

Basic Course Workbook Series



Learning Domain 03

Principled Policing in the Community

Version 6.1

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

Basic Course Workbook Series
Student Materials
Learning Domain 03
Principled Policing in the Community
Version 6.1

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THE MISSION OF POST

The mission of the California Commission on Peace Officer Standards and Training is to continually enhance the professionalism of California law enforcement in serving its communities.

THE ACADEMY TRAINING MISSION

The primary mission of basic training is to prepare students mentally, morally, and physically to advance into a field training program, assume the responsibilities, and execute the duties of a peace officer in society.

FOREWORD

The California Commission on Peace Officer Standards and Training sincerely appreciates the efforts of the many curriculum consultants, academy instructors, directors and coordinators who contributed to the development of this workbook. We must also thank the California law enforcement agency executives who allowed their personnel to participate in the development of these training materials.

This student workbook is part of the POST Basic Course Training System. The workbook component of this system provides a self-study document for every learning domain in the Basic Course. Each workbook is intended to be a supplement to, not a substitute for, classroom instruction. The objective of the system is to improve academy student learning and information retention and ultimately contribute to you becoming a peace officer committed to safety, and to the communities you will serve.

The content of each workbook is organized into sequenced learning modules to meet requirements as prescribed both by California law and the POST Training and Testing Specifications for the Basic Course.

It is our hope that the collective wisdom and experience of all who contributed to this workbook will help you, the student, to successfully complete the Basic Course and to enjoy a safe and rewarding career as a peace officer.

MANUEL ALVAREZ, Jr.
Executive Director

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Student Workbooks

The student workbooks are part of the POST Basic Course Instructional System. This system is designed to provide students with a self-study document to be used in preparation for classroom training.

Regular Basic Course Training Requirement

Completion of the Regular Basic Course is required, prior to exercising peace officer powers, as recognized in the California Penal Code and where the POST-required standard is the POST Regular Basic Course.

Student Workbook Elements

The following elements are included in each workbook:

- Chapter contents, including a synopsis of key points,
- Supplementary material, and
- A glossary of terms used in this workbook.

HOW TO USE THE WORKBOOK

Introduction

This workbook provides an introduction to the training requirements for this Learning Domain. It is intended to be used in several ways: for initial learning, for test preparation, and for remedial training.

Workbook Format

To use the workbook most effectively, follow the steps listed below.

Step	Action
1	Begin by reading the: Introduction and How to Use the Workbook, which provides an overview of how the workbook fits into the POST Basic Course Instructional System and how it should be used.
2	Refer to the Chapter Synopsis section at the end of each chapter to review the key points that support the chapter objectives.
3	Read the text.
4	Complete the Workbook Learning Activities at the end of each chapter. These activities reinforce the material taught in the chapter.
5	Refer to the Glossary section for a definition of important terms. When first referenced these terms will be bolded and underlined (e.g., <u>term</u>).

Chapter 1

Community Policing

OVERVIEW

Learning Need

Peace officers need to know that their role in the community is to work in partnership with community members to resolve or reduce problems for the benefit of those who live and work there.

Learning Objectives

The chart below identifies the student learning objectives for this chapter.

After completing study of this chapter, the student will be able to:	Objective ID
• Define community policing	3.01.11
• Identify the essential components of community policing, including - Problem solving - Addressing quality of life issues - Partnerships with the community - Partnerships with other agencies - Internal and external resources	3.01.12
• Identify community policing goals, including - Reducing/preventing crime - Reducing the fear of crime - Improving quality of life - Increasing community ▪ Awareness ▪ Involvement ▪ Ownership • Increasing local government involvement in problem solving	3.01.13

After completing study of this chapter, the student will be able to:	Objective ID
• Discuss community policing philosophy	3.01.14
• Discuss the history of policing models, including - Traditional - Professional - Community	3.01.15
• Identify peace officer responsibilities in the community, including - Maintaining order - Enforcing the law - Preventing crime - Delivering service - Educating and learning from the community - Working with the community to solve problems	3.01.16
• Differentiate between proactive and reactive policing	3.01.17
• Discuss community expectations of peace officers	3.01.18
• Recognize peace officers' responsibilities to enforce the law, including - Adhering to all levels of the law - Fair and impartial enforcement - Knowing the patrol beat or area of responsibility	3.01.19
• Identify the elements of area/beat knowledge, including - Critical sites - Locations requiring special attention, i.e. hot spots - Potentially dangerous areas	3.01.20

After completing study of this chapter, the student will be able to:	Objective ID
• Discuss current and emerging issues that can impact the delivery of services by peace officers	3.01.21
• Identify the components that comprise communities	3.01.22
• Discuss opportunities where peace officers can educate and learn from community members	3.01.23
• Identify resources which provide opportunities to educate and learn from the community, including: - Community forums - Community advisory groups	3.01.24
• Recognize a peace officer's role in influencing community attitudes	3.01.25
• Discuss government expectations of law enforcement and peace officers	3.01.26

In This Chapter

This chapter focuses on professional law enforcement. Refer to the chart below for specific topics.

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Peace Officer Responsibilities in the Community	1-8
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Introduction

Communities are best served when peace officers and other community members work together to identify, prioritize, and address issues that will improve the community's quality of life.

Definition

Community Policing is both an organizational and a personal philosophy that promotes police/**community partnerships** and proactive problem-solving to:

- Address the causes of crime
- Address the fear or perception of crime
- Improve the overall quality of life in the community

Essential Components

Community policing is an acknowledgment that peace officers need the community's help to solve community problems. Essential components of community policing are:

- Problem-solving
- Addressing quality of life issues
- Partnerships with the community
- Partnerships with other agencies
- Internal and external resources

Goals

Community policing goals include but are not limited to:

- Reducing/preventing crime
- Reducing the fear of crime
- Improving quality of life
- Increasing community
 - Awareness
 - Involvement
 - Responsibility
- Increasing local government involvement in problem-solving

Philosophy

Community Policing:

Is:	Is not:
• An organizational philosophy that permeates all of an agency's operations • Everyone in the agency embracing the philosophy • A working partnership with the community • The community participates in defining priorities for law enforcement agencies • Focusing directly on the substance of policing	• A specific program handled only by a separate unit • Individual assignments or programs such as Neighborhood Watch, youth services, or bike team officer • The sole responsibility of law enforcement • "Soft on crime" • A permanent increase in an officers' workload

Because community policing is a partnership between law enforcement and the community:

- An attitude of "us" (law enforcement) vs. "them" (community) is inappropriate and counter productive
- All aspects of the community benefit:
 - Community and its members
 - Law enforcement agencies
 - Individual peace officers

History

Policing today evolved from several organizational models developed over the years to improve law enforcement's professionalism and service to the community:

- **Sir Robert Peel**, commonly acknowledged as the founder of modern policing, developed nine principles in 1829 which set the foundation for law enforcement as we know it today. His Seventh Principle, still relevant today, states, *“Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and 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.”*

Several police models have developed over time. *One or more elements of these models have continued to be employed.* Some are:

- Traditional policing - defined over the last 50 years; policing is incident driven, reaction based, and enforcement focused with limited community interaction. Efforts directed toward maintaining order and apprehension of offenders after crimes have been committed.
- Professional policing - incorporated the traditional policing components and emphasized officer education and training, policies and procedures and the development of professional standards and behavior. Recognized as “command and control.”
- Community policing - combines elements of traditional and professional policing with an emphasis on community partnerships, prevention and collaborative problem solving to reduce crime, the fear of crime, and improve the quality of life.

PEACE OFFICER RESPONSIBILITIES IN THE COMMUNITY

Introduction

Peace officers have a responsibility to serve their communities on many levels through enforcement, education, and problem-solving.

Leadership

The philosophy and strategies of community partnership are not new to law enforcement, but the need to constantly rethink these ideas and to reaffirm the positive nature of law enforcement and community working together is every officer's responsibility. In an atmosphere of partnership, the "we together" must replace "us vs. them." The challenge to leadership is to find the "we together." Even though specialized units can be created to work on problems, it is the responsibility of everyone to find ways to engage the community and improve the quality of life.

Ethics

Peace officers can undo the "us vs. them" at the same time that they acquire high levels of tactical and problem-solving skills. Unethical behavior can perpetuate the "us vs. them" philosophy.

Peace Officer Responsibilities

It is the responsibility of peace officers to:

- Maintain order
- Enforce the law
- Prevent crime
- Deliver service
- Educate and learn from the community
- Work with the community to solve problems

To best carry out these responsibilities, peace officers need to work as generalists rather than specialists. Officers should adopt a proactive approach to developing a partnership between themselves, individuals, businesses, and groups in the community.

NOTE: These responsibilities are emphasized in every aspect of basic peace officer training.

The following table describes several peace officer responsibilities:

To be effective, peace officers should:	By:
Adhere to all levels of the law	• Providing enforcement of: - Statutory laws - City and county ordinances - Court orders
Be fair and impartial during enforcement	• Ensuring that enforcement decisions are based on: - The law - The court's interpretation of the law - Agency policy - The officer's own judgment based on experience and the situation • Ensuring that enforcement decisions are not based on: - Prejudices - Implicit bias - Attitudes - Appearances - Gratuities
Know their patrol area (beat) or area of responsibility	• Being familiar with aspects, including: - Size - Boundaries - Interconnecting routes for traffic directions - Nearest emergency services • Cultural, demographic, and socio-economic characteristics of the residents (including traditions, habits, and lifestyles)
Encourage the community to report and participate	• Encouraging and supporting the public, i.e. Attending meetings, educating the public • Collaborating and solving community problems

Proactive and reactive policing

Proactive approach means anticipating problems and acting in advance to address local concerns. Recognize crime patterns and safety hazards in the community to develop strategies to mitigate future incidents. By adopting a proactive approach, officers attempt to:

- Prevent problems from becoming worse
- Eliminate or minimize crime related problems
- Reduce criminal opportunity
- Deter potential offenders
- Develop crime prevention strategies

Reactive approach means responding to criminal activity and problems after they have taken place. It typically involves handling each call or incident as a separate, unique occurrence.

Proactive and reactive policing (Continued)

The following table provides some examples of proactive and reactive law enforcement.

Examples of Proactive Activities	Examples of Reactive Activities
• Making self-initiated on view arrests • Monitoring areas of frequent criminal activity (i.e. hot spots) • Reducing criminal opportunity through awareness • Encouraging the public to be on the alert for potential criminal activity (e.g. Crime Prevention Units and Neighborhood Crime Watch programs) • Interacting with established organizations such as church groups, civil boards, fire fighters, social workers, hospitals, and youth groups to educate them about crime prevention tactics. (e.g. meetings, seminars, ride along.) • Analyzing reports and crime trends to track possible locations and indications of potential criminal activity • Interacting with other law enforcement agencies to share case information and resources • Problem-solving • <u>Crime Prevention Through Environmental Design (CPTED)</u>	• Apprehending suspects for violation of the law • Collecting and preserving physical evidence at a crime scene • Taking thorough field notes and writing complete and accurate reports • Testifying in court • Following the directions of court orders warrants, and other official documents • Restricting activities and movements in controlled settings when necessary • Problem-solving

Community Expectations

People in a community expect peace officers to ensure their safety.

From an officer's point of view, maintaining order means taking actions to protect lives and property. From the community member's point of view, maintaining order may mean ensuring an expected quality of life.

The following table describes actions officers can take to maintain order within their community:

Action	Influence on the Community
Patrol the Community in a Highly Visible Manner	Visible patrols let the public see the peace officer as a presence to discourage criminal activity and provide a perception of safety
Maintain the Public Peace	Handling both private and public disputes before they escalate to disturbances that can place members of the community at risk
Manage Civil Disturbances	Dealing with opposing factions during strikes, demonstrations, and work stoppages in a manner that maintains the public peace without infringing on the rights of the individuals

The community expects peace officers to address violations of applicable laws and regulations. Objective enforcement by officers demonstrates the equal and unbiased application of the law.

