

# **NATIONAL DEPUTY SHERIFF TEST™ (NDST)**

## **READING COMPREHENSION MANUAL for DEPUTY SHERIFFS**

*To be printed double sided.*

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# Traffic Operations

This section contains elements and samples of traffic operations from various jurisdictions around the country.

**This Reading Comprehension study guide has been designed to help you learn and apply information necessary for an accompanying Law Enforcement Officer exam. This manual contains information similar to what a law enforcement officer might need while on the job.**

**The information in this section may not necessarily correspond to the specific definitions, laws, or practices of the jurisdiction to which you are applying. The purpose of this guide and accompanying test is to determine your ability to read, learn and recall new law enforcement-related information.**

**When taking the test itself, please remember that your answers should be derived only from the information contained inside this study guide.**

## Traffic Function & Responsibility

### Purpose and Scope

The ultimate goal of traffic law enforcement is to reduce traffic collisions. This may be achieved through the application of such techniques as geographic/temporal assignment of personnel and equipment and the establishment of preventive patrols to deal with specific categories of unlawful driving behavior. Traffic enforcement techniques are based on accident data, enforcement activity records, traffic volume, and traffic conditions. Many agencies provide enforcement efforts towards violations, not only in proportion to the frequency of their occurrence in accident situations but also in terms of traffic-related needs.

### Traffic Officer Deployment

Several factors are considered in the development of deployment schedules for officers. Information provided by the Integrated Traffic Reporting System (ITRS) is a valuable recourse for traffic accident occurrences and therefore officer deployment. Some of the factors for analysis include:

1. Location
2. Time
3. Day
4. Violation factors

All officers assigned to patrol or traffic enforcement functions will emphasize enforcement of accident causing violations during high accident hours and at location of occurrence. All officers will take directed enforcement action on request, and random enforcement action when appropriate against violators as a matter of routine. All officers shall maintain high visibility while working general enforcement, especially at high accident locations.

Other factors to be considered for deployment are citizen requests, construction zones or special events.

### Enforcement

Enforcement actions are commensurate with applicable laws and take into account the degree and severity of the violation committed. Most departments do not establish ticket quotas and the number of arrests or citations issued by any officer shall not be used as the sole criterion for evaluating officer overall performance. Several methods are effective in the reduction of collisions and include:

#### Warnings

Warnings or other non-punitive enforcement actions should be considered in each situation and substituted for arrests or citations when circumstances warrant, especially in the case of inadvertent violations.

## **Citations**

Citations may be issued when an officer feels it is appropriate. It is essential that officers fully explain the rights and requirements imposed on motorists upon issuance of a citation for a traffic violation. Officers should provide the following information at a minimum:

1. Explanation of the violation or charge
2. Court appearance procedure including the optional or mandatory appearance by the motorist

## **Physical Arrest**

Physical arrests can be made for a number of criminal traffic offenses as outlined in the Vehicle Code or Penal Code. These physical arrest cases usually deal with, but are not limited to:

1. Vehicular manslaughter
2. Felony and misdemeanor driving under the influence of alcohol/drugs
3. Felony or misdemeanor hit-and-run
4. Any other misdemeanor at the discretion of the officer (e.g., reckless driving with extenuating circumstances, etc.)

## **Suspended or Revoked Driver's Licenses**

If an officer encounters a traffic violator for driving on a suspended or revoked license, the officer shall issue a traffic citation. If a computer check of a traffic violator's license status reveals a suspended or revoked driver's license, and the traffic violator still has his or her license in possession, the license is to be seized by the officer. The officer will verbally advise the traffic violator of the suspension or revocation and issue the citation. The officer will be responsible for completing a Verbal Notice Form and forwarding that form and license to the Traffic Bureau.

## **Reflectorized Vests**

In order to reduce the danger to employees exposed to the hazards of approaching traffic, reflectorized vests are provided to increase the visibility of employees. Although intended primarily for traffic-related use, reflectorized vests should be worn at any time increased visibility would improve the safety and/or efficiency of the employee.

## **Care and Storage of Reflectorized Vests**

One reflectorized vest shall be maintained in the trunk of each patrol and investigation unit and side box of each police motorcycle. The vest should be stored inside a resealable plastic bag to protect the vest and to keep it in a serviceable condition.

A supply of reflectorized vests will be maintained in the Patrol Bureau equipment room for replacement of damaged or unserviceable vests in any police unit. When a need exists to replenish the equipment room supply, the Training Manager should be notified immediately.

