	Los Angeles Police Department	Washington State Patrol	Durham Constabulary	Phoenix Police Department	Fresno Police Department	Kansas City Police Department	South Yorkshire Police	Miami Police Department	Edmonton Police Service	Joliet Police Department	New Zealand Police	Houston Police Department	Arlington Police Department	Plano Police Department	Wichita Police Department	Dayton Police Department	Hampshire Constabulary	
	1993	1					1								1								
1994	3			1					1		1			4									
1995	10			1		3			1		3			2	1								
1996	5					2			1	4	2				2						1		
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1998	9			2	2	2			4	1	1			1	3	4		1			5		
1999	6	1		2	1	3			2	4	1			2	1					3	2		
2000	2			2					2		1		1		3								
2001	7		1	1		1			3	3	1		2					2					
2002	3	2		2			2		1		1		5						2				
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2004		11		3	6		2				1								1				3
2005	1	3		1			1																
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2009	1	8	1	1	1	1	1					5				1		1					1
2010		3	3				1					4		1			1					2	
2011	2	2	7		2		1	1				3	3			1		1				3	
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Total	61	54	32	23	22	21	18	17	17	17	16	15	14	13	13	12	12	11	11	11	11	11	10
Attend	14	14	9	15	7	11	14	6	9	6	12	6	6	7	7	7	7	9	7	5	6	5	

Scan: Audience

How well known is POP in your Agency?

- Part of training
- Understood by a majority of your agency
- Do the Deputies/Officers/Constables view POP as a valid approach to systematically addressing a crime problem?
 - Does leadership see it as valid?
 - Police, Government, Citizens

Scan: Problem-Oriented Policing: Conundrum

- Lack of wide, systematic adoption of POP by Law Enforcement
 - Qualifier: In the US
- Lack of full implementation of the model
- Not sustained within agencies
- Jostle with the “other” policing models



The Professions Conundrum

Sir Robert Peel's 3 Core Ideas

Number one:

The goal is preventing crime, not catching criminals. If the police stop crime before it happens, we don't have to punish citizens or suppress their rights. An effective police department doesn't have high arrest stats; its community has low crime rates.



The Professions Conundrum

Sir Robert Peel's 3 Core Ideas

Number two:

The key to preventing crime is earning public support. Every community member must share the responsibility of preventing crime, as if they were all volunteer members of the force. They will only accept this responsibility if the community supports and trusts the police.



The Professions Conundrum

Sir Robert Peel's 3 Core Ideas

Number three:

The police earn public support by respecting community principles. Winning public approval requires hard work to build reputation: enforcing the laws impartially, hiring officers who represent and understand the community, and using force only as a last resort.

To prevent crime and disorder, as an alternative to their repression by military force and severity of legal punishment.

To recognize always that the power of the police to fulfill their functions and duties is dependent on public approval of their existence, actions and behavior, and on their ability to secure and maintain public respect.

To recognize always that to secure and maintain the respect and approval of the public means also the securing of the willing cooperation of the public in the task of securing observance of laws.

9 Policing Principles



9 Policing Principles

To recognize always that the extent to which the cooperation of the public can be secured diminishes proportionately the necessity of the use of physical force and compulsion for achieving police objectives.

To seek and preserve public favor, not by pandering to public opinion, but by constantly demonstrating absolute impartial service to law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws, by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing, by ready exercise of courtesy and friendly good humor, and by ready offering of individual sacrifice in protecting and preserving life.



9 Policing Principles

To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public cooperation to an extent necessary to secure observance of law or to restore order, and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.

To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.



9 Policing Principles

To recognize always the need for strict adherence to police-executive functions, and to refrain from even seeming to usurp the powers of the judiciary of avenging individuals or the State, and of authoritatively judging guilt and punishing the guilty.

To recognize always that the test of police efficiency is the absence of crime and disorder, and not the visible evidence of police action in dealing with them



Scan: Introduction

- The presentation invites questions and discussion with audience members.
- How does policing in the 21st Century implement, expand, or maintain POP as a function of law enforcement?

Analyze: Audience

- Attending the conference
 - Chiefs, Sheriffs, Chief Constables, or Commissioners
 - Command Staff
 - US, Canada, UK, New Zealand, Australia, others
- First time to the POP Conference?
- Attended more than two Conferences?
- Basis for interest in POP?

Analyze: Problem-Oriented Policing

Premise:

“Police practices

- in responding to common problems that arise in the community
- should be informed by the best knowledge...about the nature of those problems
- and about the effectiveness of various strategies for dealing with them [the problems].”

Operations informed by knowledge...how we police

Analyze: Problem-Oriented Policing

“...each discrete piece of police business that the public expects the police to handle (referred to as the “problem”)

is subject to careful, in-depth study ... what is learned about each problem

will lead to discovering a new and more effective strategy for dealing with it.” Goldstein 2003.

