

# Introduction to Community Policing

*Instructor Manual*



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# Introduction to Community Policing

## *Instructor Manual*



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# Chapter One

## Course Description





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### *Purpose of the Course*

**T**o provide participants with an understanding of the history and development of community policing, the fundamental elements of the community policing philosophy, and its implications for police operations

*Participants will develop* an understanding of the importance of engaging community residents in collaborative partnerships for identifying and resolving community problems. They will become familiar with the nature of police-community partnerships and suggested methods of developing partnerships.

*Participants will develop* an understanding of a nationally accepted model for solving community problems. They will use the problem solving process to address several example community problems to enhance their understanding. Participants will recognize the importance and benefits of documenting their problem solving projects.

-  Introduction to Community Policing
-  Police and Community Partnerships
-  Introduction to Problem Solving Policing
-  Problem Solving Practical Exercises

-  Action Planning
-  Crime Prevention and Community Policing
-  Resource Development

# Chapter Two

## Introduction to Community Policing

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### Learning Objectives

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- To inform the audience about the development of modern policing
- To engage the audience in conversation
- To facilitate a discussion about the paradigm shift from an efficiency model of police service to an effectiveness model

## The Development of Modern Policing

In 1829, Sir Robert Peel presented the British Parliament with the first known proposal for a “professional” police force entitled “An Act for Improving the Police in and Near the Metropolis.” This proposal initiated the formation of the Metropolitan Police Force in London.

In the proposal, Peel explained a number of factors he felt important to the effective operation of the public police force. These have since become known as Peel’s Principles for Policing. They include the following:

Slide # 1

### The Development of Modern Policing

- To maintain at all times 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 the members of the public that are paid to give full-time attention to the duties which are incumbent on every citizen in the interest of community welfare and existence.
- Sir Robert Peel, 19th Century English statesman and father of modern policing.

**Slide # 2**

## Sir Robert Peel's Nine Principles For Modern Policing

- 1. The basic mission for which the police exist is to prevent crime and disorder.
- 2. The ability of the police to perform their duties is dependant upon public approval of police actions.
- 3. Police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain the respect of the law.

**Slide # 3**

## Sir Robert Peel's Nine Principles For Modern Policing

- 4. The degree of cooperation of the public that can be secured diminishes proportionally to the necessity of the use of force.
- 5. Police seek and preserve public favor not by catered public opinion, but by constantly demonstrating absolute impartial service to the law.

**Slide # 4**

## Sir Robert Peel's Nine Principles For Modern Policing

- 6. Police use physical force to the extent necessary to secure observance of the law or to restore order only when exercise of persuasion, advice and warning is found to be insufficient.
- 7. Police at all times should maintain a relationship with the public that gives reality to the historic tradition; the Police are the public and the public are the police. The police being only full time individuals charged with the duties that are incumbent on all of the citizens.

**Instructor Notes:**

Discuss # 7 as the key principle even though all of them still apply today.

Slide # 5

## Sir Robert Peel's Nine Principles For Modern Policing

- 8. Police should always direct their actions strictly towards their functions and never appear to usurp the powers of the judiciary.
- 9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.

1. The basic mission for which the police exist is to prevent crime and disorder as an alternative to the repression of crime and disorder by military force and severity of legal punishment.
2. The ability of the police to perform their duties is dependent upon public approval of police existence, actions, behavior, and the ability of the police to secure and maintain public respect.
3. The police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain public respect.
4. The degree of cooperation of the public that can be secured diminishes, proportionately, the necessity for the use of physical force and compulsion in achieving police objectives.
5. The police seek and preserve public favor, not by catering to public opinion, but by constantly demonstrating absolutely impartial service to the law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws; by ready offering of individual service and friendship to all members of the society without regard to their race or social standing; by ready exercise of courtesy and friendly good humor; and by ready offering of individual sacrifice in protecting and preserving life.