### **Guidelines for Use of Reflectorized Vests**

Reflectorized vests should be worn at any time an officer anticipates prolonged exposure to the hazards of approaching traffic created by assignment to duties such as traffic control or accident investigation. Officers may use their discretion regarding the wearing of vests during daylight hours. Use is strongly encouraged while directing traffic during hours of darkness or when visibility is limited due to inclement weather conditions. Vests maintained in the investigation units may be used any time a plain-clothes officer might benefit from being easily identified as a police officer. Use of the vests is mandatory when a supervising officer directs their use to be appropriate.

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## **Traffic Collision Reporting**

### **Purpose and Scope**

Many police departments prepare traffic collision reports in compliance with their ITRS manual and make traffic collision reports available to the community with some exceptions.

### **Responsibility**

The Traffic Bureau Commander will be responsible for the distribution of the ITRS manual. The Traffic Bureau Commander will receive and distribute all changes to the manual to ensure conformity with this policy.

### **Traffic Collision Reports**

All Traffic Collision Reports taken by members of the police department shall be forwarded to the Traffic Bureau for approval and data entry into their records management system. The Traffic Bureau Commander will be responsible for monthly and quarterly reports on traffic collision statistics.

### **Reporting Situations**

#### **Traffic Collisions with Police Department Employees**

When an employee of a police department, either on duty or off duty, is involved in a traffic collision within the city limits resulting in a serious injury or fatality, the Traffic Bureau manager or the Watch Commander, may notify the State Highway Patrol for assistance.

The term serious injury is defined as any injury that may result in a fatality.



### **Traffic Collisions with Other City Employees or Officials**

The Traffic Bureau Manager may request assistance from the State Highway Patrol for the investigation of any traffic collision involving any city official or employee where a serious injury or fatality has occurred.

### **Traffic Collisions on Private Property**

In compliance with the ITRS, traffic collision reports shall not be taken for traffic collisions occurring on private property unless there is a death or injury to any person involved, a hit-and-run violation, or vehicle code violation. A Traffic Information Report may be taken at the discretion of any supervisor.

### **Traffic Collisions on Roadways or Highways**

Traffic collision reports shall be taken when they occur on a roadway or highway within the city limits when there is a death or injury to any persons involved in the collision, a violation of the vehicle code, or if one is requested by either driver for a traffic collision report.

### **Towing Vehicles Involved in Traffic Collisions**

A collision report will be required if a vehicle is damaged in a collision and a tow truck is necessary. Towing of a vehicle from a collision scene at the request of the driver when the vehicle would not otherwise be in need of towing, does not require a traffic collision report unless there is a death, an injury, a vehicle code violation or if one is requested by either driver for a report.

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## **Vehicle Towing Policy**

### **Purpose and Scope**

This policy provides procedures for towing a vehicle that has become the responsibility of the police department.

### **Responsibilities**

The responsibilities of those employees storing or impounding a vehicle are as follows:

#### **Completion of necessary forms**

Officers requesting storage of a vehicle shall complete a "Storage Form" that includes a description of property found within the vehicle. A copy is to be given to the tow truck operator. The Records Bureau should be notified as soon as practical and Records Bureau personnel shall promptly enter pertinent data from the completed storage form.

Once a storage form is approved and forwarded to the Traffic Bureau, Traffic personnel shall mail a copy of the approved storage form to the legal and registered owners of the stored vehicle within 48 hours after it has been stored, unless the vehicle has been released.

### **Removal of Vehicle Disabled in a Traffic Collision**

When a vehicle has been involved in a traffic collision and must be removed from the scene, the officer shall direct the driver to select a towing company, if possible, and shall relay the request for the specified towing company to the dispatcher. When there is no preferred company requested, a company will be selected from the “no preference” towing company list in Communications. The time it will take the driver-requested tow company to respond will determine if that tow or a rotational tow company will be used. Tow companies should be able to respond within 20 minutes from the time they are called.

If the owner is incapacitated, or if for any reason it is necessary for the Police Department to assume responsibility for a vehicle involved in a collision, the officer shall request the dispatcher to call the next tow company listed on the rotational list.

### **Vehicle Inventory Searches**

All property in a stored or impounded vehicle shall be inventoried and listed on the vehicle storage form. This includes the trunk and any compartments or containers, even if closed and/or locked. Officers conducting inventory searches should be as thorough and accurate as practical in preparing an itemized inventory. These inventory procedures are for the purpose of protecting an owner’s property while in police custody, to protect the department against claims of lost, stolen or damaged property, and to provide for the safety of officers.

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## **Vehicle Impound Hearings**

### **Purpose and Scope**

This policy establishes a procedure for the requirement to provide vehicle storage or impound hearings.