Beat/Area Knowledge

To adequately enforce the law and prevent or reduce crime within a community, peace officers need to develop “beat/area knowledge.” This includes not just knowing the basic layout and makeup of the beat area, but also recognizing specific areas within the community that may require special attention and increased community interaction

Elements of Beat/Area Knowledge

The following table further explains the elements of beat/area knowledge:

Area	Examples
Critical Sites	• Schools • Hospitals • Airports • Bridges • Power plants • Chemical or industrial plants • Chemical storage facilities
Locations Requiring Special Attention, i.e. “Hot Spots”	• High crime areas (e.g. Liquor stores, pawn shops, problem neighborhoods, motels) • Isolated or low traffic areas • Traffic “choke points” (i.e. Congested roadways)
Potentially Dangerous Areas	• Local hazards (e.g. Potholes, roads that freeze, etc.) • Low lying areas that can easily flood • Earthquake-prone zones • Hillsides with a potential for mud slides • Dry areas with a higher-than-average potential for fire • Railroad crossings
Information Gathering and Partnerships	• Existing partnerships with the community, media, business, residents, government agencies

Current and Emerging Issue Affecting Service

Peace officers' ability to deliver effective service can be influenced by their ability to deal with current issues that impact their community.

The following table identifies several current and emerging issues that can impact the delivery of services by peace officers:

Issue	Examples	Impact on Delivery of Service
Changing Community Demographics	Rural to urban	Increase in calls for service
	Ethnic group representation	May require familiarity with a variety of customs and languages
Economic Shifts	Closure of a local factory or nearby military installation	Increased crime associated with unemployment
Advanced Technologies	Computers and the Internet	Increased white collar crime through the use of computers
	High-tech crime	Identity theft
Jail Overcrowding	Early Release Program	Increased crime/loss of respect
Cultural Diversity	Immigration patterns to the U.S.	Possible negative image of law enforcement
Continuous Law Changes	Additions and amendments to the Penal Code	Requires officers to continually update themselves on changes to the law in order to enforce it appropriately
Homeland Security	Terrorist threats/acts	Revising information sharing and intelligence gathering methods

Community Components

To effectively educate and learn from the public, officers must know how to reach people in their communities. The first step is to recognize that communities are made up of a number of overlapping groups. These groups can provide officers with forums through which they can talk to people with common interests and needs.

Communities are comprised of:

- Families
- Individuals
- Neighborhoods
- Schools
- Elected officials and local government agencies
- Businesses
- The media
- Social service organizations and agencies
- Religious institutions (e.g. Churches, synagogues, mosques, etc.)
- Law enforcement agencies

Education and Awareness

When peace officers participate in educational programs for community youth and adults, officers and the community both benefit. Community members gain an increased sense of empowerment and security as well as positive relationships with individual officers. Peace officers have the opportunity to learn from individuals and the community.

Officers will identify valuable information sources by interacting with community.

Officers will also foster the community's positive attitudes toward law enforcement through sharing their knowledge, experiences, and perceptions.

The community and peace officers can benefit from implementing their collaborative ideas and suggestions that result in reduced opportunities for criminal activity.

Educating and Learning from the Community

Opportunities for peace officers to educate and learn from community members can occur informally as well as formally. Any time an officer talks to an individual and useful information is exchanged, that officer is learning as well as serving in an educational role.

Other educational opportunities should involve officers participating in planned discussions, community activities, meeting with community service groups, or visiting local schools.

The following table identifies both formal and informal opportunities for learning from and educating community members regarding law enforcement and crime prevention:

Formal opportunities may include:	Informal opportunities may include:
• Speaking at community meetings • Visiting local schools • Teaching courses on the law and its implications at both the high school and college levels • Using the news media to disseminate timely information to both wide and specific audiences • Participating in collaborative meetings with two-way communication	• Initiating contacts and talking with individuals while on patrol • Being accessible and approachable whenever they are in the community • Talking to people who work and reside in the area • Using off-duty interactions as opportunities to educate

Each part of a community can provide peace officers with opportunities for learning from the community and providing educational services and programs.

Community Resources

By involving themselves in community activities, peace officers give community members the opportunity to see them as part of the community. ***Officers also see themselves as part of the community.***

The following table identifies available resources which provide opportunities to interact with community members:

Resource	Additional Information
Community Forums	Public meetings involving law enforcement personnel
Community Questionnaire	Designed to learn about community perception of service and identify problems most important to the members of the community
Community Advisory Groups	Having representatives from the community advise law enforcement regarding community concerns
Neighborhood/Business/ Apartment Watch Programs	Problem identification and information exchange between the community and law enforcement
Informational Presentations	Informing the public about local law enforcement departments/agencies, capabilities, and how the public can help
Property Management	Education/certification
Mass Media	Radio, television, newspapers, Internet
Collaboration and Problem-Solving Meetings	Meetings can be called by any party

Community Attitudes

Recognition of common community attitudes toward law enforcement and the origins of those attitudes can help peace officers understand how to further develop positive relationships with community members.

The following table describes common community expectations of peace officers, influences on community attitudes, and actions officers can take to promote positive relationships:

Members of the community expect:	Their attitudes may be influenced by:	Peace officers can promote a positive relationship by:
• Ethical behavior • Safety and security • Fairness and impartiality • Prompt and courteous services • Professional behavior • Technical competence • Input in the process • Improved quality of life	• Previous experience with law enforcement • Past and present law enforcement relations, with the community • Feelings of collective victimization (e.g. Serial rapist, kidnappings, child molester, hate crimes), exists • Level of fear • Apathy • Media coverage • T.V. shows/films	• Performing duties ethically • Getting to know community members • Demonstrating integrity • Promoting themselves in a positive light by getting involved in the community • Participating in or attending festivals, cultural celebrations, ethnic arts shows, or recitals • Encouraging community participation in law enforcement • Problem solving in partnership with the community • Knowing beat demographics

Government Expectations

All levels of government (federal, state, and local) hold certain expectations of peace officers. These expectations include, but are not limited to:

- Reducing and controlling crime
- Providing community service
- Enforcing the law
- Reducing or eliminating civil liability
- Problem-solving

Peace officers must be aware of the political issues that are important to the leaders of the community. Local leaders may have political objectives that can impact law enforcement activities.

Examples

A gang flourished at a local high school. The school board refused to allow police to interact with students on campus. The school board believed that a police presence would project a negative image about the safety of the campus and their ability to handle discipline. Officers collaborated with the school administration and convinced officials to allow them on the campus for drug education programs such as DARE or Students and the Law. The positive involvement of police officers with the students led to several tips which helped curtail gang activities. Officers successfully worked within political constraints to improve school safety and meet government and community expectations of law enforcement.

WORKBOOK LEARNING ACTIVITIES

Introduction

To help you review and apply the material covered in this chapter, a selection of learning activities has been included. No answers are provided. However, by referring to the appropriate text, you should be able to prepare a response.

Activity Questions

1. A group of local junior high school students congregate before and after school on a low wall just off school property. They verbally harass passing students, and smoke cigarettes, and some students have reported that drugs are being used in the area. The property is owned by the parents of one of the teens. They are unaware of the situation because it occurs while they are at work. Identify and describe at least one proactive response officers could take (or propose) to help the situation.
2. Officers were dispatched to a complaint of a loud party. While en route, their unit was diverted to respond to a DUI. Forty-five minutes elapsed before a second unit was able to arrive at the home of the person who made the complaint. The loud party was still going on and the neighbor was very agitated. Assume you are one of the officers who must now respond to this irate and frustrated person. How would you handle the situation? What would you say to the person who called in the complaint?

Activity Questions (Continued)

3. Assume you are the new patrol officer in the community. The previous officer who patrolled the neighborhood was viewed as being apathetic and lazy by members of the community. What specific actions would you take to improve community perceptions and maximize your ability to prevent crime, maintain order, and enforce the law? What obstacles might you face? How would your approach differ, if at all, if you were assigned to a neighborhood with a positive perception of law enforcement?

4. How do you think “beat knowledge” contributes to officers’ abilities to effectively perform each of their roles in the community? Explain how this knowledge helps officers:
 - Maintain order
 - Prevent crime
 - Educate and learn from the community
 - Enforce the law
 - Deliver service
 - Work with the community to solve problems

Activity Questions (Continued)

5. What is community policing? The evolution of policing? How can community policing benefit law enforcement?

Chapter 2

Community Partnerships

OVERVIEW

Learning Need

Peace officers need to understand that community partnerships provide opportunities to effect greater change than could be accomplished by any one group alone.

Learning Objective

The chart below identifies the student learning objectives for this chapter.

After completing study of this chapter, the student will be able to:	Objective ID
• Define community partnerships	3.02.11
• Discuss the key elements for developing trust between community partners, including: - Truth - Respect - Understanding - Support - Teamwork	3.02.12
• Discuss the relationship of ethics to the badge of office	3.02.13
• Identify the essential partnering skills, including: - Leadership - Communication - Facilitation - Community mobilization	3.02.14
• Discuss leadership skills in community policing	3.02.16

After completing study of this chapter, the student will be able to:	Objective ID
Define communication	3.02.17
- Recognize the components of a message in communications with others, including: - Content (words) - Voice characteristics - Nonverbal signals	3.02.18
Recognize the potential effects of negative nonverbal signals	3.02.19
- Give examples of effective communication techniques for: - Active listening - Establishing effective lines of communication - Overcoming barriers to communication	3.02.20
Discuss the communication techniques that can be used for obtaining voluntary compliance	3.02.21
Define facilitation	3.02.22
- Discuss the components of the facilitation process, including: - Being familiar with the issues - Establishing meeting guidelines - Stating meeting purpose, scope, and need - Stating and clarifying objectives - Prioritizing competing problems and issues - Identifying potential solutions	3.02.23
- Apply facilitation techniques reflecting professional behavior, including: - Maintaining the focus on the issues and stimulating discussion - Displaying interest in the issues - Leading the group toward problem resolution - Helping participants learn from the problem-solving experience - Dealing calmly and respectfully with unexpected incidents - Maintaining objectivity	3.02.24

After completing study of this chapter, the student will be able to:	Objective ID
• Give examples of obstacles that officers may encounter when developing community partnerships	3.02.25
• Define community mobilization	3.02.26
• Discuss the elements of the community mobilization process, including - Getting people involved - Identifying community resources (skills) - Calling for action - Educating the public - Taking responsibility for public safety and quality of life • Sustaining effort	3.02.27
• Discuss community mobilization methods	3.02.28
• Discuss the benefits of maintaining a positive relationship with the news media	3.02.29
• Discuss the components of a community inventory, including: - Partners - Stakeholders • Community collaboration	3.02.30
• Define homeland security	3.02.31
• Identify the benefits of integrating community mobilization and homeland security	3.02.32

In This Chapter

This chapter focuses on the concepts of community partnerships. Refer to the following chart for specific topics.

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Communication	2-10
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COMMUNITY PARTNERSHIPS

Introduction

Policing involves outreach that is designed to promote **community partnerships**. In this effort, officers and local resources work together to identify and solve common problems. The phrase, “The whole is greater than the sum of all its parts,” exemplifies the importance of developing trust between community partners.

Definition

Community partnerships are relationships comprised of two or more individuals, groups, or organizations working together to address an issue.

Community partnerships are any combination of, but not limited to, the following resources:

- Neighborhood residents
- Schools
- Businesses
- Faith based organizations
- News media
- Victim services organizations
- Health care providers
- Community service groups
- Law enforcement agencies
- City and county departments
- Government agencies

Developing Trust

Trust is vital to building long-lasting, innovative community partnerships capable of solving problems and improving the community’s quality of life.

The key elements of building trust are:

- TRUTH -** Open and honest communication among partners is essential. Be truthful about what you can and cannot do, what you want to accomplish and what you are willing to do as a partner.
- RESPECT -** Partners must become aware of each other's strengths. By mapping and engaging existing community assets and learning about your partners' gifts, talents, experiences or resources, you can better understand and respect each other. Show empathy to the importance of the community member on the issue involving the police.
- UNDERSTANDING -** It is vital to appreciate the diversity of each partner. Understanding issues from another person's perspective is valuable to building strong partnership bridges.
- SUPPORT -** Partners should develop specific roles and responsibilities, strategies, objectives, goals and action plans. Necessary support in the form of time, labor, money or materials is essential to the partnership's foundation.
- TEAMWORK -** Each partner can play a role in problem-solving efforts. Working together and celebrating success as a team is important to the long-term viability of the group.