6. The police should use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice, and warning is found to be insufficient to achieve police objectives; and police should use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
7. The 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 are the only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest of the community welfare.*
8. The police should always direct their actions toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty.
9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them.

These principles apply as much today to policing as they did in 1829.

The first full-time police force was established in New York City in 1844 under a policing system now called the Ward concept. This concept was copied by many other cities as they developed their own police departments. Under this system, the police departments found themselves closely tied to the cities' political systems. Many local ward politicians even hired officers for their jurisdictions.

In the 1920's, criminologist August Vollmer suggested the professional model of policing - "the Policeman as a Social Worker" - expanding the police role in society.

In the 1930's, O. W. Wilson's work, entitled Police Administration spearheaded a movement to professionalize policing and stressed three main components:

1. Preventive patrol
2. Rapid response
3. Follow-up investigation

After a period of great public conflict in the 1960's, the police found themselves taking a good deal of criticism as the most visible sign of government.

PROBLEMS NOTED WITH THE PROFESSIONAL MODEL OF POLICING

Slide # 6

### Problems with the Professional Model of Policing

- Crime began to rise and research suggested that conventional police methods were not effective.
- The public experienced increased fear.
- Many minority citizens did not perceive their treatment as equitable or adequate.
- The anti-war and civil rights movements challenged the police.

In 1968, The President's Commission on Crime was convened to examine the current state of policing in the U.S. Many suggestions to professionalize policing were presented by the Commission; for example, a call to require all police officers to have a four-year college degree.

Beginning in the 1970's, federal money was allocated to conduct research on police practices and strategies. Different aspects of the professional model of policing were put to the test during that period. First noted among them were the early 1970's Foot Patrol Experiment in Flint, Michigan and the Team Policing Concept implemented in agencies across the nation.

## The Effectiveness of Policing Practices

Slide # 7

### Research on Traditional Policing Strategies

- Increasing the number of police does not lower the crime rate or increase the number of crimes solved.
- Randomized patrol does not reduce crime nor increase the chance of catching suspects.
- Two-person patrol cars are not more effective than one-person cars in lowering of crime rates or catching criminals.

**Instructor Notes:**

Discuss the point that many of the policing strategies of the past were not particularly effective. We need to consider new methods.

Slide # 8

### Research on Traditional Policing Strategies

- Saturation patrol does not reduce crime, it displaces it.
- The kind of crime that terrifies Americans most is rarely encountered by police on patrol.
- Improving response time on calls has no effect on the likelihood of arresting criminals or even in satisfying involved citizens.
- Crimes are not usually solved through criminal investigations conducted by police.

**Instructor Notes:**

Discuss the changes in law enforcement and society that made us consider new methods.

**Slide # 9**

## Factors that Influenced the Development of New Police Strategies:

- The police field is preoccupied with management, internal pressures, and efficiency to the exclusion of concern for effectiveness in dealing with serious problems.
- The police devote most of their resources to responding to calls from citizens, reserving too small a percentage of their time and energy for acting on their own initiative to prevent or reduce community problems.

**Slide # 10**

## Factors that Influenced the Development of New Police Strategies:

- The community is a major resource with an enormous potential, largely untapped, for reducing the number and magnitude of problems that otherwise become the business of the police.
- Police are not using the time and talent of available rank-and-file officers effectively.
- Efforts to improve policing have often failed because they have not been adequately related to the overall policies and structure of the police organization.

Herman Goldstein, 1977

## Chapter Three

# Community Policing Defined

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### *Overview of Community Policing*

#### **Purpose of Session**

**T**he success of community policing lies in building a new community-based partnership, where the police, the communities they serve, and other agencies band together in mutual trust, so that together they can address contemporary concerns-crime, fear of crime, illicit drugs, social and physical disorder, neighborhood decay, and the overall quality of life in the community. The goal of community policing is to empower communities, so that they can help make their neighborhoods better, safer, and healthier places in which to live and work-and in which to raise the children who are our future.