### **Stored or Impound Hearing**

When a vehicle is stored or impounded by any member of the police department, a hearing will be conducted upon the request of the registered or legal owner of the vehicle or their agent.

#### **Hearing Procedure**

The vehicle storage hearing is an informal process to evaluate the validity of a stored or impounded vehicle. Any relevant evidence may be submitted and reviewed by the hearing officer to determine if the vehicle in question was lawfully stored or impounded, in accordance with the police department policies and procedures.

The employee of this police department that stored or impounded the vehicle does not need to be present for this hearing.

All requests for a hearing on a stored or impounded vehicle shall be submitted in writing to the Traffic Bureau within ten days from the date of storage. The Traffic Bureau Sergeant, a Traffic Officer, or another designee will generally serve as the Hearing Officer. If a hearing is requested, it will be conducted within 48 hours of the request excluding weekends and holidays.

The vehicle storage/impound Hearing Officer shall consider all information provided and determine the validity of the storage or impound of the vehicle in question and then render a decision.

A decision that the vehicle was not stored or impounded in a lawful manner or within department policy will require that the vehicle in storage be released immediately. Towing and storage fees will be paid at the department's expense. If a decision is made that the vehicle was not stored or impounded in a lawful manner within department policy, and the vehicle is released with fees having been paid, the receipt for such fees will be forwarded with a letter to the appropriate Division Commander.

The Hearing Officer will recommend to the appropriate Division Commander that the fees paid by the registered or legal owner of the vehicle in question or their agent be reimbursed by the police department.

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## **Drunk Driving & Evidence Collection**

### **Purpose and Scope**

This policy explains the procedures to be followed while collecting evidence to establish the blood alcohol level of drivers arrested for driving while intoxicated, unconscious drivers, and unconscious pedestrians involved in traffic collisions because of their intoxicated state.

### **Chemical Testing**

Most blood and breath tests will be administered at the jail. If a suspect is hospitalized, a blood sample may be taken at the hospital. A suspect who is unable to submit to a chemical test because of any of the following shall not be considered as refusing to comply with vehicle code provisions:

1. Because of the inability of the police department to furnish a selected test
2. If there are verifiable medical reasons for non-compliance
3. If an attending physician refuses to allow it

### **Forced Withdrawal of Blood**

Blood may be taken by force in any felony case when the suspect, after having been advised of his or her rights, refuses to take a chemical test. If the suspect makes a timely and reasonable request to undergo a different and viable form of testing, such request shall be considered. Blood may only be taken by force when the following circumstances have been met:

1. The suspect must be in custody and the officer must have reason to believe the suspect is intoxicated;
2. The blood is taken in a medically approved manner; and
3. Only reasonable force may be used to restrain the arrestee.

The Watch Commander shall approve any forced withdrawal of blood and a supervisor must be present when blood is forcibly extracted from a suspect who is uncooperative or who has refused a chemical test. The amount of force used to collect this evidence will be controlled by the supervisor present, keeping in the mind the following:

1. In felony cases, only that force which reasonably appears necessary to overcome the resistance to the blood being withdrawn will be permitted; and
2. Forced withdrawal of blood is not permitted in misdemeanor cases.

Phlebotomists used by the police department shall retain custody of the blood sample withdrawn by them and transport the sample to the crime laboratory for analysis.

When a suspect cannot submit to a blood test because he/she is a hemophiliac or is using an anticoagulant under the discretion of a physician for a heart condition, he or she shall not be required to take a blood test.

### **Collecting Urine as Evidence**

If the arrested person chooses a urine test, he or she shall be promptly transported to the jail. The jailer will furnish a urine kit for collecting samples of the arrested person's urine. The officer shall follow the directions listed on the container instruction sheet. If the arrested person's urine is necessarily collected elsewhere, the procedure will remain the same.

The cardboard tube shall then be marked accordingly with the suspect's name, alleged offense, department, case number, and the name of the witnessing officer.

The urine kit shall then be placed in the evidence refrigerator and await transportation to the Crime Laboratory. Urine samples shall be collected and/or witnessed by an officer or matron of the same gender as the suspect.

## Traffic Citations

### Purpose and Scope

This policy outlines the responsibility for traffic citations, the procedure for dismissal, correction, and voiding of traffic citations.

### Responsibilities

The Traffic Bureau Commander shall be responsible for the development and design of all Department traffic citations in compliance with State law and the Judicial Council.

The Property Clerk shall be responsible for the supply and accounting of all traffic citations issued to employees of the police department.