Ethics and Badge of Office

Law enforcement is based on a standard of ethical conduct and is symbolized by a badge of office. This badge is a symbol of public trust. The character of the person behind the badge is more important than the authority the badge represents. Forming effective community partnerships is impossible without trust and integrity.

Essential Partnering Skills

It is critical that peace officers develop and use partnering skills. Partnering skills that are essential for partnership development are:

- Leadership
- Communication
- Facilitation
- Community mobilization

Introduction

Peace officers are expected to be leaders in the community. They are also expected to identify neighborhood problems. The success of problem-solving partnerships depends upon the leadership of officers.

Definition

Leadership is the practice of influencing people while using ethical values and goals to produce an intended change.

Ethical Leadership Skills in Community Policing

Leadership by peace officers may be the most important element for successful police-community partnerships. In a contemporary policing environment, officers with ethical leadership skills:

- Conduct themselves ethically
- Embrace change
- Think creatively
- Demonstrate decisiveness
- Promote trust
- Delegate authority
- Decentralize decision-making
- Take action
- Communicate well
- Share command
- Articulate a vision
- Demonstrate integrity
- Demonstrate commitment
- Demonstrate accountability

Introduction

The development of police-community partnerships requires officers to communicate effectively. Skillful communication is an important officer safety tool. Knowing and applying a variety of communication techniques enhances an officer's ability to successfully communicate with all segments of the community.

To perform competently, it is essential that peace officers develop effective communication skills.

Although a significant portion of an officer's job is based upon a body of knowledge (penal codes, regulations, case laws, vehicle codes, etc.), it is unrealistic to expect the public to understand all of the language associated with the officer's knowledge. Officers should avoid using "police jargon" when speaking with the public.

Definition

Communication is the sending and receiving of messages, both verbal and nonverbal, between two or more people.

Essential Elements of Communication

Communication involves four essential elements:

- Sender
- Receiver
- Message
- Circumstances under which the communication occurs

Communication Process

For communication to be effective, the message the sender gives should be the same message the receiver gets. In many instances some form of external or internal interference may alter the message that is received.

Good communication techniques are used to clarify issues and accurately exchange information.

Feedback is the receiver's response to the message. Feedback tells the sender whether the receiver has an accurate understanding of the message. Peace officers must train themselves to recognize feedback that can tell them how their messages are received.

Peace Officer Visibility

Policing is a highly visible profession which demands good communication skills. When officers communicate with members of the public, they represent:

- Their agency executive (e.g. chief, director, sheriff, commissioner)
- The government (e.g. city, county, state, and federal)
- The public interest
- Authority (i.e. laws, the Constitution, the Bill of Rights)
- The law enforcement profession as a whole

It is essential that information flowing *to and from* these various points be accurate and clearly received.

Message Components

The message that is communicated between a receiver and a sender is comprised of more than words. The total message communicated is comprised of the following components:

- Content (words)
- Voice characteristics
- Nonverbal signals

Content

Peace officers need to recognize that the content (words) they choose may account for only a small portion of the message they communicate.

Officers must choose words carefully to make sure their message is clear and precise. If receivers pick up even one mistake (perceived error or untruth) in the content, credibility is lost, and communication breaks down.

Officers also need to be aware that a person's words do not always reflect what the person really means. Words are not always identical to the meaning of the message being sent. Officers need to consider their words in the context of the situation.

Example: A burglary victim waited two hours for an officer to arrive. When the officer appeared at the door, the victim was angry and said, "Where have you been? What took you so long? My taxes pay your salary!" In this situation, the individual was really angry at the situation, but he vented that anger toward the officer. He was feeling personally violated, wanted help, and wanted his lost property back. It was important for the officer to respond to the real meaning of the man's message by placing the words in context, instead of reacting to the spoken words alone.

Voice Characteristics

Voice characteristics may account for a greater portion of the information sent in a message. The following table describes four primary voice characteristics that receivers evaluate when they decode a message:

Voice Characteristics	Description
Tone	Tone refers to the manner of speaking. It conveys the emotion or intention behind the words. • When a listener perceives a conflict between the content of the message and the speaker's tone of voice, the listener is likely to believe the speaker's tone of voice • Ninety percent of personnel complaints against peace officers occur because of improper use of tone. (Not "what" was said, but "how" it was said.) • An oppressive tone of voice discourages communication
Pace	• Pace is the speed at which a person speaks (i.e. fast or slow) • A change in pace can signal to the listener that something is about to happen (This is important for officers to remember not only when they speak, but also as they listen and evaluate others.)
Pitch	• Pitch refers to how high or low a person is speaking. It is also used to describe whether a voice is soft or loud • High pitch may indicate excitement or elevated emotions
Modulation	• Modulation refers to the rhythm in the voice. Rhythm is changed by varying which words are stressed in a sentence • Modifying the modulation or emphasis placed on different words in a message can completely change the message's meaning • An officer's professional conduct is determined, in part, by modulation

Example

The following example illustrates how modifying the modulation changes the meaning of a sentence. Read the following sentence aloud six times. Each time emphasize the bold, italicized word(s).

“*I* never said you stole the money.”

“I **never** said you stole the money.”

“I never **said** you stole the money.”

“I never said **you** stole the money.”

“I never said you **stole** the money.”

“I never said you stole **the money**.”

Nonverbal Signs

Nonverbal signals may account for the largest portion of the message being conveyed. If there is a conflict between a speaker’s voice and a speaker’s nonverbal signals, the listener is likely to give more weight to the nonverbal message.

Nonverbal actions include:

- Body language (e.g. failure to look a person in the eye)
- **Proxemics** (spatial relationship or positioning of the speaker relative to the listener)

Nonverbal Danger Signals

If an officer sees contradictions between a person’s body language and what the person is saying, the officer should give more weight to the nonverbal message.

Officers should look for danger signals in a person’s nonverbal action. These nonverbal danger signals include, but are not limited to, the following:

- Backing or turning away from the officer
- Poor eye contact
- Extreme hand motion or concealment

Negative Nonverbal Signals

Officers should be aware of their own nonverbal signals. Being conscious of the signals their bodies send can help officers better convey their intended messages to a victim, witness, suspect, or other members of the community. The effects of negative nonverbal signals or mannerisms may include:

- Making a poor impression
- Contradicting what an officer is saying verbally
- Potentially escalating situations
- Diminished credibility
- Inhibiting proper communication

The following table describes nonverbal signals that usually have a negative impact on the message receiver:

Signal Type	Examples
Gestures	• signaling “stop” with the hand • pointing at a person • glancing at a watch while someone else is talking
Facial Expressions	• rolling the eyes • sneering • frowning • poor eye contact
Physical Actions or Mannerisms	• clenching fists to the side (displays anger) • crossing arms across the chest • shrugging shoulders

Examples

1. Deputy Jones used an empathetic tone of voice while interviewing a rape victim, but he also glanced at his watch frequently while she was talking. Because of the officer's negative nonverbal signals, the victim began to feel that the officer was thinking about other things and did not really care about what had happened to her. The victim felt even more demeaned and stopped talking.
2. An officer verbally encouraged a witness to include any details she could remember regarding an armed robbery. As the woman spoke, one officer kept looking over to his partner and rolling his eyes when he thought the witness would not notice. The woman did notice and felt that the officer did not care about what she was saying and was making fun of her. Because of the officer's nonverbal signals, the witness completed her account abruptly and may have unintentionally left out important details.

Active Listening and Communication Techniques

Active listening is a critical part of effectively translating messages. Active listening involves the listener's deliberate and conscious concentration on what is being said. It also provides information to the sender that the message is being received.

Officers must recognize that before they try to send a message, they must first actively listen to the intended audience. This listening will allow the officer to read the audience and eliminate as much interference as possible in the message they send in return.

The following table presents four steps for active listening:

Step	Action
1	Be open and unbiased, and allow the person to speak
2	Hear literally what is said (don't cloud the message with interpretation at this point)
3	Interpret what is said
4	Provide an appropriate response (reflecting that the message was received)

Active listening is a way to hear precisely what is meant and responding in a manner that promotes mutual understanding. Some of the benefits of active listening are:

- Helping to avoid misunderstandings
- Allowing opportunities for people to open up
- Diffusing tension
- Increase police legitimacy

NOTE: Active listening also helps officers maintain their personal safety by becoming more aware of the people with whom they are interacting.

Active Listening and Communication Techniques (Continued)

Peace officers should project that they are active listeners. Use of certain techniques can help demonstrate to others that you are attentive and interested in accurately understanding the message.

Communication Technique	Description
Paraphrasing or Restating	• An officer puts the other person's meaning into the officer's own words. E.g.: (speaker) • "I can't figure her out. First she agrees, then she disagrees." (officer) "she confuses you." • To check your meaning restate basic facts. E.g.: (officer) "I believe I heard you say..." "let me be sure I understand you. You said..."
Summarizing	• Creates sense of decisiveness and authority • Can be used to reconnect communication that is interrupted • Restate what has been said accurately, briefly and clearly. E.g. "let me be certain i understand..."
Ask Questions/Clarify	• Recognize appropriate questioning strategies • Vary question with wrong interpretation to get speaker to explain, e.g. "did you say the person entered through a window..." "when did the incident happen?"

Active Listening and Communication Techniques (Continued)

Peace officers should project that they are active listeners. Use of certain techniques can help demonstrate to others that you are attentive and interested in accurately understanding the message.

Communication Technique	Description
Empathizing	• Project sincere, empathetic attitude by: - Treating the other person as the officer would want to be treated in the same circumstances - Developing a sense of what it might be like to see through the eyes of the other person and trying to construct a verbal way to relate to them - recognizing that people have a right to their own points of view • Encourage the speaker; use neutral words; don't agree or disagree. e.g.: would you tell me more about the person?"

NOTE: Empathizing does not imply agreement. It requires that officers understand the perspective of the person with whom they are communicating.

In addition to verbal techniques, use of effective non-verbal techniques is beneficial, i.e. good eye contact, appropriate silence and facial expressions.

Active Listening and Interpretation

Frequently, the most difficult step in active listening is the interpretation of the speaker's message. Peace officers must learn, through practice, to react to what people mean, not just what they say.

Example: A victim appeared to be angry and told the responding deputy, "What took you so long to get here?" Although the literal message is a question about response time, the victim's real meaning may be, "I'm afraid and I need your help!" A deputy practicing active listening would reassure the victim and help calm him or her, rather than becoming defensive.

Lines of Communication

For an officer to converse effectively, the lines of communication must be as clear of interference as possible. Officers can help keep lines of communication clear in many situations by:

- Conveying an attitude of self-confidence and professionalism
- Showing an understanding of the situation
- Demonstrating a caring attitude
- Being attentive to what is being said, and how it is being said
- Using language and vocabulary that are appropriate to the situation
- Being open to a different point-of-view

Community Barriers to Communication

Members of the community are unique in their heritage, beliefs, customs, gender, age, economic status, sexual orientation, lifestyle, and ethnicity. All of these factors combine to make communication challenging.

In general, officers can help break down communication barriers by:

- Always treating people in a professional manner regardless of their role or background (victim, suspect, homeless, immigration status, etc.)
- Responding promptly to any call
- Being courteous to all individuals contacted
- Avoiding pre-judging individuals
- Remembering not to underestimate people based on their appearance
- Maintaining self-control at all times
- Becoming familiar with cultural customs of different community groups

Communication Techniques for Obtaining Voluntary Compliance

A major goal of peace officers is to generate voluntary compliance without resorting to physical force. The following table identifies communication techniques and skills for obtaining voluntary compliance:

Action	Description	Example
Ask (Ethical Appeal)	• Give the subject an opportunity to voluntarily comply • Voice • Neutrality • Respect • Trustworthiness	A man is creating a disturbance in a bar after refusing to produce identification. He has been asked to leave by the bartender. He refuses to do so, and the police are summoned. When the officer arrives, she asks the subject, <i>"Will you please leave?"</i>
Set Context (Reasonable Appeal)	• Identify and explain the law, policy, or rationale that applies to the situation • Answer the subject's question "Why?" (Question may be implied rather than voiced) • Give the subject another opportunity to voluntarily comply	(Continuing the previous scenario) The subject responds to the officer's request by saying, "I ain't goin' nowhere!" The officer then says, "If you refuse to leave, you may be subject to arrest for ... I suggest you leave."