The purpose of this session is to provide an overview of the philosophy and practice of community policing, including the principles on which it is based. This session will show how community policing provides a fresh approach in creative problem solving, which can be applied to crime, fear of crime, social and physical disorder, and the overall quality of life.

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Learning Objectives

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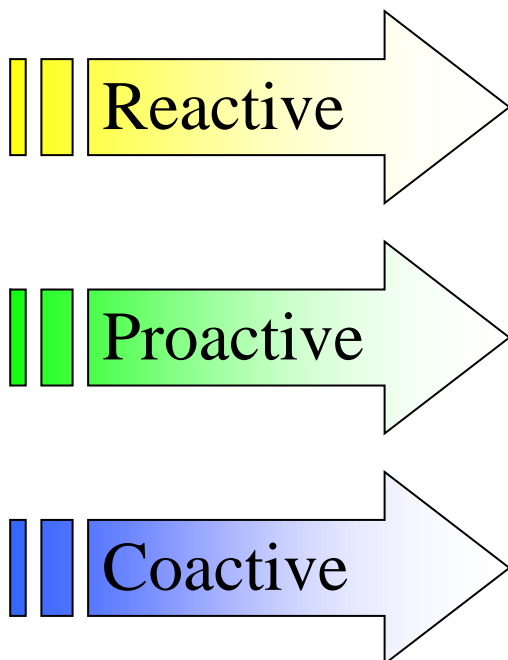
- To provide a basis for understanding that community policing is a philosophy built upon a specific organizational strategy, not another program or project.
- To identify a clear definition of community policing based on essential principles.
- To explore how the Principles of Community Oriented Policing apply.

## Developing an Understanding of the Philosophy of Community Policing

The dominant policing strategies of the 1990's include the following:

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- *Traditional Policing*: in which the police take a reactive role in dealing with crime problems for the community.
- *Problem Oriented Policing*: which seeks to add proactive approaches to those considered under traditional policing. Deals with crime and crime control through an analytical process. Crimes reported to the police may be the visible symptoms of a deeper underlying problem within a particular neighborhood.
- *Community Oriented Policing*: emphasizes the creation of an effective working relationship between the community and the police through a collaborative problem solving partnership.



**Slide # 11**

## Community Policing Defined

- Herman Goldstein, who has been regarded by many as the father of Community Policing, authored the following definition:
  - Community policing is an organizational wide philosophy and management approach that promotes community, government and police partnerships; proactive problem-solving; and community engagement to address the causes of crime, fear of crime, and other community issues.

**Slide # 12**

## Core Components of Community Policing

- Community policing has two core, equally important components:
  - Community Partnership
  - Problem-solving

**Slide # 13**

## Community Policing "Is Not"

- It Is Not a Technique or a Program
- It Is Not a Limited or Specialized Style of Policing
- It Is Not Foot Patrol or Riding a Bicycle
- It Is Not "Soft" on Crime
- It Is Not a Specialized Unit or Group

## Principles of Community Oriented Policing

### Slide # 14

### Principles of Community Oriented Policing and Problem Solving

- Reassesses who is responsible for public safety and redefines the roles and relationships between the police and the community.
- Requires shared ownership, decision making, and accountability, as well as sustained commitment from both the police and the community.
- Establishes new public expectations of and measurement standards for police effectiveness.
- Increases understanding and trust between police and community members.

#### Instructor Notes:

The purpose of this section is to show officers that community policing is still policing. That the traditional tools of arrest and prosecution are still important and that the philosophy must be embraced by officers at all levels in the organization.

### Slide # 15

### Principles of Community Oriented Policing and Problem Solving

- Empowers and strengthens community-based efforts.
- Requires constant flexibility to respond to all emerging issues.
- Requires an on-going commitment to developing long-term and pro-active programs/strategies to address the underlying conditions that cause community problems.
- Requires knowledge of available community resources and how to access and mobilize them, as well as the ability to develop new resources within the community.