### Dismissal of Traffic Citations

Employees do not have the authority to dismiss a citation once it has been issued. Only the court has the authority to dismiss a citation that has been issued. All requests from citizens to dismiss a citation shall be referred to the Traffic Bureau Manager. Upon a review of the circumstances involved in the issuance of the traffic citation, the Traffic Bureau Commander may authorize the dismissal of the traffic citation. If approved, the citation being recommended for dismissal will be forwarded to the appropriate court with a request for dismissal.

All recipients of traffic citations whose request for the dismissal of a traffic citation has been denied shall be referred to the appropriate court.

An officer may determine that a traffic citation should be dismissed during a court proceeding in the interest of justice or where prosecution is deemed inappropriate. In such cases, the officer may request that the court dismiss the citation. Upon dismissal of the traffic citation by the court, the officer shall notify his/her immediate supervisor of the circumstances.

### Parking Citation Appeal Procedure

#### Appeal Stages

Appeals may be pursued sequentially at three different levels:

1. Administrative Reviews are conducted by the Traffic Bureau Commander or his/her designee who will review all applicable written data. Requests for Administrative Reviews are available at the Traffic Bureau of the police department. These requests are informal written statements outlining why the ticket should be dismissed, including copies of documentation relating to the ticket and the request for dismissal must be mailed to the current mailing address provided by the ticket processing agency.

2. If the appellant wishes to pursue the matter beyond Administrative Review, an Administrative Hearing may be conducted in person or by written application, at the election of the appellant. Independent referees review the existent administrative file, amendments, and/or testimonial material provided by the appellant and may conduct further investigation or follow-up on their own.
3. If the appellant wishes to pursue the matter beyond an Administrative Hearing, a civil/small claims case may be presented in person by the appellant in the Superior Court for a Judicial Review after an application for review and designated filing fees have been paid to the Superior State Court.

### **Costs**

1. There is no cost for an Administrative Review.
2. Appellants must pay the full amount due for the citation, or provide satisfactory proof of their inability to pay, before receiving an Administrative Hearing.
3. A civil/small claims appeal through Superior Court requires prior payment of filing costs including applicable court charges and fees. These costs will be reimbursed to the appellant in addition to any previously paid fines if appellant's liability is overruled by the Superior Court.

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## **72-Hour Parking Violations**

### **Purpose and Scope**

This policy provides procedures for the marking, recording, and storage of vehicles parked in violation of the city's ordinance regulating 72-hour parking violations and abandoned vehicles.

### **Marking Vehicles**

Vehicles suspected of being in violation of the 72-Hour Parking Ordinance shall be marked and noted on the police department "Abandoned Vehicle Report Form."

A visible chalk mark should be placed on a tire and on the pavement unless missing tires or other vehicle conditions prevent marking in this manner. Any deviation in markings shall be noted on the Abandoned Vehicle Report Form. All Abandoned Vehicle Report Forms shall be submitted to the Traffic Bureau for computer data entry.

## **Disabled Motorists**

### **Purpose and Scope**

All law enforcement agencies having responsibility for traffic enforcement may develop and adopt a written policy to provide assistance to disabled motorists within their primary jurisdiction.

### **Officer Responsibility**

When an on-duty officer observes a disabled motorist on the roadway, the officer should make a reasonable effort to provide assistance. If that officer is assigned to a call of higher priority, the dispatcher should be advised of the location of the disabled vehicle and the need for assistance. The dispatcher should then assign another available officer to respond for assistance as soon as practical.

### **Extent of Assistance**

In most cases, a disabled motorist will require assistance. After arrangements for assistance are made, continued involvement by police personnel will be contingent on the time of day, the location, availability of departmental resources, and the vulnerability of the disabled motorist.

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## **License Suspension**

### **Purpose and Scope**

This policy provides for the immediate suspension of State Driver's Licenses in certain "Driving Under the Influence" (DUI) cases and in "Zero Tolerance" incidents. Officers are required to immediately suspend driving privileges in certain situations involving arrests. This policy also describes the policy dealing with "Zero Tolerance" laws.

### **Suspension of State Driver's Licenses**

The driver's license of a person suspected of driving under the influence of alcohol shall immediately be suspended under any of the following circumstances:

1. The arrestee refuses to submit to a chemical test
2. The arrestee fails to complete the selected test
3. The arrestee declines a breath test and demands a blood or urine test and the arresting officer has reasonable cause to believe that the arrestee's Blood Alcohol Content (BAC) will exceed the .08% level

4. The arrestee completes the breath tests which show a BAC of .08% or higher

### **Zero Tolerance Law**

This policy was enacted to reduce alcohol-related incidents involving persons under the age of 21. A person under 21 years of age may have his or her license suspended under the following circumstances:

1. When suspected of having consumed alcohol and refusing a Preliminary Alcohol Screening (PAS) test
2. Where they have a blood-alcohol level of .01% or greater

“Zero Tolerance” requires the PAS device as the primary test. If the device is not available, one of the other chemical tests must be completed. Under Zero Tolerance, only the PAS device result is required. If the driver’s PAS reading warrants arrest and further chemical testing, the DMV does not require completion of the “Chemical Test” form to be completed. Once the PAS certification is complete, the Zero Tolerance requirement has been met.