Analyze: Fundamental Objectives of Policing

- To prevent and control conduct threatening to life and property
- To aid crime victims and protect people in danger of physical harm
- To protect constitutional guarantees such as the right to free speech and assembly
- To facilitate the movement of people and vehicles
- To assist those who cannot care for themselves (e.g., intoxicated, mentally ill, elderly, young)
- To resolve conflict between individuals, groups or between citizens and the government
- To identify problems that have the potential to become more serious
- To create and maintain feelings of security in the community

Analyze: Policing Models

Suppression

Intervention

Prevention

What works:

People

Places

Problems

Behaviors

Community-based

Crime/Intel Analysis

Go Upstream

Standard Model
Community policing
Disorder policing (Broken Windows)
Problem-Oriented policing (Org. model)
Hot spots policing
Focused Deterrence
CompStat (Accountability)
Intelligence-led policing
Stratified policing (Org. model w/ Acct.)
Predictive policing
DDACTS
Evidence-based policing
Smart Policing/Harm-focused/CPTED

Analyze: Policing Models

Prevention

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What works:

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Problem-Oriented policing

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Stratified policing (Deployment/Acct)

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Community policing

Standard Model

Hot spots policing

Intelligence-led policing

Predictive policing

DDACTS

Smart Policing/Harm-focused/CPTED

Analyze: Organizational Limitations

- POP has wide appeal within law enforcement leadership
 - Implementation is limited, halting, fragmented
- How police are structured operationally *now* gets the job done
 - Not efficiently
 - Without looking at the upstream causes
 - Without partnerships

Analyze: Problem-Oriented Policing

- See POP implemented as a special project
- Directed and run by front line staff
 - They do excellent work
 - The agency as a whole is not aligned/built on the model
- 5% of employees in an agency are thinking upstream
- Issue: Most leaders are not strategic thinkers (openminded)
 - Technicians, procedural
 - Training and advanced degree programs focus on management not problem solving

Analyze: A Systems Approach

POP IS A PROBLEM-SOLVING
APPROACH WHICH CAN BE
PROJECT-BASED, IT IS DESIGNED
TO SUPPORT ORGANIZATIONS

Problem-Oriented Policing is an Organizational Model

Operating Level	Operational Strategy				
	Preventive Patrol	Routine Incident Response	Emergency Response	Criminal Investigation	Problem Solving
Chief	Patrol deployment plans and policies	Policies routine handling of incidents	Policies related to categories of emergencies	Policies and practices to investigating crime	Policies and practices for problems affecting communities
Capt./Lt.	Directed patrols by groups of officers	Handling large scale events	Respond to an incident – critical or with victims	Investigate a pattern of crimes	Problems affecting a neighborhood
Sgts./Officers	Routine preventive patrol	Handling routine incidents, crime reports, traffic	Respond to a life-threatening event	Investigation of a single crime	Problems concentrated at discrete locations (people or places)