Communication Techniques for Obtaining Voluntary Compliance (Continued)

Action	Description	Example
Present Options (Personal Appeal)	• Explain possible options or courses of action which can be taken and their consequences for the subject • Give the subject another opportunity to voluntarily comply	(Continuing the previous scenario) The subject still refuses. The officer explains, “you are aware that if you are arrested you will be handcuffed, booked at jail, need to post bail, perhaps humiliation and embarrassment ...” Or, you can just leave and we both will be on our way. (The list of options can be expanded)
Act (Take appropriate action)	• Take appropriate action	(Continuing the previous scenario) If the subject still does not comply, the officer should use reasonable force to place the person under arrest.

NOTE: This table is also illustrated in LD 22: Vehicle Pullovers. It is shown here for the benefit of the students attending the Specialized Investigators Basic Course and the Requalification Course.

Use of Force

When verbal communication is not effective, peace officers must use the force option that is appropriate to gain control of the person(s) and the situation. The actions of the subject(s) and other relevant conditions or circumstances, will determine the type or amount of reasonable force that will be applied.

NOTE: Refer to LD 20: Use of Force/Deescalation, for additional details on force options.

Introduction

While a group of people may agree that a problem exists and needs to be resolved, there are many opinions on how that problem could be solved. Using good facilitation skills, an officer can bring these diverse opinions together in a way that everyone's concerns are heard and considered. It is an opportunity for an officer to exercise leadership and play an important role to guide the collaborative effort.

Facilitation is beneficial to help establish community partnerships because it helps the group stay focused and moves meetings toward resolution.

Definition

Facilitation is a consensus building process which brings together diverse priorities and perspectives toward a desired outcome. Facilitation requires recognizing group dynamics and using those dynamics to ensure everyone has an opportunity to provide input and be respected.

Facilitation Process Components

The facilitation process for meetings is comprised of several components that should be included in facilitating meetings:

- Being as familiar with issues
- Establishing meeting guidelines
- Stating meeting purpose, scope, and need
- Stating and clarify objectives
- Prioritizing competing problems and issues
- Identifying potential solutions

Facilitation Techniques

Applying facilitation techniques that reflect professional behavior can significantly enhance partnership-building and meeting productivity. Examples of these techniques include:

- Maintaining the focus on the issues and stimulating discussion
- Displaying interest in the issues
- Leading group toward problem resolution
- Helping participants learn from problem-solving experience
- Dealing calmly and professionally with unexpected incidents
- Identifying potential solutions
- Maintaining objectivity

Obstacles to Developing Community Partnerships

Officers may encounter obstacles which could impede the development of successful partnerships. Officers should be aware that these obstacles may include negative stereotypes of peace officers which may be held by the community.

Potential Obstacles	Problem Example	Possible Strategies
Internal	In response to several gang shootings, a watch commander announces a new enforcement-driven plan to target gang members.	Offer a suggestion to your supervisor to convene a gang summit facilitated by a local gang-intervention organization.
External	Cutbacks to services and programs provided by other city/county providers.	Communicate with city service representatives about changing service priorities.

Obstacles to Developing Community Partnerships (Continued)

Potential Obstacles	Problem Example	Possible Strategies
Not enough time for problem solving	Officers respond to an increased number of calls for service.	• Use resources and discretionary time effectively • Suggest implementing prearranged problem-solving time
Stereotypes	A group of officers request to be excused from a Neighborhood Watch meeting involving a very vocal and opinionated homeowners' group.	• Attend the meeting • Appreciate their involvement in Neighborhood Watch • Listen to their concerns and channel their concerns into a commitment to be part of the solution
"Us vs. Them" mentality	At a town hall meeting, several community members voice complaints about prolonged response times to recent emergency calls.	• Acknowledge concerns • Discuss current deployment • Educate the group about more effective reporting methods
Contemporary Issues in Policing	An officer is captured on video using force against a suspect which community members believe to be excessive	• Acknowledge concerns of the community without drawing conclusions about the event too early in favor of 1 party over another

Negative Stereotypes

Negative stereotypes of peace officers which may be held by the community can be obstacles to facilitating community partnerships

Common Negative Stereotypes of Peace Officers		
Peace officers:	This stereotype may be reinforced by:	Officers can help counter stereotypes by:
Are apathetic	• Insensitive actions • Lack of empathy	• Demonstrating empathy to the person's needs and concerns • Demonstrate interest in the community's problems
Are unethical and engage in unprofessional conduct	• Accepting gratuities • Abusing authority • Adhering to a code of silence • Unreasonable force • Corruption • Abusing publicly owned equipment	• Adhering to the law enforcement code of ethics/code of professional conduct • Holding themselves and peers to the highest standards of behavior • Using public vehicles for public business only
Are prejudiced	• Targeting certain groups • Applying different standards of enforcement or assistance for different groups in the community	• Treating all people in a respectful manner • Remaining impartial • Not allowing a bad experience on one call affect judgment on another

Negative Stereotypes (Continued)

Common Negative Stereotypes of Peace Officers		
Peace officers:	This stereotype may be reinforced by:	Officers can help counter stereotypes by:
Project a poor public image	• Presenting a poor physical image (e.g. Being overweight) • Wearing sloppy uniforms • Inappropriate demeanor or body language (e.g. Acting tough to intimidate others)	• Adopting a lifestyle conducive to lifelong fitness • Demonstrating pride in their personal appearance • Controlling their temper and emotions • Model ethical leadership
Are unable or unwilling to handle service calls	• Inadequately trained officers dealing with situations for which they are not prepared • Officer inability or unwillingness to apply trained job skills	• Responding promptly and courteously to all calls • Acknowledging their own limitations and calling for assistance when needed

Introduction

Community mobilization is effective for reducing calls for service and the incidence of crime. The value of community mobilization lies in addressing community concerns and solving problems. This skill becomes more important as officers serve increasingly diverse communities.

Definition

Community mobilization is a continual process of identifying, bringing together, and involving community members for crime prevention and problem-solving.

Elements

The mobilization process includes the following elements:

- Getting people involved
- Identifying community resources (skills)
- Calling for action
- Educating the public
- Taking responsibility for public safety and quality of life
- Sustaining effort

Mobilization Methods

Mobilization methods include, but are not limited to:

- The Internet
- Flyers
- Meetings
- Email alerts
- Events
- The media

News Media/Social Media

The news media and social media platforms are community partners and valuable resources to law enforcement. They are powerful tools for communicating information quickly throughout a community.

A positive relationship between the various media platforms, peace officers, and agencies can have several benefits for law enforcement. These benefits include:

- Aiding in crime prevention efforts/programs
- Aiding in investigations of missing persons
- Assisting in the apprehension of a suspect, e.g. Amber Alert
- Warning the public of potential danger, e.g. traffic issues
- Influencing public opinion
- Aiding recruitment efforts
- Promoting a positive image of law enforcement
- Improving communication between the department and the community

NOTE: Officers are responsible for being aware of and complying with all penal code and agency-specific policies and guidelines regarding procedures for releasing information to the media.

Community Inventory

A community inventory is a review of a community and its members. A community inventory's purpose is to identify community members and their:

- Skills and abilities
- Needs and characteristics

All available resources and creative strategies can be used to address community issues. A community inventory is a basic component of a problem-solving process within a community or beat area.

In community policing, a **partner** is an individual or group who may have a vested interest in the outcome of a problem and are referred to as **stakeholders**. The partner actively participates in the collaborative study, analysis, response, to, and evaluation of problems.

Community Inventory (Continued)

Stakeholders include, but are not limited to:

- Residents
- Business owners
- Local government officials

Members of a community can fulfill their responsibility as stakeholders and become involved in the public safety function.

Community collaboration is a strategy for identifying, addressing and preventing problems, and acknowledging accomplishments. It requires a commitment to work together to accomplish a common mission. This involves working with community members or stakeholders who:

- Have a vested interest in a problem
- Are willing to commit resources toward its solution

Introduction

The philosophy of community policing, with its tenets of prevention, problem solving, and partnerships, can be a highly effective resource in the context of homeland security. Proactive community mobilization can facilitate the prevention of, the preparedness for, and an effective response to acts of **terrorism**.

Terrorism

There is no single, universally accepted definition of terrorism. Terrorism is defined as “...the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives.” (28 Code of Federal Regulations Section 0.85)

Peace officers trained to recognize indicators of terrorist activity are able to proactively share information that will help safeguard communities and enhance homeland security efforts.

Homeland Security

Homeland security is a cooperative effort between communities and law enforcement to prevent, or respond to, terrorist acts.

It is a unified national effort to:

- Mobilize and organize our nation to secure the homeland
- Prevent terrorist attacks within the United States
- Reduce America’s vulnerability to terrorism
- Minimize the damage and facilitate the recovery from attacks that do occur

Supporting Homeland Security

Officers should recognize that developing effective ways of integrating community mobilization and homeland security can benefit in:

- Improved communication
- Coordination of information flow
- Identification of potential terrorists
- Identification of potential terrorist targets
- Preventing or preempting terrorist acts
- Responding to terrorist acts
- Apprehending those who commit terrorist acts
- Information sharing (federal, state and local agencies, community members)
- Intelligence gathering

Community Volunteers

Community policing can help law enforcement prevent and respond to terrorist incidents by drawing on community contacts and citizen involvement.

NOTE: The use of citizen volunteers through the nationwide Citizen Corps, (i.e. Volunteers in Police Service (VIPS) and Community Emergency Response Team (CERT) is an example of how community members can be a valuable resource to partner with law enforcement to make communities safer. (www.citizencorps.gov) (www.policevolunteers.org) (www.training.fema.gov/EMIWeb/cert.)

Problem-Solving and Homeland Security

Enforcement of the law is a crucial responsibility of peace officers. In community policing, agencies focus not only on enforcement, but on collaborative problem-solving strategies to address the underlying conditions that contribute to crime and disorder. These strategies can support agencies in the objectives of securing the homeland.

WORKBOOK LEARNING ACTIVITIES

To help you review and apply the material covered in this chapter, a selection of learning activities has been included. No answers are provided. However, by referring to the appropriate text, you should be able to prepare a response.

Activity Questions

1. How do you think a peace officer's basic communication skills might affect that officer's ability to gain voluntary compliance?

2. Reflect on a recent conversation you had with another. Assess your active listening skill. How could you improve? How do you think your ability to listen actively might affect your ability to respond to a victim of an assault? An agitated subject you have detained? An elderly person who is asking for directions?

Activity Questions (Continued)

3. Assume you are a deputy responding to a call regarding a dispute between two roommates. When you arrive, one roommate becomes angry that the other has called law enforcement officers over the argument. The individual begins to direct his anger, in the form of verbal abuse, toward you for interfering in what he perceives is a private matter. Describe how you could deal with the verbal abuse without escalating the situation.
4. You have been directed by your sergeant to attend a local neighborhood watch meeting with divergent views about the perceived lack of police presence to address vehicle speeding. You have been advised that the media may be present. What are some of the techniques you would employ to facilitate the meeting? How would you demonstrate leadership? Identify some of the potential resources that may contribute to community mobilization.

Activity Questions (Continued)

5. How can peace officers gather information to advance securing the homeland?
Explain the importance of trust and the building of partnership to assist in preventing and responding to terrorism

Chapter 3

Problem Solving

OVERVIEW

Learning Need

Peace officers need to recognize that effective problem-solving is a process that identifies and addresses the underlying conditions of crime and disorder in the community.

Learning Objectives

The chart below identifies the student learning objectives for this chapter.

After completing study of this chapter, the student will be able to:	Objective ID
Define the term “problem”	3.03.08
- Identify the elements of the crime triangle, including: - Victim - Offender - Location	3.03.09
Discuss the Broken Windows Theory	3.03.10
Define problem-solving	3.03.11
Distinguish between Problem-Oriented Policing (POP) and Community Policing (CP)	3.03.12
Define and discuss a problem-solving strategy	3.03.13
Apply a problem-solving strategy	3.03.14
Define crime prevention	3.03.15

After completing study of this chapter, the student will be able to:	Objective ID
Identify crime prevention strategies	3.03.16
Give examples of crime risk factors	3.03.17
Identify methods for recognizing crime problems	3.03.18
Define Crime Prevention Through Environmental Design (CPTED)	3.03.19
- Identify the principles of Crime Prevention Through Environmental Design (CPTED) - Natural surveillance - Access control - Territorial reinforcements - Image	3.03.20
Discuss crime prevention programs within the community	3.03.21

In This Chapter

This chapter focuses on the concepts of problem-solving and crime prevention. Refer to the following chart for specific topics.