**Slide # 16**

## Principles of Community Oriented Policing and Problem Solving

- Requires buy-in of the top management of the police and other local government agencies, as well as a commitment from all levels of management.
- Decentralizes police services, operations, and management. Encourages innovative and creative problem solving by all - making greater use of the knowledge, skill, and expertise throughout the organization.

**Slide # 17**

## Principles of Community Oriented Policing and Problem Solving

- Shifts the focus of police work from responding to individual incidents to addressing problems identified by the community and the police, emphasizing problem-solving approaches to supplement traditional law-enforcement methods.
- Requires commitment to developing new skills through training (e.g., problem-solving, networking, mediation, facilitation, conflict resolution, cultural competency/literacy).

**Slide # 18**

## The Main Principles of Quality Leadership

- Maintaining a vision and managing through values rather than rules.
- Focusing on teamwork.
- Commitment to the problem-solving process with focus on data.
- Seeking input before decisions are made.
- Asking people who do the work about ways to improve the process.

**Slide # 19**

## The Main Principles of Quality Leadership

- Avoiding "top-down" decision making.
- A customer orientation.
- Focusing on improving systems and processes before blaming individuals.
- Encouraging creativity, risk-taking, and tolerance of honest mistakes.
- Creating an open climate that encourages providing and accepting feedback.
- Developing goals and a plan to achieve them.

principles of community oriented policing  
Continued:

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- Shifts the focus of police work from responding to individual incidents to addressing problems identified by the community as well as the police, emphasizing the use of problem-solving approaches to supplement traditional law-enforcement methods.
- Requires commitment to developing new skills through training.

Slide # 20

## Major Components of Community Policing

- Citizen Empowerment
- Officer Empowerment
- Collaboration
- Problem Solving

**Instructor Notes:**

- Examples: crime watch, civic groups and neighborhood associations. They must also trust law enforcement.
- Difference between suspicious and dangerous people.
- By being educated through crime prevention, and neighborhood meetings.
- 
- 

## How Citizens Can Help Control Crime:

Current literature on community policing suggests that citizens can actively participate in controlling crime in five ways:

**Slide # 21**

### How Citizens Can Help Control Crime

- Citizens can watch and report suspicious activity
- Citizens can patrol, confront suspicious people, take active involvement
- Citizens can reduce their chances of victimization or causing neighborhood deterioration
- Citizens can put pressure on others
- Citizens can authorize the police to act in their behalf

## Traditional vs. Community Policing-Questions and Answers

Question	Traditional	Community Policing
Who are the police?	A government agency principally responsible for law enforcement.	Police are the public and the public is the police: the police officers are those who are paid to give full-time attention to the duties of every citizen.
What is the relationship of the police force to other public service departments?	Priorities often conflict.	The police are one department among many responsible for improving the quality of life.
What is the role of the police?	Focusing on solving crimes.	A broader problem-solving approach.
How is police efficiency measured?	By detection and arrest rates.	By the absence of crime and disorder.
What are the highest priorities?	Crimes that are high value (e.g., bank robberies) and those involving violence.	Whatever problems disturb the community most.
What, specifically, do police deal with?	Incidents.	Citizen's problems and concerns.
What determines the effectiveness of police?	Response times.	Public cooperation.
What view do police take of service calls?	Deal with them only if there is no real police work to do.	Vital function and great opportunity.
What is police professionalism?	Swift effective response to serious crime.	Keeping close to the community.
What kind of intelligence is most important?	Crime intelligence (study of particular crimes or series of crimes).	Criminal intelligence (information about the activities of individuals or groups).
What is the essential nature of police accountability?	Highly centralized; governed by rules, regulations, and policy directives; accountable to the law.	Emphasis on local accountability to community needs.
What is the role of headquarters?	To provide the necessary rules and policy directives.	To preach organizational values.
What is the role of the press liaison department?	To keep the "heat" off operational officers so they can get on with the job.	To coordinate an essential channel of communication with the community.
How do the police regard prosecutions?	As an important goal.	As one tool among many.