After Scott 2003

Respond: Overcome Impediments

Process For
Creating An
Infinite Minded
Organization



Clear VISION



Articulated MISSION



Reimagined organizational CULTURE



Aligned OPERATIONAL
PHILOSOPHY

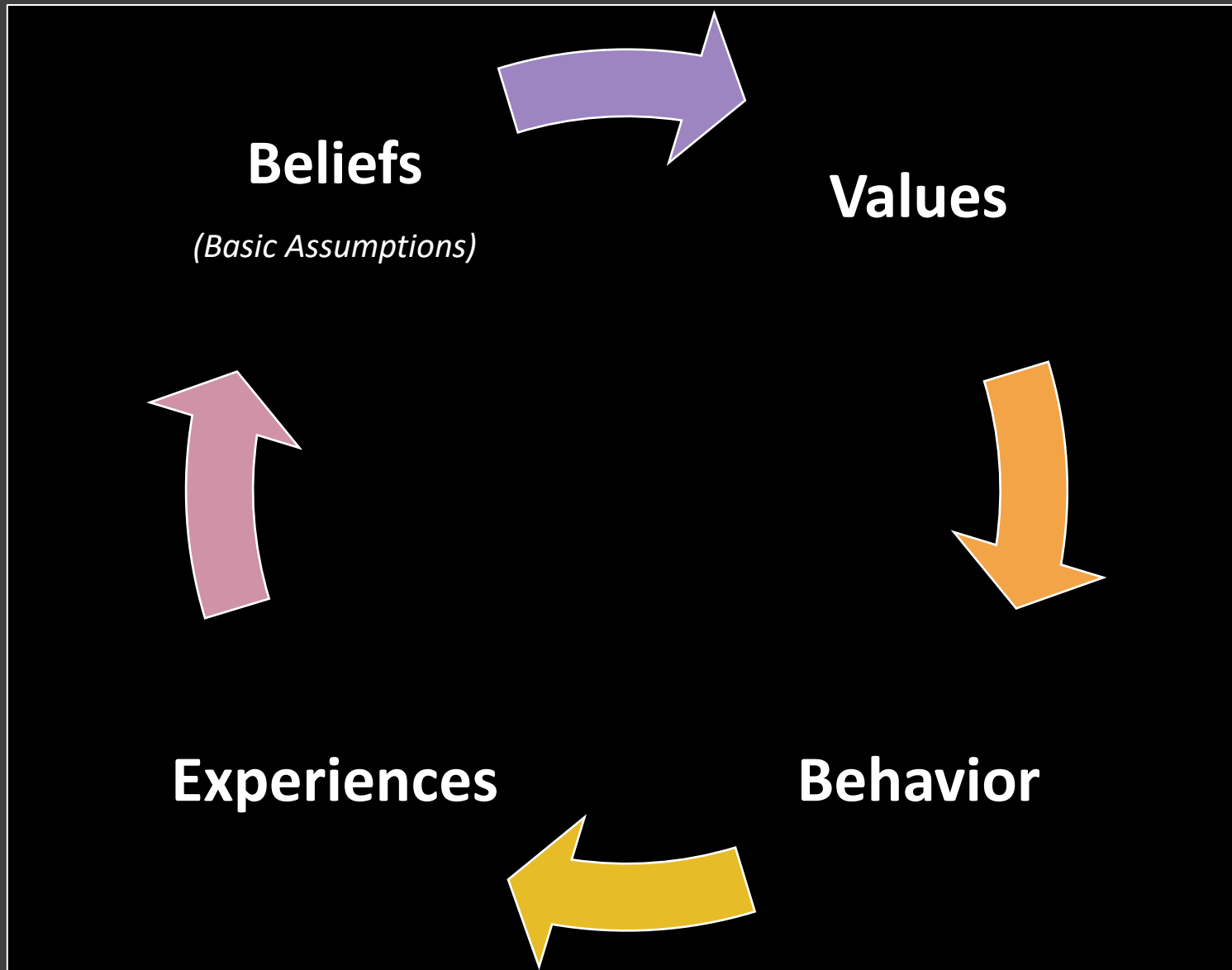
ULTIMATE OUTCOMES

Respond: Overcome Impediments

“ORGANIZATIONAL CULTURE
EATS STRATEGY FOR BREAKFAST,
LUNCH AND DINNER, SO DON'T LEAVE
IT UNATTENDED.”

MARK FIELDS, PRESIDENT FORD MOTOR COMPANY

Respond: Overcome Impediments



Respond: Overcome Impediments

6 Points of Change

1. Leadership
2. Hiring
3. Promotions
4. Training
5. Policy
6. Accountability

"A commitment to service, a culture of excellence"