### **Department of Motor Vehicles Notification**

The following specified items related to license suspensions must be forwarded to the Department of Motor Vehicles within five regular business days:

1. Officer’s statement form
2. Order of suspension form
3. Copy of the printout of the breath test (if taken)
4. Traffic collision report if applicable
5. The offender’s driver’s license

**\* THIS IS THE END OF THE TRAFFIC OPERATIONS CHAPTER \***



# Community-Oriented Policing and Problem Solving Policing (COPPS)

This section on Community-Oriented Policing and Problem Solving Policing contains many procedures and tactics used by law enforcement agencies in dealing with community problems and crime.

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## Community Policing & Problem-Oriented Policing Introduction

Communities must take a unified stand against crime, violence, and disregard for law as well as commit to crime prevention and other intervention activities. Today, law enforcement agencies must help build stronger communities and citizens who can solve community problems that contribute to crime incidents. The majority of modern police departments have at least partially adopted an approach that represents a merger between two complimentary approaches to policing – community policing, and problem-oriented policing. Each of these approaches has its own historical roots. Together they are referred to as Community-Oriented Policing and Problem Solving, or COPPS. Today, there are many large and small police and sheriff offices as well as school, university, and other specialized policing functions that have embraced the COPPS philosophy. Therefore, in the remainder of this text, the term *police or policing* is used to refer to all such law enforcement varieties.

COPPS is a *philosophy* which provides *strategies* that help reassess responsibility for public safety and which redefine the roles and relations between the police and the community that require shared ownership, shared decision-making, and shared accountability. COPPS is indeed a different way of looking at policing, involving both community partnerships and community involvement to solve real community problems. Through COPPS, both the police and the community become partners in addressing local crime issues.

### History of Traditional Policing

Traditional policing grew out of the reform era of government in the early 1900s, which was coupled with a national move to “police” professionalism, which, unfortunately, resulted in separating the police from the community.

The policing strategy that is most closely related to traditional policing is referred to as *Response to Incidents (R2I)*. R2I is primarily oriented toward reacting to criminal or emergency events that have already occurred. It can also include responding proactively to crime patterns with anticipatory tactics (directed patrol, targeted identification, etc.). In traditional policing, the term *Responding Officer* or “R/O” refers to police case reporting in a traditional law enforcement setting. An *offense* is defined as a violation of the criminal law of a state or local jurisdiction.

Traditional police management grew from efforts to reform police work via improving the quality of police services and increasing organizational control and accountability. Over time, such policing became characterized by rigid organizational controls (with clearly defined lines of authority, responsibility, and communication), limited discretion, personnel specialization, centralization of authority, and organizational inflexibility. The traditional approach views law enforcement as *enforcing the criminal code, or order maintenance*, which tended to isolate police from the community as did other traditional policing efforts that de-emphasized community involvement, such as centralized control, shift changes, rotating shifts and random patrols. Many of these previous “time-honored” methods have produced limited results over time (mixed, inclusive, or negative impact). For example, traditional notions of preventive patrols have more recently been found to have no impact on reducing domestic violence or other common criminal offenses.

Traditional law enforcement has never been focused on “Here is a problem, now solve it!” but instead “Here is the criminal code, now enforce it!” In reality, much of police work deals with non-law enforcement activities, with actual arrests typically representing only a very small percent of the overall time and activities. In some respects this approach was maintained merely because it was easier to use quantitative productivity measures such as number of arrests rather than more global measures of enhanced public safety or safer communities. Thus evolved less emphasis on crime prevention and more on maintenance of public order. This permeated decisions on personnel staffing, organization, and personnel deployment, record keeping, communications, mobile response, equipment, and even specialized units.

There are some concepts that derived from traditional policing that are sometimes confused with community policing. The concept of **team policing** came from a movement within traditional law enforcement called **strategic policing**, which was a philosophy of crime fighting which emphasized improving the efficiency and technical capabilities of the police. Team policing evolved as a tactic intended to help police perform traditional crime fighting more efficiently. Although this may have its place during problem solving, this process fails to specifically assign accountability and is not designed to tap community resources to share crime control efforts. Although team policing may involve consultation with the community, it does not ensure community partnering because police retain their paternalistic relationship with the public. In contrast, community policing is designed to make crime control a collaborative effort.