Topic	See Page
Problem-Solving	3-4
Crime Prevention	3-17
Workbook Learning Activities: Problem-Solving Exercise	3-24

Introduction

Problem-solving is a way of policing, rather than something that is done in addition to or apart from an officer's daily duties. Problem-solving is a core skill to the policing profession. Peace officers are expected to be problem solvers.

Definition

A problem is identified as:

- Two or more incidents that are
 - Similar in nature
 - Causing harm or are capable of causing harm
- With an expectation that the police will do something about it

A problem is a basic unit of police work. It may or may not be a crime. Examples of problems that may not be crimes are:

- Landscaping that obscure traffic control signs
- Large groups of students congregating in a local park after school

Generally, three elements are required to constitute a crime:

- A victim
- An offender
- A location

Crime Triangle

These three elements are commonly combined into a graphic that shows their relationship to one another. The graphic is sometimes referred to as the **crime triangle**, or problem analysis triangle. It is used to show the links between the three elements and a way of thinking about recurring problems.



Crime Triangle Elements

All three elements are required to complete a crime. If one side of the triangle is removed, the crime will not occur.

How are incidents related?

- Location
- Suspect or group of suspects
- Victim group or type
- Behavior or method
- Time
- Evidence

Broken Window Theory

The Broken Windows Theory, developed by James Q. Wilson and George Kelling, is a problem-solving theory based on the idea that one unchecked problem may lead to other problems.

Serious street crime flourishes in areas in which disorderly behavior goes unchecked. The unchecked panhandler for example, is the first broken window. Muggers believe they reduce their chances of being caught if they operate on streets that already show signs of neglect by the community. A thief may reason that it is less likely for someone to call the police because the neighborhood gives the appearance that no one cares about it anyway. By dealing with disorder, a reduction in crime often follows.

Examples of community “broken windows” are:

- Graffiti
- Illegal dumping
- Blighted property
- Drinking in public
- Prostitution

Definition

Problem-solving is a comprehensive planning process that attempts to attain long-term benefits through effectively:

- Identifying problems and priorities
- Collecting and analyzing information concerning the problem in a thorough, though not complicated, manner
- Developing or facilitating responses that are innovative, tailor-made with the best potential for eliminating or reducing the problem
- Evaluating the response to determine its effectiveness and modifying it as necessary

Problem-solving is an effective policing strategy to engage the community in addressing specific crimes and disorder. Following a structured process, will help officers become skilled in their problem-solving efforts.

Some of the more recognized problem solving models include: **SARA**, developed as a result of a problem-oriented policing project in Newport News, Virginia that has four steps or stages: Scanning, Analysis, Response, and Assessment, **CAPRA**, used by the Royal Canadian Mounted Police (RCMP) that focuses on Clients, Acquiring/Analyzing Information, Partnership, Response and Assessment of Action, and **SECURE**, developed by the Florida Department of Law Enforcement that focuses on Safety, Ethics, Community, Understanding, Response and Evaluation.

Problem-Oriented Policing (POP) and Community Policing (CP)

While the terms “**Problem-Oriented Policing**” (POP) and “**Community Policing**” (CP) have been used synonymously, the focus of each is different. POP is an approach to policing in which the focus is on a thorough analysis of problems within the police mandate, developing a prevention response. Implementation of a strategy and evaluation of the results, and collaboration with the community depends on the problem.

The focus of CP is an all-encompassing philosophy which includes problem-oriented policing and engages the community in the policing process. It is a practice that involves problem-solving, partnership and mobilization within the community to achieve objectives.

Steps for Problem-Solving Strategy

Of the available problem-solving models, one commonly used is the SARA model. Steps (stages) of the SARA model are:



- Scanning - identifying the problem(s)
- Analysis - collecting and examining information
- Response - developing and implementing solutions based on the analysis
- Assessment - evaluating the effectiveness of the strategy selected

The SARA model can be applied to a broad variety of crime or disorder situations and criminal investigations such as: street prostitution, vehicle collisions, robbery at automated teller machines, drug labs, graffiti, rave parties, false burglar alarms, check fraud, and gun violence against young offenders.

Steps for Problem-Solving Strategy (Continued)

All problem-solving models include, but are not limited to the following steps:

Step	Actions	Result
Scanning	• Develop a thorough problem statement. • Has the problem been prioritized? • Has community input been sought? • Does the problem need to be redefined?	• Problem correctly identified as vehicle burglaries occurring in the past month. • Stakeholders are identified as proprietors and customers of local businesses. • Competing problems (e.g. petty theft, vandalism, etc.) are prioritized.
Analysis	• Pose questions about the problem, including: • When and where (location) does the problem occur? • Who are the offenders? • Who are the victims? • What type of property was taken? • What type of car was burglarized? • Why was car burglarized? • • Ask as many questions about the problem as you can.	• Through analysis, it was determined that: • A majority of these crimes were occurring in one portion of the parking lot. • That a majority occurred during a three-hour period in the evening. • Property taken was mostly purses, wallets, cell phones, and other personal valuables left in the car. • Most victims belonged to a health club located in the mall. • The parking lot location was at one end and did not have adequate lighting.

Steps for Problem-Solving Strategy (Continued)

Step	Actions	Result
Response	• Brainstorm possible interventions. • Goals of the response plan. • Who can help in the response? • How will it be implemented? • Tailor solutions to specific causes of the problem. • Review findings about the three sides of the crime triangle (offender, victim, location).	• Work with health club owners to educate patrons about problem of leaving items in cars. • Work with mall owners to improve lighting. • Work with mall security for extra patrol of area. • Use volunteers to pass out prevention flyers on cars.
Assessment	• Determine means of measuring effectiveness of the response. • Evaluate success of the strategy. • Did the problem decline? • If so, was the response to the problem the reason for the decline? • Should any elements of the problem be referred to other resources? • Perform ongoing evaluation.	• Use crime analysis data to track crimes at that location. • Assessment of 30, 90, and 180 days. • Problem declines. • Incidents reduced. • Personal observations and perceptions. • Ongoing review and monitoring progress of response. • If strategy is ineffective, repeat the process (if possible).

Applying Problem-Solving Strategy

When applying a problem-solving strategy, the following factors should be considered in attaining the goal:

Factors:	
Specific	• Can the problem be defined clearly?
Measurable	• Will the harm from the problem be reduced? • Did the number of incidents decrease? • Is the action legal, within policy, and ethical? • What is the expected outcome?
Attainable	• Are small wins acceptable? • Can the problem be referred to another agency for successful reduction?
Realistic	• Can the problem be eliminated? • Can the problem be reduced? • If so, what harm will be caused by reducing the problem? • Or will efforts merely move the problem to a different location (displacement)?
Timely	• What is the realistic expectation of time for attainment of the solution? • Is the proposed solution really needed at this time?
Sustainable	• What resources are required to maintain ongoing resolution of the problem?

Problem-Based Learning (PBL)

Problem-Based Learning (PBL), originated for students in the field of medicine in the 1960's, and since adopted worldwide by universities, high schools, middle schools and elementary schools, has emerged as a teaching model for law enforcement training. PBL uses problem solving as the vehicle for learning by following a process of steps that consist of ideas, known facts, learning issues, action plan and evaluation.

In law enforcement training, students are presented with *real-life* problems that enhance acquisition of job knowledge, critical thinking, problem-solving and collaboration with the community.

An example of a problem may involve a “youth selling drugs in a park.” The problem solver will follow the PBL steps listed below.

Ideas – List initial ideas for solving the problem (e.g. close the park, arrest the sellers, etc.). The problem solver will later revisit these ideas to determine their validity in light of new information he or she gains during the process.

Facts – List all of the known facts (e.g. the sales are not during school hours, the sellers are from out of the area, the buyers are from the area, etc.).

Learning Issues – The problem solver asks, “*What do I need to know to solve this problem?*” For example, the questions may include: Who is responsible for the park? What is the municipal ordinance regarding the park? What are the drug laws? What vehicle or walking routes do the dealers take to arrive at the park? Whom should I notify at the school? After conducting research, the problem solver revisits his or her initial ideas to determine which are still applicable.

Acting Plans – The problem solver develops an action plan to address learning issues.

Evaluation – The problem solver assesses the problem and either moves on or continues the problem-solving process by reassessing the problem starting again at Ideas.

The principles of PBL have been introduced into academies and post-academy field training in several locations worldwide. In California, some peace officers have been trained in PBL as well as the Police Training Program (PTP). The PTP is based on the national COPS model for field trainers known as the Police Training Officer (PTO).

SARA and PBL

SARA and PBL are both identified as problem-solving models that are relevant to law enforcement and can work together. SARA is focused externally on a specific problem and its resolution. PBL is focused internally on an officer's learning and analytical skills.

NOTE: For additional information on problem solving refer to the Supplemental Material located at the end of this workbook.

CAPRA

CAPRA Overview:

"C" = CLIENTS

- Understanding clients and their needs, gaining understanding of client perspective
- Responsive to all whom the peace officer interacts with. Prisoners, suspects, witnesses, and victims become clients in a community policing mode
- Peace officers have a responsibility and professional obligation to treat all clients with respect
- Where appropriate, clients should be involved in developing action plans, implementing the options, and assessing the results
- The better you understand the clients' perspectives, the more quickly and effectively you can meet their needs, demands, and expectations
- Dissipate potentially violent situations
- Resolve community problems
- Generate workable and sustainable prevention actions
- Mobilize community

Direct clients include individual community members, community groups/interest groups.

Indirect clients may never interact with peace officers directly or personally, but represent the public interest (i.e. taxpayers, public, organizations, agencies and government departments).

“A” = ACQUIRE AND ANALYZE INFORMATION

- Gather accurate information
- Law, policy, and procedure
- Risk assessment
- Research
- Evidence
- Generate potential solutions

“P” = PARTNERSHIPS

- Anyone who, at any time within the process of problem-solving, contributes to the finding of a solution with the agency is a partner
- In order to identify priorities, define problems, and respond effectively, a peace officer must establish and maintain partnerships with clients and other members of the agency. The peace officer should establish contingency plans to respond better to different kinds of incidents. Clients should be partners in establishing safe homes and communities
- As a peace officer you should know who the resources are in your community (i.e. doctors, hospitals, social service providers)
- A peace officer should be looking for resources or ways to develop them
- There are partners in the agency that can aid (i.e. specialized units; K-9, air support, peace officers with expertise in different types of investigations)
- Partnerships should be drawn on to expedite the delivery of quality service
- The appropriate use of partners will free up peace officers' time to better assist more people
- Partnerships are essential to all agency response; these partners should be relied on not only to assist with follow-up and support but with advice on how to proceed with the investigation when appropriate
- One of peace officers most important daily duties is to establish and maintain trusted partners in the communities
- The specific incident should dictate who partners are and at what point(s) their assistance should be enlisted
- Partnerships can come into play in both reactive and proactive policing

“R” = RESPONSE

Four major types of response strategies that the peace officer is expected to provide are:

- Service: Assisting the public and referring them to appropriate partners
- Protection: Public and officer safety, protecting the public, victims and those affected by their victimization, in partnership with community agencies and experts
- Enforcement and Alternative: Enforcement will always be an important part of policing
- In some situations, it is in the public's best interest, in the pursuit of justice, to enforce the law by arresting and prosecuting the offender to hold them accountable
- Prevention: Situation/Community; preventing incidents (crimes, accidents or problems) from occurring or escalating through intervention, proactive problem solving and education
- Enforcement does not always deter people from breaking the law and does not address why the law was broken in the first place
- Applications of response strategies to solve problems
- Some problems, such as general fear of crime or neighborhood disputes, do not lend themselves easily to enforcement
- Peace officers must look more closely at the situation factors contributing to the problem in order to deal more effectively with crime

“A” = ASSESSMENT

- In order to continuously improve and control our future, we must continuously assess our own performance
- In order to improve the quality of our service, we must monitor incidents and detect patterns within partnerships with our clients to solve problems and prevent similar situations from recurring
- In the assessment stage, ask the following questions:
 - How could I have handled that better?
 - What should I do differently next time?
 - Did I consult victims and other community members who were affected by the problems?
 - Did I examine trends?
- Assessment
- Self-assessment
- Continuously improving and learning

Introduction

Peace officers need to recognize that effective problem-solving is a process that identifies and addresses the underlying causes of crime and disorder in the community.