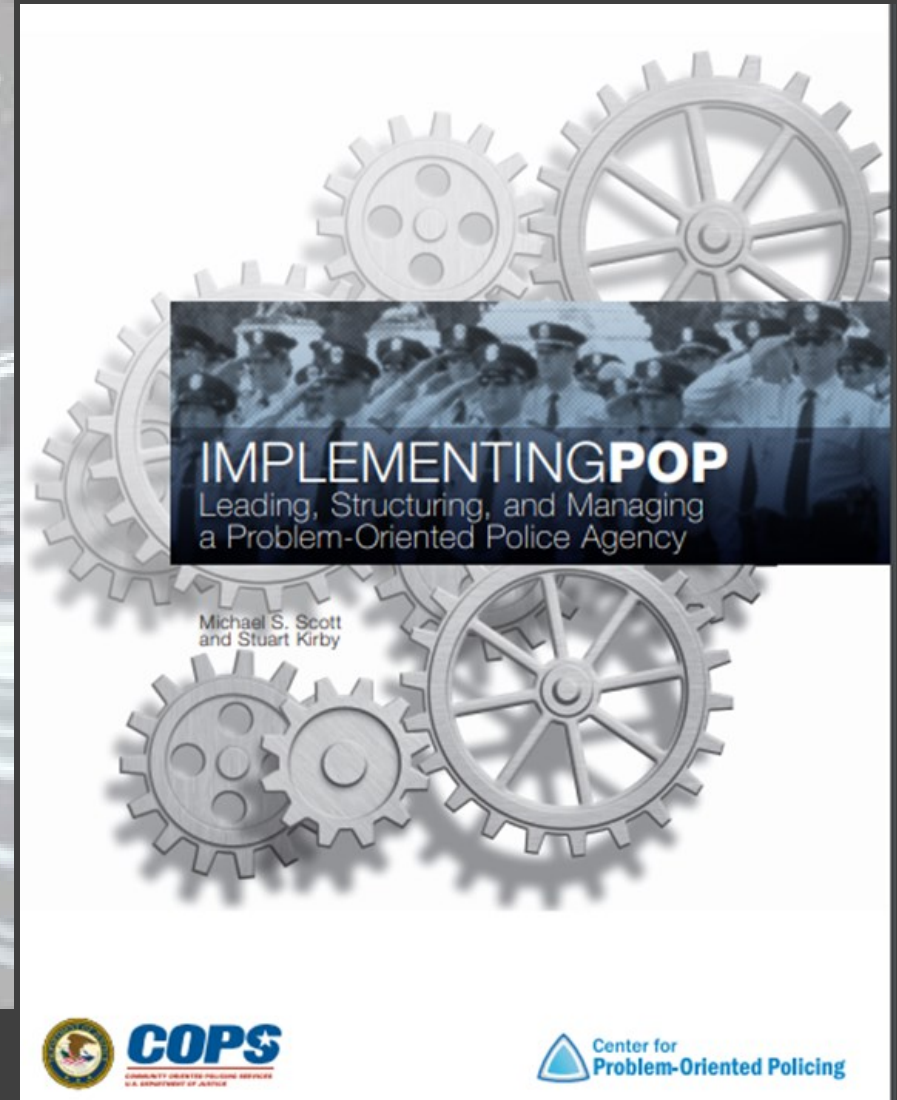
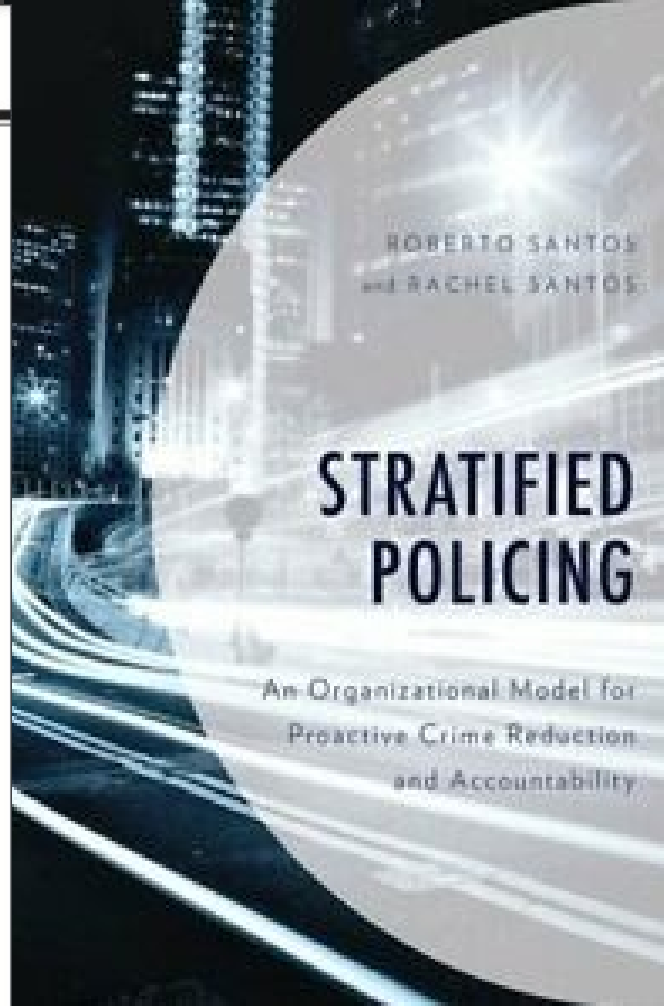