## Chapter Four

# Police–Community Partnerships

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### *Purpose of Session*

One of the central aspects of the community policing philosophy is that of the police and neighborhood residents forming collaborative, problem solving partnerships. The success of such partnerships depends on the active involvement of community residents in both the planning and implementation of strategies designed at resolving problems. Resident mobilization plays a critical role in improving communities by causing the residents to take a different view of themselves and the role they play in their neighborhoods. Changes may also occur in the way residents view their neighborhoods in general and the agencies responsible for them.

Motivating residents to become active within their neighborhoods requires that they be encouraged to get involved with the very early stages of problem solving including problem identification. Neighborhood residents have an intimate knowledge of the problems facing their community and they can provide keen insight into the nature and significance of the problems. By encouraging residents to help gather and analyze information on crime and drugs, develop neighborhood specific strategies to address the problems, and help to actually implement the plans, they are more likely to feel ownership in the problem solving process and ultimately in their neighborhoods again.

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This session addresses the following objectives:

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- To acquaint participants with the nature and importance of police-community partnerships.
- To describe the essential elements of developing partnerships.
- To provide helpful hints in setting up and conducting police-community meetings.

## The Nature of Police Community Partnerships

Successful mobilization of community residents requires an understanding of the nature of the motivation process. Robert Coates of the National Crime Prevention Council describes two types of mobilization, spontaneous and planned mobilization.

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Spontaneous and planned mobilization:

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- *Spontaneous mobilization* is an emotional, short-lived reaction by neighborhood residents to an incident (or series of incidents) that is perceived as a crisis. This type of mobilization effort quickly dissipates when residents believe that the crisis is over, having made little impact upon the attitudes or behavior within the neighborhood.
- *Planned mobilization* is more proactive and goal-oriented in nature. A long-range process involves the education, motivation and organization of neighborhood leadership and residents around a plan of action for resolving identified problems or meeting assessed needs. Planned mobilization, therefore, is primarily concerned with planned and sustained change within a neighborhood. It is more related to causes and conditions than it is with crises and catastrophes. It is more likely to yield long-range solutions than immediate responses to a problem and enable residents to create or preserve an environment consistent with their values.

**Instructor Notes:**

Discuss neighborhood watch program

**Instructor Notes:**

Discuss the idea that a police-community partnership is not necessarily one that is long term and requires a great deal of contact and maintenance. These partnerships may have a short life span and should be allowed to "disband" once the pressing problem has been resolved.

## Benefits of Collaborative Partnerships

There are benefits for police officers when they develop collaborative partnerships.

Slide # 22

### Benefits of Collaborative Partnerships

- Offers a comprehensive way to address a problem
- Increases coordination among public agencies and the community
- Represents the needs of all facets of the community
- Establishes a broad base of program support
- Viewed positively by funding sources
- Fosters the feeling that we are not alone

#### Instructor Notes:

- There are people with the funds, training, and desire to perform certain tasks. We should let them do what they desire to do within the community.
- The increased coordination increases efficiency, and effectiveness.
- ok
- Brings several resources together, and their abilities.
- ok
- Law Enforcement should not have to shoulder the burden of every problem in communities. We are not the fix all for all problems. We have placed ourselves in that position by trying to deliver better service.

SLIDE # 23

**Instructor Notes:**

- All stakeholders should be involved. Anyone with any connection, interest, or ability to help address a problem should be included

**Instructor Notes:**

- People who have hidden agendas. (Politicians or citizens who desire to hold a public position)
- People who already volunteer in the community, or are active in their church, boy scouts, etc.
- Think about businesses and other government officials who work in the community.

**Instructor Notes:**

Are there current laws, ordinances or deed restrictions that may need consideration.