Definition

Crime prevention is the anticipation, recognition, and appraisal of a crime risk, coupled with specific actions which can be taken to remove or reduce that risk.

Crime Prevention Strategies

Common crime prevention strategies that can help peace officers reduce or prevent crime in a community include:

- Anticipating criminal activity
- Recognizing crime risks
- Identifying crime problems
- Taking specific actions to remove or reduce the opportunity for criminal activity

Determining Target Areas

A thorough knowledge of (1) the area of assignment and (2) available resources is necessary to be able to respond to locations where problems are likely to occur.

NOTE: Your agency's crime analysis unit may be able to provide information on day-of-week and time-of-day patterns of criminal activity, suspect and victim profiles, parolee information, field interview patterns and calls-for-service patterns just to name some of the information that can help an officer make an informed decision on where to patrol, and what suspect activity to look for.

Recognizing Crime Risks

Peace officers must recognize the areas and conditions in their communities that may pose a higher risk for criminal activity. The following table identifies possible risk factors that can make specific portions of the community more vulnerable to crime:

Vulnerable Area or Group	Examples of Risk Factors that contribute to increased crime
Commercial Establishments	• 24-hour businesses • Alcoholic beverage sales points • Automatic Teller Machines (ATMs) • Malls or shopping areas
Residences	• Apartment complexes • Convalescent hospitals • Group homes • High-risk residences (e.g. isolated neighborhoods)
Vehicles and Vessels	• Rental car lots and car dealerships • Construction equipment • Marinas • Mass transit systems
Individuals	• Women (purse snatching) • Elderly • Children • Disabled • Tourists or strangers to the area

Recognizing Crime Problems

Recognizing risk factors can help officers predict where conditions are favorable for crime to occur. Tracking past or present crime in a community allows officers to focus on where it may be most likely to occur. Identifying crime problems involves recognizing and tracking existing patterns or incidents of crime in a community.

Methods for recognizing crime problems include:

- Exchanging information with officers on other shifts
- Exchanging information with officers from other departments
- Using crime analysis information
- Interacting with members of the community

Reducing Criminal Opportunities

Peace officers should work to prevent crime by removing or reducing the criminal opportunities. This means taking proactive steps to make conditions unfavorable for crime to occur. General types of proactive steps are shown in the table below. Officers will discover others as they recognize risks and identify crime problems in their communities.

Reducing Criminal Opportunities (Continued)

Vulnerable Area or Group	Examples of Risk Factors that contribute to increased crime
Enhancing Premises Security	• Reduce darkened areas that may offer hiding places • Reduce ability of unauthorized individuals to gain access • Make loitering an unattractive or uncomfortable option
Directed Patrol or Specific Enforcement	• Establish high officer presence in potential trouble spots • Use high visibility (familiarity) to encourage officer-community member interaction • This is temporary until a permanent solution is developed
Conducting Public Education and Building Community Partnerships	• Enhance the community's ability to assist law enforcement • Train community members to better protect themselves • Gather community member input on potential problems or concerns

NOTE: A peace officer's role in enhancing security will generally be to conduct security surveys and make recommendations. Implementation is up to property owners or managers.

An effective strategy for an officer to use to enhance premises security is Crime Prevention Through Environmental Design (CPTED).

Crime Prevention Through Environmental Design (CPTED)

Crime Prevention Through Environmental Design (CPTED) is a scientific approach that seeks to change environmental conditions to make a location more crime resistant.

CPTED is based on the premise that the proper design and effective use of the built environment can lead to a reduction in the opportunity for crime and the fear of crime and improve the quality of life.

The following table explains the principles and gives examples for each:

CPTED Principle	Purpose	Examples
Natural Surveillance	Increases visibility. Natural surveillance utilizes design features to increase the visibility of a property or building. A potential criminal is less likely to attempt a crime if they are at risk of being seen.	• Window positioning - toward outside activity areas • Landscaping - proper trimming and placement of trees and shrubs • Good lighting
Access Control	Restricts access and decreases opportunities for criminal activity by denying criminals access to potential targets.	• Fences and gates • Common entrance ways to reduce the number of access points • Locks and alarms
Territorial Reinforcement	Distinguishes between public and private areas. Sends a message of "ownership" to would-be offenders.	• Change in landscaping • Curbs, low walls, outdoor planters • Decorative gateways
Image	A well-maintained home, building, or property demonstrates that someone cares and is watching.	• Well-maintained lawn and area • Elimination of any graffiti or broken windows on commercial buildings

CPTED Elements

CPTED is comprised of two levels:

- Level One: Modifying the physical environment so that residents have the opportunity to take ownership of their own “territory.” Territory refers to their own sphere of influence, persons, property or items within their control.
- Level Two: Developing strategies to build and enhance social cohesion so residents can maintain, over the long-term, their sense of responsibility and ownership over their own territory.

CPTED Principles

CPTED is based on the following principles:

- Natural surveillance
- Access control
- Territorial reinforcement
- Image

Crime Prevention Programs

Peace officers can help to prevent crime by instituting, sponsoring, or assisting with crime prevention programs within the community.

Participating in crime prevention programs not only helps to convey important information to community members, but also allows them to see and interact with officers in a positive atmosphere.

Crime Prevention Programs (Continued)

Some common examples of crime prevention programs include, but are not limited to, the following:

- Community “watch” and “alert” programs
- Operation Identification (property identification)
- Child identification and fingerprinting
- Drug and alcohol prevention education
- Family violence prevention
- Gang awareness prevention
- High tech crime programs
- Internet safety for adults and children
- Hate crime prevention
- Safe schools planning and development
- Elder abuse prevention and senior safety

WORKBOOK LEARNING ACTIVITIES

Introduction

Problem-solving is an integral part of Community Policing. To be effective, peace officers must know and apply the steps or stages of a problem-solving model.

Prerequisites

Students should have completed Learning Domain 3 and understand the fundamentals of Community Policing, partnerships and a problem-solving model.

Learning Goals

Students shall:

- apply problem-solving strategies to a given scenario
- demonstrate ability to build partnerships with community members
- demonstrate knowledge of the fundamentals of community policing

Scenario

During the past two weeks there have been four robberies in the downtown district. Each robbery occurred between 1800 and 2000 hours. In each robbery the victim was a clerk in a liquor store located off Main Street.

The suspect is a white male adult wearing a ski mask. He brandished a blue steel handgun and demanded that the clerk hand over the large bills.

Activity

Working in groups of six to ten students, apply the steps of a problem-solving strategy to perform the following:

- From what you already know, what do you think is causing the problem?
- What additional information do you need to solve this problem?
- Where will you get that information?
- Make a list of ten questions you would ask and identify potential sources for the answers to those questions.
- Present your conclusions and questions to the class.

Additional information:

After each group's presentations, the instructor will provide additional information for the scenario, based on the questions developed by the groups.

Returning to your assigned group, work through the following items:

- Based on the additional information, develop three potential responses to the problem in the scenario.
- Identify strategies to assess your primary response.
- Be prepared to share with the class your responses and strategies.

Debriefing/Assessment

The instructor will conduct a debriefing with the students. The following concepts should be discussed:

- Review the steps of a problem-solving model
- Explain the importance of specifically identifying the problem
- Point out the importance of a good analysis because it makes
 - developing a response much easier and
 - the responses more effective
- Emphasize
 - that responses may be traditional and/or non-traditional
 - the importance of each
- Stress the importance of planning for assessment to gauge the effectiveness of the responses

Introduction

To help you review and apply the material covered in this chapter, a selection of learning activities has been included. No answers are provided. However, by referring to the appropriate text, you should be able to prepare a response.

Activity Questions

1. For the past year, a neighborhood park has been the location of numerous calls for service to the police department from nearby residents. Neighbors complain about juveniles drinking alcoholic beverages, being loud, vandalizing park equipment and littering.

Using a Problem-Solving Model, what additional information do you need to obtain for the scanning and analysis stages? What would your actions be for response and assessment?

2. Explain and give examples for each side of the Crime Triangle.

Activity Questions (Continued)

3. For the past two months you have responded to the same freeway location at least twice a week to investigate traffic collision incidents. On each occasion the involved parties have indicated that they were distracted by the road repair equipment and personnel working along the shoulder. They indicated that the distraction diverted their attention, causing them to hit the other vehicle(s) from behind. Using a problem-solving strategy, explain the steps you will take to address these incidents.
4. What advantages do you think that community policing and problem-oriented policing offer to peace officers? To members of the community? Is the interaction of community policing and problem-oriented policing beneficial? How?

Activity Questions (Continued)

5. The new owners of a suburban home ask peace officers to conduct a security survey and let them know what actions they can take to make their new home as safe as possible. One key concern they have is that their property is currently unfenced and adjoins a wooded portion of a local public park. They anticipate landscaping their lot, which currently has only a large oak tree in the front yard and five-foot-tall privacy hedge across the front to help isolate them from passers-by on the street. They currently have a front porch light which features a photocell to turn it on at dusk. They also have a backyard light that can be turned on with a switch located beside their patio door. Which aspects of the premises would you evaluate as part of your security survey? What actions would you recommend based on the current information? How would the principles of CPTED apply? Crime risk factors? Explain.

Activity Questions (Continued)

A community member calls their local law enforcement agency and asks for assistance in deterring crime at their property.



As the responding officer, how would you use CPTED to help deter criminal activity at the residence?

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Chapter 4

Principle Policing

OVERVIEW

Learning Need

Peace officers should recognize how principled policing contributes to legitimacy and benefits the officer, agency, and community.

Learning Objectives

The chart below identifies the student learning objectives for this chapter.

After completing study of this chapter, the student will be able to:	Objective ID
• Define principled policing	03.04.01
• Discuss principled policing, to include: - Implicit and explicit bias - Procedural justice - Legitimacy - Historical events	03.04.02
• Identify the four tenets of procedural justice - Voice - Neutrality - Respect - Trustworthiness	03.04.03

After completing study of this chapter, the student will be able to:	Objective ID
- Discuss the potential benefits of procedural justice for law enforcement and the community, including: - Improved safety - Reduced stress - Fewer complaints - Increased cooperation - Improved community relations - Reduced crime	03.04.04
Discuss the application of procedural justice to the law enforcement mission	03.04.05

In This Chapter

This chapter focuses on concepts of community policing and peace officer responsibilities. Refer to the following chart for specific topics.

Topic	See Page
Principled Policing	4-4
Workbook Learning Activities	4-9

Introduction

Principled policing teaches policing approaches that emphasize respect, listening, neutrality, and trust while addressing common biases that can be barriers to these approaches.

Definition

Principled policing is the integration of procedural justice, legitimacy, implicit bias, and historical events.

Essential Components

Essential components of principled policing are:

Implicit Bias	Unconscious thoughts and feelings about people that may influence actions.
Explicit Bias	Conscious thoughts and feelings that influence perceptions, decisions, and actions.
Cultural Competency	The ability to understand, appreciate, and interact with persons from cultures and/or belief systems other than one's own. An ability to recover from inevitable cultural collisions, Inclusive decision-making, advanced knowledge about cross-cultural differences, cross-cultural communications skills, diversity management skills, inclusive beliefs and values, awareness of personal biases and stereotypes, leadership commitment, emotional intelligence.
Procedural justice	Treating people fairly, with dignity and respect.

Essential Components (Continued)

Legitimacy	The public view of law enforcement as permitted to exercise authority to maintain social order and resolve problems. Legitimacy is enhanced through procedural justice.
Historical events	Incidents/occurrences that impact the goal of a safer community and improved relationships with the public.

Cultural Competency

Cultural competency is a continuous learning process that includes addressing and understanding implicit and explicit bias.

Cultural competency is a set of demonstrable characteristics and skills, that enable and improve an officer's ability to understand, communicate, and effectively interact with people across cultures; in addition to improving job efficiency and performance.