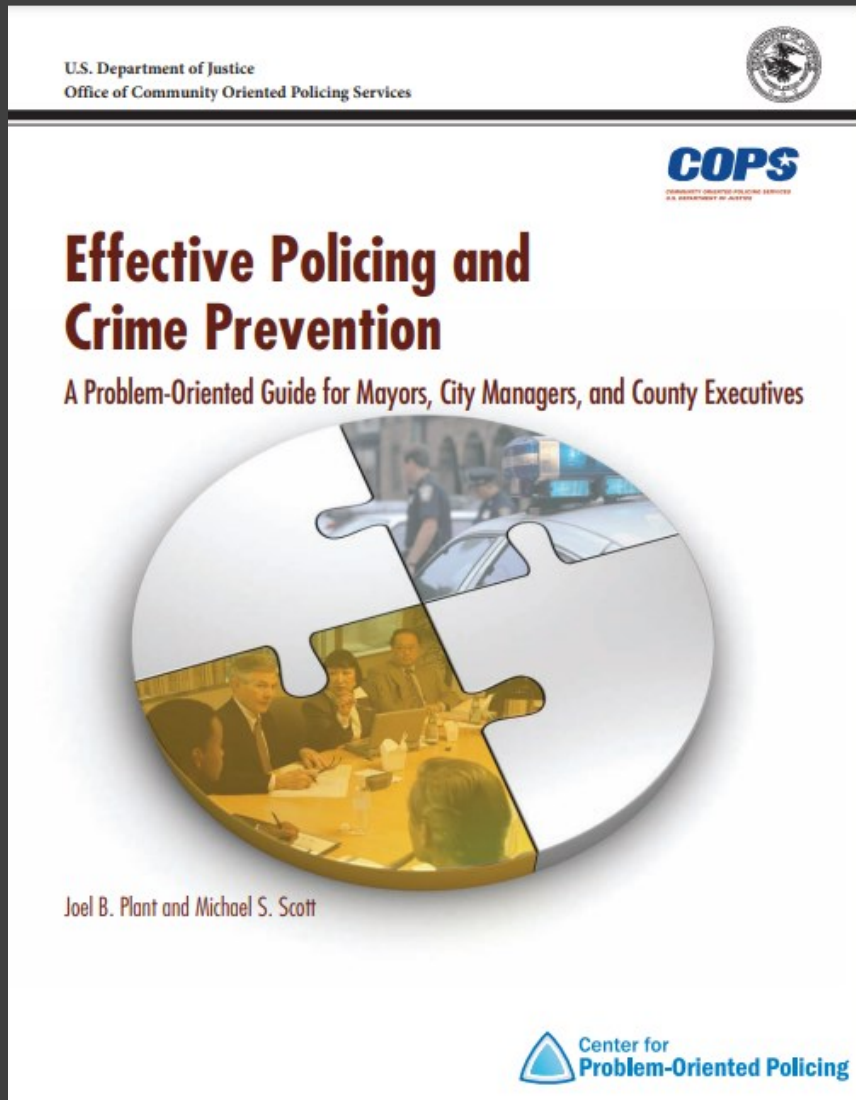
Respond: Implementing POP