## Membership in Police - Community Partnerships

Membership in police-community partnerships must involve all of the stakeholders in the community.

The partnership needs to include all city/county agencies, organizations, and community leaders (formal and informal) who have knowledge about the problem being addressed and have a stake in the community.

**Slide # 24**

### Factors to consider regarding membership

- What is the problem being addressed?
- What is the scope and purpose of the program?
- Who is knowledgeable about the problem and the community?
- Who will be affected by the program?

**Slide # 25**

### Factors to consider regarding membership

- What public policies and/or procedures will be affected?
- Who could hinder the program?
- Who could contribute leadership and other skills to the partnership?
- Who has the resources to address the problem?

## Leadership and Structure of Collaborative Partnerships

An element that is critical to the process of mobilizing residents is leadership. Leadership is considered the power to inspire others and to influence their behavior. To achieve full potential of the partnership, the leader must facilitate the active involvement of all members of the partnership. The leader must also insure that the program structure is clear and that the program process (*planning, implementation, evaluation, etc.*) runs smoothly. The leader must also provide a method for decision-making and conflict resolution.

## Preparing for Community Meetings

The process for preparing for community meetings does not have to be difficult. One most important thing to do is to find out why the meeting is being held (*unless you planned the meeting*) and why you are the person from the department invited to speak.

This information can be easily determined by calling the person planning the meeting and asking several important questions so that you can be prepared to address all of the issues presented during the meeting.

PAGE 25, 26, 27

### Instructor Notes:

Have student read but do not get caught up on "Leadership", or preparing for a meeting. Many agencies send their officers to meetings as a speaker, or a guest. The meeting is seldom scheduled, and planned by the officer. This section should be more of a reference than a major portion of the class.

### Instructor Notes:

"Who could hinder the program?" is a good point to discuss. Bringing a person on board that could represent an obstruction helps get them on board and on your side rather than as opposition to the effort.

What you need to know when preparing for meetings:

Slide # 26

### What you need to know includes:

- What is the exact purpose of the meeting?
- What is the theme of the meeting?
- What are the occupations of the listeners?
- What have the listeners been exposed to already?
- Ask the meeting planner about the probable attitude of the audience.

Steps you can take when preparing for the meetings include:

Slide # 27

### What you need to know includes:

- What is the overall income range of the audience?
- What is the educational background of the group?
- What is the age range of the audience?
- Is the group male? Female? or both?
- How many people will be in the audience?

**Slide # 28**

### What you need to know includes:

- Where will the meeting be held?
- What's on the meeting agenda right before you speak?
- What is the morale of the group?
- Is the meeting area properly lighted?
- Does the meeting room have cool, fresh air?
- Is the platform area neat and professional, with nothing distracting in sight of the audience?

**Slide # 29**

### Steps in preparing your material and yourself mentally for the meeting:

- Prepare thoroughly and practice
- Don't try to stretch your material
- Always make a point to have much more material on hand than you can possibly use in your speech
- Arrange your material for the greatest impact
- Make a brief and sincere thank-you statement showing appreciation to the introducer and the person who invited you

**Slide # 30**

### Conducting The First Meeting: Setting the Tone

- State the purpose of the partnership
- Identify the benefits of working together
- Identify the benefits to individual partners
- Provide information about the problem being addressed
- Explore a common ground among diverse partners - a shared vision
- Clarify roles and responsibilities
- Motivate partners to become committed to the partnership

Keys to Maintaining and Sustaining Partnerships

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1. The key to maintaining and sustaining partnerships is communication, communication, and communication!
2. Refer back to Key # 1.

Other Techniques for Keeping Members Involved:

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- Identify reasons why someone is involved and address the needs and expectations
- Be realistic about time and effort needed and members' ability to commit
- Provide opportunities for partners to learn, gain skills, and assume leadership responsibilities
- Evaluate and monitor progress
- Celebrate successes
- Recognize members for their efforts and contributions
- Recruit, recruit, and recruit!