## **History of Community Policing**

Community policing was used in many U.S. cities prior to World War II, and there was an almost exclusive use of foot patrols in larger cities such as New York and Chicago. Early on it was recognized that police needed access to information from citizens to help deter or solve crime. Community policing is thought to be a way to deal with rapidly changing environments by having access to even more information.

In the 1990s there developed a national consensus that the essence of Community Oriented Policing meant agencies must capitalize on talents, skills, and abilities of the best officers in their departments, as well as increase community involvement and cooperation of other government and community agencies. This approach recognizes that the traditional ways of dealing with crime have not been very successful, so more experimentation and “smart policing” rather than just more policing is needed for meaningful solutions.

In addition to university roots, the federal government has had a major impact on community policing through federal funding. The Violent Crime Control Act of 1994 helped provide support for community policing programs and provided resources such as money, training and technology to jump start community policing programs throughout the U.S. The first round of actual federal funding called “COPS MORE” took place in 1995 and 1996 and awarded over \$530 million for the redeployment of over 22,000 officers and deputies. Another set of funding in 1998 (“MORE 98”) was to 606 jurisdictions that shared over \$229 million. By the end of 1998, \$3 billion had been spent to hire 122,000 officers. By April of 1999 there were 92,000 community police officers funded in the U.S. In that same month, Vice President Gore and the U.S. Department of Justice’s Office of Community Oriented Policing Services announced the awarding of \$35 million to 207 additional communities in 40 states for hiring of 526 community policing officers.

In addition, the Department of Health & Human Services and the Department of Education awarded funds jointly in 1999 for hiring school resources officers under the “Safe Schools/Healthy Students Program.”

More recently there has been a Community Policing Consortium formed as a partnership of five of the leading police organizations in the U.S. These organizations have an important role in the development of community policing research, training, and technical assistance. Funds are provided for the Consortium by the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS). The five partners include:

- International Association of Chiefs of Police (IACP)
- National Organization of Black Law enforcement Executives (NOBLE)
- National Sheriffs’ Association (NSA)
- Police Executive Research Forum (PERF)
- Police Foundation

It is a common misconception to view community policing as soft on crime. The real challenge of community policing is that the police can continue to accept sole responsibility for controlling crime and that policing still involves law enforcement. But when police become an integral and additive part of the community culture and when the community assists in allocation of resources, such policing activities can mean more effective law enforcement.

## Community Policing Tools

**Foot Patrol** is commonly associated with high-density situations and lends itself to greater officer accountability as long as there is also stability in assignments. Foot patrol can vary by season, often occurring during the summer months, but almost all U.S. departments discourage foot patrol at night. Foot patrol is sometimes expanded merely to conserve on fuel during budgetary restrictions. Command in foot patrol situations tends to be less centralized with chances for more “bottom up” decisions. Some departments require officers to spend specific amounts of time on foot patrol and to document such activity and time ratios for foot patrol versus other types of patrol and law enforcement activities.

In a study of foot patrol, Trojanowicz (1985) noted officer reluctance to leave the patrol car to make contact with and communicate with citizens because officers feared harassment, ridicule and even anger from citizens. However, Trajanowicz points to evidence that officer safety may even be enhanced during foot patrol.

Field experiments were also conducted over the years. One example of a field experiment was the **Flint, Michigan Foot Patrol Studies**. It demonstrated that experienced foot patrols also elicited citizen approval. One of the most relevant findings from this study was that 40-60% of a motor officer’s shift was found to represent free patrol time, although it was not usually in one block of time. Both of the above foot patrol studies also showed increased officer satisfaction in these settings.

## History of Problem Solving Policing Versus Traditional Policing Response to Incidents

Problem solving policing has its roots in a number of historical developments, as well as research findings and collective law enforcement experience. Recall that the traditional policing system in the U.S. was based on Great Britain policing, an incident-based response system. The first introduction of the concept of problem-oriented policing was by Herman Goldstein in 1979. Goldstein and other problem-oriented policing (POP) enthusiasts felt that the police officer's role is far more diverse and difficult than being just a law enforcer and that there needs to be recognition of both role difficulty and complexity. The concept was given the acronym "POP", which envisions the role of the police as primarily one of proactive problem solving rather than reactive responding to calls about crime incidents.