“...for a police agency to truly adopt POP, all of its many systems, procedures, policies, structures, and personnel should be aligned and integrated in a way that makes practicing POP not only possible, but expected and encouraged.” Scott and Kirby 2012

“...is as much about the art of persuasion and modifying police culture as it is about the mechanics of police administration.”
Scott and Kirby 2012

- Is this in place at your agency?

Respond: Implementation



Respond: POP is more than Law Enforcement

More than a framework for Law Enforcement

- City Officials
 - Elected and Management
 - Other City Departments
- Community
- NGOs
- Public
- Media

Consensus, buy-in, cooperation



Analyze: Organizational Limitations

Organizational obstacles

- Rapid Turnover of Staff - all ranks
- Middle Management paying lip service to POP
- Re-prioritizing police resources is too easy
- SARA is not considered part of “real” police work

Analyze: Problem-Oriented Policing

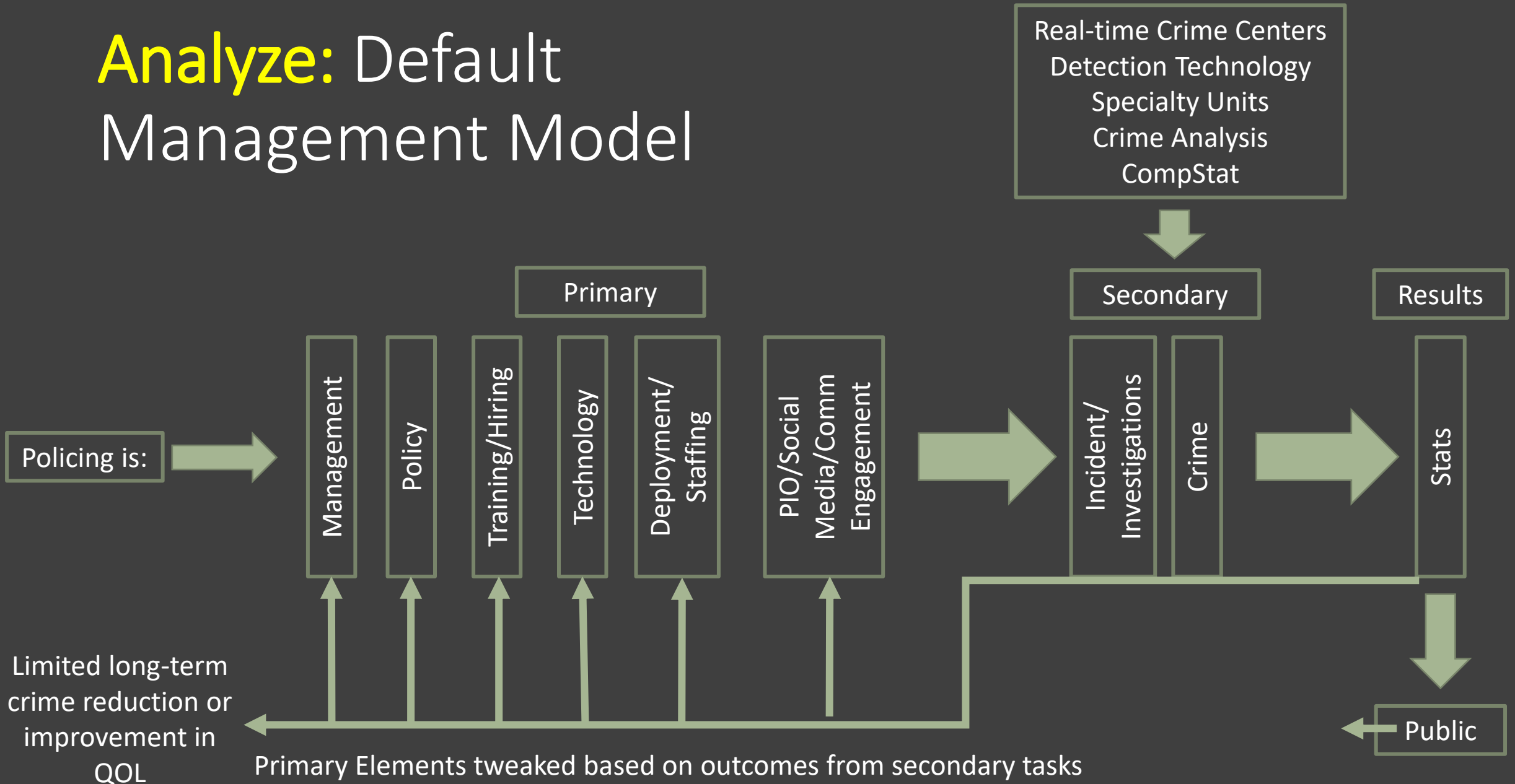
- Bottom-up change does not change an organization
- Promotions and new assignments, takes knowledgeable staff away
- POP withers
- Need for Leadership that is strategic, broad viewed, open to being informed by research, willing to make organizational changes in support of problem solving
 - In US there is a disconnect between policing and academics