Cultural competency encompasses four components:

- Awareness of one's own cultural worldview
- Attitude towards cultural differences
- Knowledge of different cultural practices and worldviews
- Cross-cultural skills.

Cultural competence improves interactions with people of various cultures and can enhance community trust, improve both officer and community safety, and reduce confrontation.

Culturally competent peace officers have enhanced communication skills of active listening, empathy, effective engagement and better understand the needs of people in delivery of public service.

For additional information on cultural diversity/discrimination, refer to LD 42.

Legitimacy

Legitimacy refers to feelings of obligation to obey the law and to defer to the decisions made by legal authorities.

Procedural Justice: Tenets

The four tenets of procedural justice are:

<u>Voice</u>	People want to be heard and understood
<u>Neutrality</u>	Unbiased decision-making
<u>Respect</u>	Treating people with dignity
<u>Trustworthiness</u>	Consistently demonstrate professionalism

The four tenets of procedural justice are important components in building legitimacy across cultures. Legitimacy reflects an increased belief among the public that they will be treated fairly and respectfully by law enforcement.

Other Types of Justice

Distinct from procedural justice are three other types of justice:

Distributive justice, is also known as economic justice, is about fairness in what people receive, from goods to attention. Equality is a fundamental principle. If people do not think that they are getting their fair share of something, they will seek first to gain what they believe they deserve.

Restorative justice focuses on the rehabilitation of the offender, victim healing and reparation of those harmed. The first thing that the betrayed person may seek from the betrayer is some form of restitution or putting things back as they originally existed. The process may include acts of contrition, to demonstrate that one is truly sorry. This may include actions up to and including extra payment to the offended party. Restorative justice is also known as corrective justice.

Other Types of Justice (Continued)

Retributive justice works on the principle of punishment. While the intent may be to dissuade the perpetrator or others from future wrongdoing, the process of punishment is focused on the satisfaction of victims, and those who care about them. This strays into the realm of revenge, which can be many times more severe than reparation as the hurt party seeks to make the other person suffer in return. Retribution is typically defined emotionally rather than with intent for fairness or prevention.

Procedural Justice: Benefits

Potential benefits of procedural justice for law enforcement and the community include:

- Improved safety
 - Officer safety
 - Community safety
- Reduced stress
 - Officers
 - Stakeholders
- Fewer complaints
 - Individual
 - Departmental
- Increased cooperation
 - Victims
 - Suspects
 - Witnesses
- Improved community relations
 - Local
 - National
 - Dignity and respect
- Reduced crime
 - Quality of life
 - Community empowerment
 - Greater satisfaction with services
 - Reduced fear of crime

Procedural Justice: Application

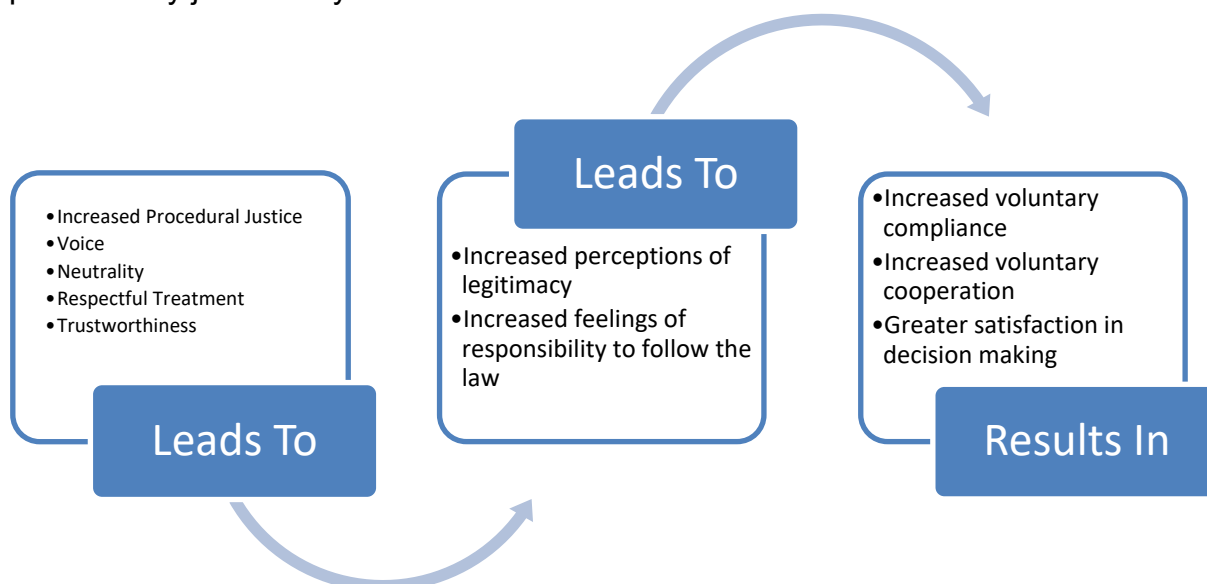
Application of procedural justice to the law enforcement mission includes, but is not limited to:

- Process vs. outcome
 - If the process is perceived as fair, the outcome is usually better tolerated
- Mitigate challenges/stresses of police work
- Use of authority and power to uphold what is constitutional, fair, and ethical
- Greater legitimacy improves voluntary compliance and cooperation
- Use of discretion
 - Enforcement vs. other alternatives (e.g. advisement, warning, references/referrals, resources)

Mission can vary from agency to agency and call to call - community caretaking, engagement, deterrence (specific and general), punishment.

The public generally sees our criminal justice system, with its set of laws, as legitimate authority because the laws were created under our agreed upon framework – democratic representation, Constitution, etc.

The application of procedural justice is to ensure that law enforcement is seen as legitimate to exercising the power to complete their mission, whatever that mission is at the time. The belief is people are more likely to obey the law when peace officers act in procedurally justice ways.



Introduction

Activity Questions

1. You're on patrol and observe a vehicle exceeding the speed limit. You activate your red light for an enforcement stop. They do not pull over and make their way to the hospital approximately one mile away. Upon arrival at the hospital, you contact the driver who indicates they are there because they were advised by hospital staff that a family member is critically injured. How would you use the tenets to guide your decision-making in this situation?
2. In the above scenario, the driver is a well-known ranking member of a local street gang. How would you use the tenets to guide your decision-making in this situation? What may be the actions of a culturally competent officer?

Activity Questions (Continued)

-
-
3. In the past, how has explicit or implicit bias affected your decision-making? Give examples.
4. Share experiences you have had with various cultures within your community.

Chapter 5

Historical and Current Events

OVERVIEW

Learning Need

Peace officers should recognize how historical and current events connect the past with the present, and how these events can shape the perspectives of individuals, law enforcement and communities.

Learning Objectives

The chart below identifies the student learning objectives for this chapter.

After completing study of this chapter, the student will be able to:	Objective ID
• Discuss the impact of historical and current events and how they affect community perspectives - Provides context to the current day - Affords individuals and cultures with a sense of identity - Past history lives in people - Acknowledgement and acceptance of history without blame - Aids in understanding the mindset of some communities - Assists in defining how best to comport oneself when approaching others	03.05.01
• Discuss the concept of a community “bank account” (perspective) and its: - Deposits - Withdrawals	03.05.02

After completing study of this chapter, the student will be able to:	Objective ID
• Discuss cynicism and its impact on law enforcement and the community, to include: - Community cynicism - Distrust of officers - Distrust of the justice system - Peace officer cynicism - Internal - External	03.05.03

In this chapter

This chapter focuses on concepts of community policing and peace officer responsibilities. Refer to the following chart for specific topics.

Topic	See Page
Historical and Current Events	5-3
Community “Bank Account”	5-7
Cynicism	5-8
Workbook Learning Activities	5-9

HISTORICAL AND CURRENT EVENTS

Community and Individual Perspectives

Memories and perspectives live in individuals and communities, and at times are also passed down from generation to generation. Similarly, one must recognize that law enforcement professionals are praised and welcomed by the community for their service and sacrifice.

Early policing in the United States was based on the British model, which incorporated volunteers and non-volunteers to serve as watchmen, constables, and sheriffs. These roles date as far back as the ninth century.

In the United States in the 1700s and 1800s, the policing model included watch patrols, constables, sheriffs, and slave patrols. Watch patrols maintained general order and raised alarm bells to crime. Constables were responsible for health and sanitation, as well as for the transportation of persons to and from court. The sheriff was customarily appointed by a governor to serve as the primary law enforcement official for a specific region. Slave patrols consisted of volunteers who captured and returned escaped slaves, and employed discipline, including physical punishment, upon those enslaved.

Eras

The first police departments were formed in the mid-1800s in the cities of Boston, New York, and Philadelphia. Since the creation of formal police departments, policing has broadly been recognized as falling into one of the following three eras:

- **Political Era (1830s – 1930s)**
 - Policing was controlled by politicians and practices were focused on protecting the politically powerful. Politicians hired their supporters as law enforcement officers.
- **Reform Era (1930s – 1970s)**
 - Modernization of police practices were instituted to reduce crime. Law enforcement administrators employed strategies and technologies to reduce crime and maintain order.
- **Community Policing Era (1970s – Present)**
 - The modernization of policing continued throughout this era. Hiring and training standards were raised, and specialized units were formed to prevent and solve crime. Emphasis was placed on removing politics from the law enforcement profession. Peace officers became viewed as public servants.

Policing in the United States

Policing in the United States has been constantly evolving and improving. Regardless of the incremental progress which has been made, historical and current events affect community and individual perspectives to this day.

- At times in history, peace officers were directed by law to enforce laws which suppressed civil rights, disempowered people, or were objectionable to certain groups. At dark times in policing, law enforcement, on its own initiative, took wrongful actions which affected peoples' civil rights and disenfranchised certain segments of the American populace.
- Historical actions by law enforcement, regardless of how long ago they occurred, or whether they were considered lawful at that time, may influence the perception of individuals and communities today. The impact, although at times distant, can be long-lasting. Views and beliefs, positive or negative, may carry forward for generations. Law enforcement professionals should be cognizant of this as they interact with the community.
- Acknowledge the impact of the racialized legacy of policing on present-day policing practices and policy. Below are a few examples of how laws and law enforcement were used as tools to deprive individuals of civil liberties:

Fugitive Slave Act

This federal law passed by the U.S. Congress in 1850, required that all escaped slaves be captured and returned to their enslaver. Prior to enactment of this law, as early as 1704 in South Carolina, slave patrols made up of armed men rounded up and brutalized escaped slaves. Although law enforcement officers did not formally exist at this time in history, some believe that slave patrols formed the foundation for policing in the U.S.

Jim Crow Laws, Segregation, and Voting Rights

In 1865, the Thirteenth Amendment to the Constitution abolished slavery. Immediately after ratification of the Thirteenth Amendment, state and local laws in Southern States were enacted to marginalize and segregate African Americans. As a result, African Americans were, among other things, suppressed from voting or sitting on juries, holding specific jobs, or attending certain schools. Those who violated Jim Crow laws faced arrest, violence, and jail sentences. Some states enforced Jim Crow laws until as late as 1965.

Redlining

The practice of redlining came on the heels of segregation and was instituted by business institutions to identify neighborhoods and communities deemed to be financially hazardous or at risk. These communities consisted primarily of minority and low-income persons. Redlining resulted in communities being restricted from investment opportunities for such things as infrastructure and education. Individuals residing in these neighborhoods paid significantly higher credit rates and at times were even unable to access property insurance. Redlining led to further separation and mistreatment of minority groups. As a result, minority groups generally lived in communities with less services and suffered from higher crime rates. Police practices in predominantly higher income White communities resulted in reactive service-oriented policing. Police practices in redlined communities focused on crime reduction utilizing more aggressive tactics than in other neighborhoods. The end result was the furtherance of segregation and distrust of law enforcement by persons who felt they were being unjustly targeted.