**Slide # 31**

## Suggestions for Successful Public Speaking

- Know yourself
  - Develop your own style, don't imitate others, be yourself
  - Practice to become at ease with yourself and your ideas
  - Keep stage fright in proper perspective
  - Fright is caused by a lack of experience or self-confidence
  - Develop a desire to succeed and a positive attitude

**Slide # 32**

## Suggestions for Successful Public Speaking

- Know yourself (Continued)
  - Don't be discouraged by mistakes
- Know your speech
- Know your audience
  - Speak the audience's language
  - Be flexible - give the audience a chance to talk
  - You win an audience by persuasion, not by force

**Slide # 33**

## Some Common Errors to Avoid When Public Speaking

- Anything that doesn't attract an audience to you distracts an audience from you
- Don't start with an alibi, apology or excuse, such as:
  - "I didn't have time to prepare"
  - "I really didn't know what a group like yours would be interested in"
  - "I didn't know what you wanted me to talk about until I got to the meeting tonight"
  - "I am sorry I am not better prepared for you"

Slide # 34

## Some Common Errors to Avoid When Public Speaking

- Don't be on an ego trip
- Don't speak too softly or too far away from the microphone to be heard clearly  
Don't come to the meeting ill prepared for the specific group
- Don't mispronounce the name of the group or any individual
- Don't make a fuss about the time or your watch/clock

Slide # 35

## Some Common Errors to Avoid When Public Speaking

- Don't have sober, deadpan expression on your face
- Don't tell an off-color, X-rated, racial, or ethnic joke
- Don't waste time, ramble, or stretch out material
- Your attitude, spirit, and convictions automatically tell the audience the way you feel about your subject and your listeners

Slide # 36

## Some Common Errors to Avoid When Public Speaking

- Emphasize facts, not your unfounded claims and opinions
- Don't keep talking after your scheduled quitting time
- Don't fail to check equipment
- Wear proper attire for the meeting
- Don't close your talk inconclusively

# Chapter Five

## Problem Solving

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### *Purpose of Session*

Policing is an extraordinarily complex endeavor requiring an in-depth understanding not only of the current social, political, and behavioral problems and the rapid changes that are occurring in our society-but also the multitude of factors that influence the day-to-day behavior of police officers.<sup>1</sup>

Community Oriented Policing (COP) involves a whole new way of thinking about policing and the police and community's role to solve problems that adversely effect a community's quality of life. This session will introduce participants to the problem solving approach and help them become familiar with the steps involved in addressing the causes of conditions creating crime, fear of crime, physical and social disorder, neighborhood decay, and disturbance of the overall quality of life of a neighborhood.

### *Learning Objectives*

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- To explain the steps involved in problem oriented policing and acquaint the participants with the

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<sup>1</sup> Herman Goldstein

SARA (*Scanning, Analysis, Response, and Assessment*) model.

## The Problem Solving Process

Slide # 37

### What is a Problem?

- Any condition that alarms, harms, threatens, causes fear, or has potential for disorder in the community, particularly incidents that may appear as isolated, but share certain characteristics such as common pattern, victim, or geographic location.

**Instructor Notes:**

Discuss - participants should learn that it is important to understand what is meant by a problem, so that they can apply the problem solving method appropriately, and to problems they have a chance of solving.

The secret to success in problem solving involves identifying the common pattern in a series of incidents. This pattern should help identify the *root cause* of the problem. Often times, police officers only deal with the *symptom* of the problem and not the root cause of the problem.

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Key Elements of Problem Oriented Policing

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*A Problem is the Basic Unit of Police Work.* A problem is the basic unit of police work rather than a crime, case, a call, or an incident. A problem is a group or pattern of crimes, cases, calls, or incidents.