Analyze: Organizational Limitations

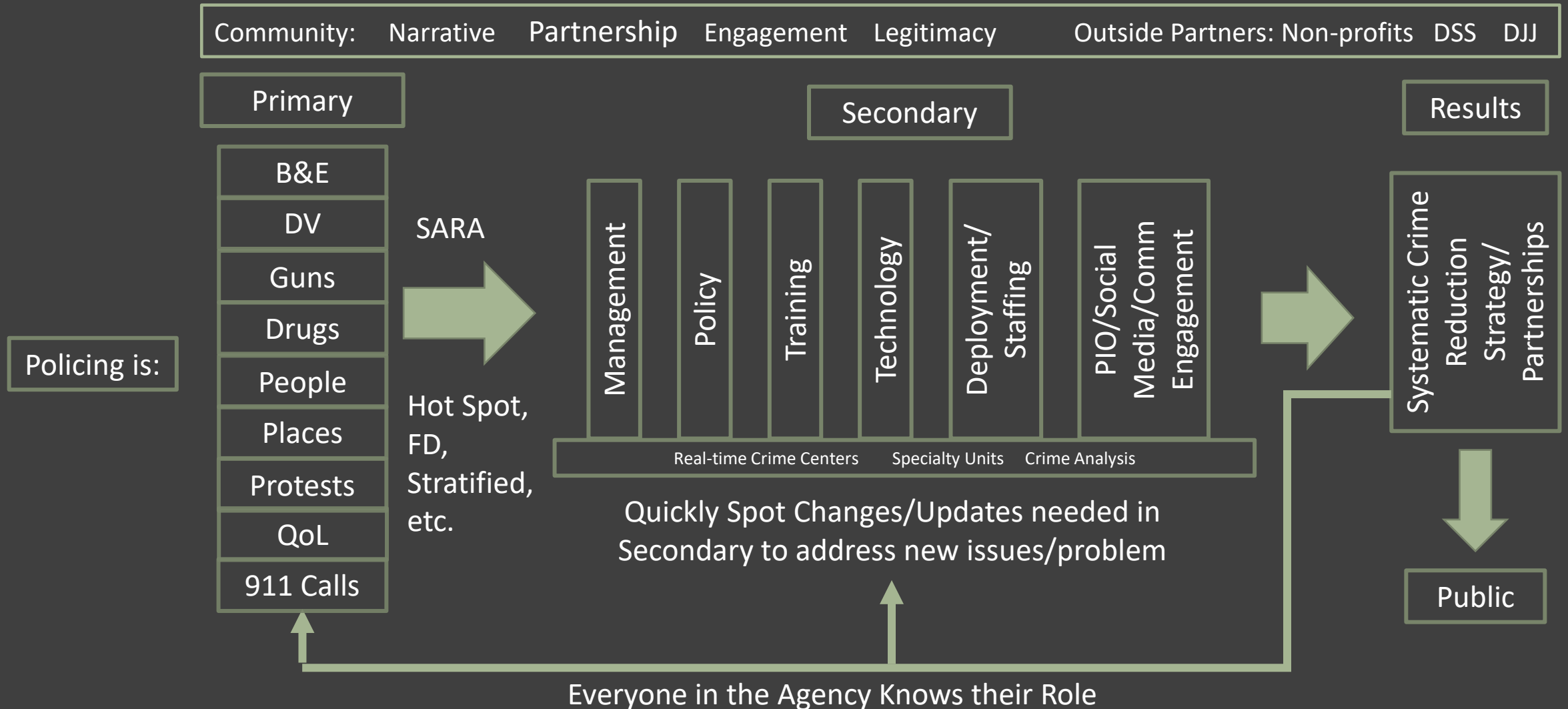
Problem-solving obstacles

- Critical thinking impacts reactive decision making
- Lack of Imagination of responses
- Inability/Unwillingness to involve partner agencies
- “I don’t know” phobia and “I know best” syndrome

Analyze: Default Management Model



Analyze: Problem-Oriented Management Model



Analyze: POP as an Organizational Model

- Problems inform the management and operations of the Agency
- Assessing success:
 - Has your agency implemented POP sufficiently to have changed organization and management?
 - Is your agency organized around working on three – five problems that continuously exist in one form or another – OR by CFS deployment, response times, etc.?
 - Which category do you receive the most calls/complaints/inquiries about: crime problems/QOL OR response time/'I didn't see a car drive by my house yesterday'?

Analyze: Problem-Oriented Policing

- Importance of developing new responses – new strategies
 - Preventative in approach
 - Not dependent on the Criminal Justice System
 - Draws from contributions of other public agencies, community, and private sector
- Evaluate effectiveness, modify responses (**Assess**)
- Build a body of knowledge shared across the police profession (Basis for Evidenced-Based Policing)

Analyze: Problem-Oriented Policing

- New way to think about policing
 - All elements of police operations can be organized around it
- It is - an integrated, logical schema for delivery of services
 - Build recruitment, training, recognition around it
 - Efficient and effective use of personnel and resources
 - Targeted, focused, engaged in crime problems
- Requires understanding and commitment by leadership
 - This is how we conduct the business of policing

Analyze: Problem-Oriented Policing

- As a model, management has the role of identifying problems, analyzing them, developing and testing responses
 - Assisted by researchers and analysts
- Reality, in many agencies this has shifted to the Officer level as a responsibility
 - Limited resources
 - Limited authority
- Empowering officers to address problems- laudable but limited results (excellent examples of their work exists)

Respond: Overcome Impediments

Demonstration Project within your agency

- Discrete problem (volume or geography) in community
- Fully engage chief executive and management
 - Learn and work through process together
 - Identify appropriate staff with skills/training to assist
- Use the SARA model
 - Weight all the alternative responses – if-then scenarios
 - Evaluate results
- Organizational review – what can we do better next time?

Respond: Overcome Impediments

Create long-term Commitment on the part of police leaders to strengthen policing and the police as an institution

- Heavy demands on police leadership
- Need champions for organizational change
- Strong commitment to provide staff and resources

Success of one POP project becomes basis for larger organizational change

Respond: Overcome Impediments

Create the skills within a police agency that are required to analyze problems and to evaluate strategies for dealing with the problems.

- Research, Planning, Crime Analysis, Intelligence Analysis
- Provide the technology
- Provide the time to research the problem
 - Guide the SARA process
- Partner with researchers (if there is no internal resource)

Respond: Overcome Impediments

Develop a strong and clear academic connection

- Academics that are doing applied research, working directly with law enforcement agencies
- Assist with:
 - Training
 - Organizational change
 - Methodology and Analysis
- Encourage command colleges, leadership courses to include training on the role of academic resources in policing

Respond: Overcome Impediments

Building financial support

- Build capacity for personnel as part of routine business to study problems, respond, assess, and adjust to future responses
 - Training (Commissioned and Non-commissioned personnel)
 - Technology
 - Staff
- Funding (grants, foundations, budget modification requests)
- Use success of a demonstration project as justification

Respond: Overcome Impediments

Build outside partnerships

- “public as a whole is woefully ignorant about the nature of the police function and the capacity of police.”
- Develop support and buy-in from all quarters
 - Build relationships
 - Explain and educate
- To the point they understand and partner with you
 - Can explain to others why police did what they did
 - Champion and defend police actions
- Trust building is years in the making..... liters of tea/coffee