Goldstein introduced the idea of the police role as a problem solver and pointed to problem solving as a systematic strategy to address community crime and order maintenance concerns. Goldstein was also the one who first pointed out the existence of a role conflict for modern policing in that officers must perform tasks that seem inconsistent or hard to balance (e.g., arresting suspects to protect society while not violating citizens' rights). POP has been in existence for nearly three decades, but there still is a lack of understanding as well as some misunderstanding about the nature and utility of this policing strategy or philosophy.

Problem-solving strategizing has its roots in a number of historical developments, research findings, and collective law enforcement experiences. Traditional law enforcement in the past had poorly equipped police officers to deal with the broad scope of police business. Many enterprising officers in years past were using basic problem-solving techniques before such processes were given the POP label. However, to properly use such problem-solving methods requires that the entire organization make some adaptations and modifications. Studies of police deployment were not subjected to structured and controlled field experiments until the 1970s and 1980s.

## Definitions of Problem-Oriented Policing (POP)

Goldstein (1990) of the University of Wisconsin-Madison defined a **problem** in three ways, including (1) a cluster of similar, related, or recurring incidents rather than a single incident, (2) a substantive community concern, and (3) a unit of police business. A problem suitable for police/community resolution typically has the following characteristics: "It is a group of related incidents; it affects a number of people; it is unlikely to disappear without intervention; a number of people agree to work on it; and it can be impacted with available resources." A good example of a POP solution to a problem of theft is the City of Chicago's Property Hotline wherein citizens can call in and report lost or stolen property in an efficient manner.

The POP approach is a proactive, decentralized approach to police services. In the POP approach problem solving is not viewed as a solution to crime but an alternative way of looking at and responding to crime. What needs to be differentiated in POP from individual problem solving attempts is to view problem solving as a *systematic strategy* to address community crime and order maintenance concerns. Some other POP definitions include:

“POP is a systematic process or strategy to identify, analyze, and respond to crime and disorder that breed serious crime. It is also a proactive policing technique and strategy designed to develop police/community cooperation, which have more long-term positive impacts than devoting all police resources to chasing calls.”

Problem solving deals with complex tasks requiring complex solutions; complex roots become the basis of crime. This strategy recognizes that many crimes have common linkages and are the product of similar underlying causes. Serious crime is often the result of on-going order maintenance problems left unattended or allowed to germinate.

Problem solving goes beyond problem solution and resolution and can include:

1. Eliminating the problem
2. Reducing the number of incidents
3. Reducing the seriousness of the harms (incidents)
4. Dealing with the problem better
5. Removing the problem from police responsibility

### **Core Concept of COPPS - Community-Oriented Policing and Problem Solving**

POP can only be implemented as part of an overall program with respect to community policing. Together these programs are referred to as COPPS or Community-Oriented Policing and Problem Solving. COPPS is a different way of looking at policing, involving both community partnerships and community involvement to solve real community problems. COPPS seems most compatible with contemporary management philosophies such as Total Quality Management (TQM), value-added management, and the corporate re-engineering approach. The COPPS philosophy reassesses responsibility for public safety and redefines the roles and relations between the police and the community to require shared ownership, decision-making, and accountability.

POP can, and often does, incorporate elements of community policing, especially regarding the promotion of closer interaction with the community and the organization and incorporation of community resources in a more systematic manner than in traditional policing. POP does not necessitate community involvement just as COP does not always involve problem-oriented policing. Some COPPS concepts about community beats derived from COPPS need further definition:

*Community “beats”* are typically assigned to officers who are not always in patrol cars. A *beat* is defined as a geographic area assigned to specific officers for patrol. For example, within the City of Chicago there are about 280 beats. A beat car is a police car assigned to patrol a specific beat. There are a number of related concepts relevant to the basic beat:

1. **Beat Team**—Refers to several officers from all the watches assigned to the same beat as well as the sergeant who serves as team leader.
2. **Beat Plan**—Refers to the plan of action developed by the beat team with input from the community on significant problems on the beat and how to address them. The framework of analysis for the beat plan is the *crime triangle* that views each problem in terms of its three legs: victim, offender, and location.

3. **Beat Size**—In a survey conducted with 143 U.S. community policing agencies by the National Center for Community Policing, the size of the beat was found to vary from both sides of one street, to a 5-6 block area, to even larger areas that required a motor scooter for patrol.
4. **Beat Integrity**—Refers to a strategy to assign officers to a beat for an extended amount of time and to keep them in their own beat as much as possible (as opposed to assisting in emergencies in nearby beats). Another term for beat integrity is assignment stability. This is designed to allow officers to get to know the beat residents and problems.
5. **Beat Profiling**—Refers to studying the topography, demographics, and call history of the beat in order to develop “tailored patrol strategies.” (This concept was developed during the San Diego research study.)
6. **Rapid Response Car**—Refers to a squad car made available in many communities to respond to in-progress (emergency) calls. This car is assigned to patrol an entire sector in a large district containing many beats and this allows the beat officers greater chances to deal with chronic problems on the beat.