Internment of Japanese Americans

Subsequent to the attack on Pearl Harbor and World War II, in 1942 President Franklin D. Roosevelt issued an Executive Order directing that persons with Japanese lineage be held in what many have called concentration camps. As a result, more than 100,000 Japanese Americans were detained in camps for large parts of the war, many of them losing their property and life savings in the process. California was the most aggressive state in defining Japanese lineage as 1/16 or more. Several camp facilities were maintained in California, including two "Relocation Centers," two "Temporary Camps," and thirteen "Assembly Centers." After voluntary transfer to the camps failed, the U.S. Wartime Civil Control Administration coordinated the forced the detention and transfer of Japanese Americans to the camps utilizing the military and law enforcement.

LGBT Rights

Laws criminalizing sexual activity between same-sex partners were commonplace until the 1960s. In 1962, Illinois became the first state to repeal sodomy laws. In 2003, the U.S. Supreme Court ruled in the landmark case *Lawrence vs. Texas* that criminal punishment for non-procreative sexual activity was unconstitutional. Prior to these rulings, LGBT people, among other things, were restricted from entering certain professions. Many law enforcement agencies were not immune and restricted openly LGBT persons from being hired. Historically, local gay establishments were targeted for enforcement by law enforcement. In 1969, the New York Police Department raided the Stonewall Inn, a known local gay bar, and fights broke out between the patrons and the police officers, in what has now become known as the “Stonewall Riots” or “Stonewall Uprising.” The law enforcement actions at the Stonewall Inn are still fresh in the minds of some LGBT persons, many of which still refuse to allow police officers to march in uniform at Gay Pride events.

COMMUNITY BANK ACCOUNT

Community Bank Account

A community “bank account” (perspective) contains **deposits** and **withdrawals**.

- Deposits (law enforcement actions that leave a favorable or positive impression on the community)
 - Every contact is an opportunity to increase legitimacy through courtesy, empathy, and honesty.
- Withdrawals (law enforcement actions that leave an unfavorable or negative impression on the community)

Withdrawals occur when betraying trust, showing communities discourtesy, disrespect, and unfair treatment, and demonstrating other unethical conduct.

NOTE: **Overdrawn Accounts** – is the practice of overestimating the amount of accumulative confidence and trust deposited in the police legitimacy account.

Cynicism

Cynicism impacts law enforcement and the community. Cynicism refers to a frame of mind, attitude or behavior which fundamentally involves interpreting experiences antagonistically, distrustfully or negatively.

- Community cynicism
 - Distrust of officers
 - Distrust of the justice system
- Peace officer cynicism
 - Organizational culture
 - Individual bias toward segments of the community

Skepticism refers to a frame of mind, attitude or behavior which involves curiously challenging, disputing or questioning accepted facts and opinions.

Skepticism is generally considered as a positive quality whereas, cynicism is fundamentally considered as a negative characteristic.

WORKBOOK LEARNING ACTIVITIES

Introduction

To help you review and apply the material covered in this chapter, a selection of learning activities has been included. No answers are provided. However, by referring to the appropriate text, you should be able to prepare a response.

Activity Questions

1. How does law enforcement make deposits within the community?
2. How does law enforcement make withdrawals within your community?
3. Utilizing one of the four tenets, how would you, as a law enforcement officer, make deposits within your community?

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Chapter 6

Implicit Bias

OVERVIEW

Learning Need

Peace officers should recognize the existence of implicit bias and how it can influence decision-making and procedural justice.

Learning Objectives

The chart below identifies the student learning objectives for this chapter.

After completing study of this chapter, the student will be able to:	Objective ID
• Discuss implicit bias, to include: - Definition - Sources ▪ Historical and current events ▪ Family ▪ Individual experiences ▪ Media ○ Social ○ Broadcast ○ Print ○ Internet ▪ Community	03.06.01
• Distinguish between implicit and explicit bias.	03.06.02
• Discuss how implicit bias may influence decision-making and procedural justice.	03.06.03

In This Chapter

This chapter focuses on concepts of community policing and peace officer responsibilities. Refer to the following chart for specific topics.

Topic	See Page
Implicit Bias	6-2
Workbook Learning Activities	6-5

Definition

Unconscious thoughts and feelings that may influence an individual's perceptions, decisions, and actions.

Sources

- Historical and current events
- Family
- Individual experiences
- Media
 - Social
 - Broadcast
 - Print
 - Internet
- Community

Influence on Decision-Making

Implicit bias may influence behaviors and decisions that affect interactions between law enforcement and the community.

- Evidence-based research confirms the existence and application of implicit bias.
 - Behavior patterns
 - Agency protocols
- Interactions and outcomes
 - Positive
 - Negative
- Implicit bias is activated involuntarily without individual awareness or intentional control. This automatic association can influence behavior and cause peace officers to respond in biased ways despite a belief they are not explicitly biased.

Implicit vs Explicit Bias

Biases exist in all human beings. There are two types of biases: Implicit and Explicit. The difference between implicit and explicit bias is the level of awareness.

- Implicit or unconscious bias operates outside of the individual's awareness.
- Explicit or conscious bias occurs when the individual is clear about their feelings and related behaviors are conducted with intent.

Influence on Procedural Justice

Application of the four tenets of procedural justice may help address negative implicit biases and foster greater cooperation and trust between law enforcement and the community.

Training Goal

Implicit bias may be changed through training. Biased associations may be gradually unlearned and replaced with nonbiased ones. Officers can learn to form a reasoned, instead of a reactive/unconscious, response. By acknowledging the role of implicit bias in decision making, peace officers may be able to improve their interactions with diverse populations.

Introduction

Activity Questions

1. How are biases formed? (Consider personal experiences, environment, genetics, and perceptions.)
2. How can implicit bias influence decision-making and procedural justice?

SUPPLEMENTARY MATERIAL

OVERVIEW

In This Section

The following references and suggested readings will provide useful information and training resources.

Regarding Community Policing, Problem-Oriented Policing and Problem-Solving:

Meese, E. III & Ortmeier, P.J. (2004). *Leadership, Ethics, and Policing: Challenges for the 21st Century*. Upper Saddle River, NJ. Prentice Hall.

Scott, Michael S. (2000). *Problem-Oriented Policing: Reflections On The First 20 Years*. Washington D.C. U.S. Department of Justice, Office of Community-Oriented Policing Services (COPS).

The Community Policing Consortium. U.S. Department of Justice, Office of Community-Oriented Policing Services. *Facilitator's Guide - The Mechanics of Problem Solving (2000)*. Document supported by COPS grant #97- CK-WX-0029.

Police Executive Research Forum. *Collaborative Problem-Solving: A Trainers' Guide*. (2000) Document prepared by The Community Policing Consortium and supported by COPS grant #96-CK-WS-K001.

Scheider, Matthew C., Chapman, Robert E., & Seelman, Michael P., (2003). "Connecting the Dots For A Proactive Approach." *Border and Transportation Security*, pp. 158-162.

Schmerler, Karin, Perkins, Matt, Phillips, Scott, Rinehart, Timothy and Town send, Meg. *Problem-Solving Tips: (1998). A Guide to Reducing Crime and Disorder Through Problem-Solving Partnerships*. U.S. Department of Justice Office of Community-Oriented Policing Services.

TerBorch, Rick. (1998). "Community Oriented Policing Revised." A presentation made to the League of Cities annual conference. Long Beach, CA.

Trojanowicz, Robert and Bonnie Bucgeroux (1994). *Community Policing: How to Get Started*. Cincinnati, OH. Anderson Publishing Co.

Regarding Problem-Based Learning and Training:

Delisle, Robert. (1997). *How to Use Problem-Based Learning in the Classroom*. Association for Supervision and Curriculum Development. Alexandria, VA.

U.S. Department of Justice, Office of Community-Oriented Policing Services. Police Training Officer (PTO) Program. (2003). Project supported by COPS grant #2001-CK-WX-K038.

GLOSSARY

Introduction

The key vocabulary terms for Learning Domain 03: Principled Policing in the Community are listed below with the definitions as they apply to this workbook.

Active Listening

The deliberate and conscious concentration by the listener to what is being said by the speaker

CAPRA

A problem-solving model that focuses on clients, information, partnership, response and assessment of action

Communication

The sending and receiving of messages, both verbal and nonverbal, between two or more people

Community Collaboration

A strategy for identifying, addressing, and preventing problems, and acknowledging accomplishment

Community Mobilization

A continual process of identifying, bringing together, and involving community members for the purpose of crime prevention and problem-solving

Community Partnerships

Relationships comprised of two or more individuals, groups or organizations working together to address an issue

Community Policing (CP)

An organizational and a personal philosophy that promotes police-community partnerships and proactive problem solving

Crime Prevention

The anticipation, recognition, and appraisal of a crime risk, coupled with specific actions which can be taken to remove or reduce that risk

Crime Prevention Through Environmental Design (CPTED)

A scientific approach that seeks to change environmental conditions to make them more crime resistant

Crime Triangle

A graphic that shows the relationship of the three elements required to constitute a crime: a victim, an offender, and a location

Cultural Competency

Is the ability to understand, appreciate, and interact with persons from cultures and/or belief systems other than one's own

Cynicism

Refers to a frame of mind, attitude or behavior which fundamentally involves interpreting experiences antagonistically, distrustfully or negatively

Deposits

Term used to refer to law enforcement actions that leave a favorable or positive impression on the community

Distributive Justice

Is about fairness in what people receive, from goods to attention

Explicit Bias

Refers to conscious thoughts and feelings that influence perceptions, decisions and actions

Facilitation

A consensus-building process which brings together diverse priorities and perspectives toward a desired outcome

Feedback

The receiver's response to the message; tells the sender whether the receiver has an accurate understanding of the message

Historical Events

Are incidents/occurrences that impact the goal of a safer community and improved relationships with the public

Homeland Security

A cooperative effort between communities and law enforcement to prevent or respond to terrorist acts

Implicit Bias

Refers to unconscious thoughts and feelings about people that may influence actions

Leadership

The practice of influencing people while using ethical values and goals to produce an intended change

Legitimacy

Is the public view of law enforcement as permitted to exercise authority to maintain social order and resolve problems. Legitimacy is enhanced through procedural justice

Neutrality

Is one of the tenets of procedural justice in which decision-making unbiased

Overdrawn Accounts

Is the practice of overestimating the amount of accumulative confidence and trust deposited in the police legitimacy account

Partner

An individual or group who actively participates in the collaborative study, analysis, response to, and evaluation of problems

Peel, Sir Robert

Commonly acknowledged as the founder of modern policing

Principled Policing

Is the integration of procedural justice, legitimacy, implicit bias, and historical events

Proactive Approach

Attempting to eliminate or minimize crime-related problems, reduce criminal opportunity, and deter potential offenders

Problem

Two or more incidents that are similar in nature, causing harm or capable of causing harm, with an expectation that the police will do something about the situation

Problem-Based Learning (PBL)

A teaching model that uses problem-solving processes, including ideas, known facts, learning issues, action plan and evaluation

Problem-Oriented Policing (POP)

Acronym for an approach to policing that refers to a process of proactive problem-solving with emphasis on problem analysis of issues within the police mandate

Problem-solving

A planning process that attempts to attain long-term benefits through identification, analysis, response and evaluation

Procedural Justice

Is the process of treating people fairly, with dignity and respect

Proxemics

Spatial relationship or positioning of the speaker relative to the listener

Reactive Approach

Responding to criminal activity after it has taken place

Respect

Is one of the tenets of procedural justice in which people are treated with dignity

Restorative Justice

focuses on the rehabilitation of the offender, victim healing and reparation of those harmed

Retributive Justice

works on the principle of punishment and is focused on the satisfaction of victims, and those who care about them

SARA

Acronym for a four-step problem-solving model comprised of scanning, analysis, response, assessment

SECURE

Acronym for a problem-solving model that focuses on safety, ethics, community, understanding response and evaluation

Skepticism

Refers to a frame of mind, attitude or behavior which involves curiously challenging, disputing or questioning accepted facts and opinions

Stakeholders

Community partners, including private and public organizations, who have a vested interest in the outcome of a problem that is addressed

The Broken Windows Theory

A problem-solving theory based on the idea that one unchecked problem may lead to other problems

Terrorism

The unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives (28 C.F.R. Section 0.85)

Trustworthiness

Is one of the tenets of procedural justice in which peace officers consistently demonstrate professionalism and try to do what is best for people

Voice

People want to be heard and understood

Withdrawals

Term used to refer to law enforcement actions that leave an unfavorable or negative impression on the community