Respond: Implementation

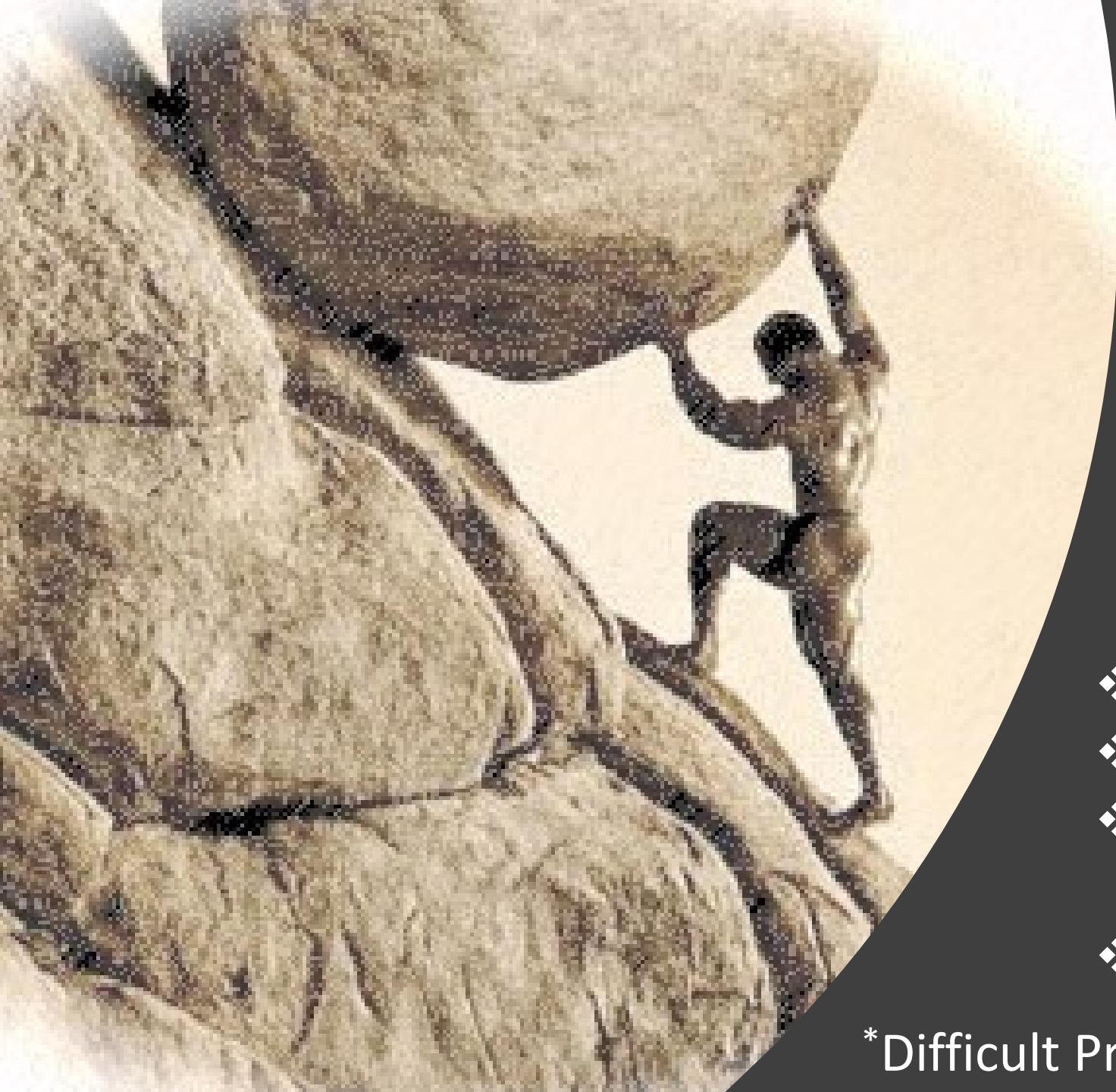
“Define expectations more realistically;
Make better use of their resources;
Develop new strategies that are more effective;
Give a higher priority to prevention;
Depend less on the criminal law; and
Engage others [outside of law enforcement for
partnerships]

They can – over time – reshape their overall function....”

Goldstein 2003

Respond: Conclusion

- The efforts we undertake now are structured to support conventional/standard policing
- These efforts can be turned to implement POP as an organizational model
- We can get there if our interests include goals:
 - Systematic problem solving and long-term crime reduction
 - Seek to improve quality of life throughout a jurisdiction
 - Build external partnerships
 - Reorganizing to simplify or conduct tasks. Tasks aligned with going upstream
- Is this doable at your agency?



Problem Solving Conundrum*

How do we get this POP rock to the top?

- ❖ We collectively push
- ❖ We ask for assistance - partners
- ❖ We dismantle the rock and carry the pieces to the top
- ❖ We reshape the mountain

*Difficult Problem

References

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- Scott. Getting the Police to take Problem-Oriented Policing Seriously. *Crime Prevention Studies*, vol. 15 (2003), pp 49-77.
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