### **Primary COPPS Tool: The SARA Process**

In 1985 a problem-solving strategy, referred to as SARA, was developed collaboratively by Spelman and Eck along with the National Institute of Justice, the Police Executive Research Forum, and the Newport News, VA Police Department. The Crime and Violence Prevention Center of the California Attorney General’s Office (1999) describes the four stages as follows:

#### **Stage 1: Scanning**

Scanning means problem identification to determine if a problem really exists to warrant further analysis. The focus is whether there are recurring incidents, so the officer must consider not just single incidents but groups of incidents, which may stem from the same or similar cause(s). Once identified, these cause(s) as well as their root cause(s) become “problems” in need of solution. A problem is defined here as two or more similar incidents that are of substantial concern to both the community and the police. Some activities that assist in this phase include reviewing known offender files and providing the agency with knowledge of when and where similar crimes occurred and how they were committed.

#### **Stage 2: Analysis**

According to the California Department of Justice (1999), “Analysis is the heart and soul of problem-solving policing.” Once the problem has been identified and defined, officers collect in-house data and information from sources external to the organization to determine the cause of the problem and to explore alternatives to its solution. Some activities that help during this phase in distinguishing crime problems from other non-related events include gathering information from both internal and outside sources. There are several theories that officers can rely upon during the analysis phase:

- (a) rational choice of offender’s theory
- (b) routine activity theory (which means crime occurs only when the victim and motivated offender converge)
- (c) crime pattern theory
- (d) Crime Prevention Through Environmental Design or CPTED theory in which there is a recognition that the design and management of cities and neighborhoods (e.g., lighting, building design) can produce major shifts in crime rates

**Stage 3: Response**

Working with residents, businesses, community groups, other agencies, and stakeholders, officers develop an action plan of alternative responses that will best resolve the problem through tailor-made, short, and long-term solutions to the crime problem.

**Stage 4: Assessment**

This refers to an evaluation of effectiveness of the response as well as a determination of its impact on the abatement or elimination of the problem. Monitoring the problem by continuing to look for evidence of its elimination or recurrence helps during this phase by helping officers evaluate effectiveness of implemented responses. Officers can use the assessment results to revise responses, collect more data, or redefine the problem. Before and after surveys may focus on both quantitative and qualitative data, including public fear surveys.

**COPPS Programs in the U.S.**

The National Center for Community Policing at the University of Michigan conducted a survey of 143 community-policing departments in the U.S. and others in Canada. These represented the on-going, established programs most known to the Center at the time.

Activities identified with community policing programs included: foot patrol, park and walk, motorcycle-scooter-walk, team policing, special purpose vehicles, horse patrol, use of auxiliary reserve-volunteer citizens, and neighboring response units. Most programs kept their deployment patterns flexible. Actual methods were often determined by manpower availability. Some programs used a combination of methods based on peak pedestrian times or for special events. In cities surveyed, community policing was in operation predominantly in downtown business districts and shopping centers, although there were also many programs operating in low-income housing projects and areas with high-density populations. Other special uses were in tourist areas and distinct ethnic neighborhoods. The actual percentages of program representation in order of decreasing frequency was:

- Downtown business districts 51%
- All parts of the city 21%
- Shopping centers 12%
- Business and recreational areas 9%
- Residential areas 7%



Based upon the survey data, typically the community policing programs were located within patrol division (91%), special operations (7%) or even in traffic division (2%). With respect to supervisory responsibility, in over half of the cases (57%) the community policing function was supervised by sergeants, 21% by lieutenants, and 18% by captains. There was a shared supervisory function in just 4% of the cases.

Surveys also included questions to agencies as to how the various segments of their particular community accepted the particular community-policing program. The set of data listed below represents merely perceptions of those surveyed since none of the agencies surveyed actually conducted formal surveys within their own communities at the time of the national survey.

<u>Group</u>	<u>Perceived % Acceptance by Agency</u>
Business Community	82%
Politicians	59%
Residents	39%
Church Groups	9%
Other Police Units	48%

The findings showed the groups were perceived in each community that had community policing as not only having a high acceptance of the program but that they wanted more of them on all shifts, every day of the week in most of their city areas. In fact, it was noted there is typically a large negative reaction whenever a community-policing officer is reassigned or removed.

**\* THIS IS THE END OF THE COMMUNITY-ORIENTED  
POLICING AND PROBLEM SOLVING CHAPTER \***

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