*A Problem Impacts on Citizens Not Just Police.* A problem is something that concerns or causes harm to citizens, not just the police. Things that concern only police officers are important, but they are not problems in this sense of the term.

*Deal with Conditions, Not Quick Fixes.* Addressing problems means more than quick fixes; it means dealing with conditions that create problems.

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

*Requires Thorough Investigation.* The investigation of problems must be thorough although it may not need to be complicated. This principle is as true for problem investigation as it is for criminal investigation.

*Problem Must Be Accurately Described.* Problems must be described precisely and accurately and broken down into specific aspects of the problem. Problems often aren't what they first appear to be.

*Problem must be understood by the Persons Affected.* Problems must be understood in terms of the various interests at stake. Individuals and groups of people are affected in different ways by a problem, and they have different ideas about what should be done for the problem.

*Limitation of Current Response Must Be Acknowledged.* The way the problem is currently being handled must be understood and the limits of effectiveness must be openly acknowledged in order to come up with a better response.

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SLIDE # 38

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**Instructor Notes:**

Discuss in detail so that all participants understand why problem solving is important to successful policing. The discussion should also emphasize the importance of the problem solving process.

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SLIDE # 39

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

*Solve Problems PROACTIVELY Rather than Reactively.* The police must *PROACTIVELY* try to solve problems rather than just react to the harmful consequences of problems.

*Police Subordinates Should Have Discretion.* The police department must increase police officers' and detectives' freedom to make or participate in important decisions. At the same time, officers must be accountable for their decision making.

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

Slide # 40

## The Future of Community Oriented Policing

- Response to a full range of social problems
- Police who adopt problem oriented policing will be prepared to take on a full range of social problems that the public expects them to handle, not just crime
- Early identification of issues

### Instructor Notes:

- Discuss how problem solving can benefit participants in the future in dealing with community problems.
- "The broken window theory" A neighborhood starts to decay with one broken window, the next thing the officer notices is that the grass has grown higher than normal, then graffiti, etc. The problem could have been addressed when it was a broken window. Failure to act has caused the broken window to become a call for service, or numerous calls for service.

Slide # 41

## The Future of Community Oriented Policing

- Police officers, who maintain a close, working relationship with the public will be able to identify problems before they become a crisis and before the public forces the police into reacting to pressure
- Tailored responses
- The police will design and implement those responses that are most likely to work, rather than standardized responses that are easy to implement but are unlikely to solve the underlying causes of the problem

### Instructor Notes:

- All problems are as unique as the community they exist in.
- If for no other reason, the residents themselves are different.
- Cops should be cautious not to implement a problem solving effort without thoroughly looking at the big picture.
- Wasting resources on symptoms, will not make a problem go away.

Slide # 42

## The Future of Community Oriented Policing

- Nurturing creativity and entrepreneurship
- The police department following the philosophy of community oriented policing will support initiative and creativity among its officers with an organizational structure that provides opportunities for meaningful work, responsibility, and constant feedback as to the effectiveness of officer activities

### Instructor Notes:

- While creativity is important in problem solving, rank structure is necessary in law enforcement.
- Officers must allow supervisors to supervise, and they cannot supervise or assist if they are not informed.

**Instructor Notes:**

Problems must be recognized, and prioritized by the community. We look at communities through the eyes of a "COP", not a citizen who lives in the community. Until "THEIR" problems are addressed, citizens will always ask, "When are you guys going to do your job?"

**Instructor Notes:**

Discuss the need for participants and their departments to understand the process of problem solving. The discussion can also include the idea that police have customarily used "Band-Aid" approaches to dealing with problems, short-term responses that do not solve the root causes of the problems. We need to address the root causes to be able to totally or permanently make the problems go away.

Ask supervisors and senior officers for their view/opinion. Recruit them into the problem solving effort, and implementation.

**Instructor Notes:**

Most problems involve the partnership of another agency. Often times that in itself is the solution.

**Slide # 43**

## Community Oriented Policing Departmental Emphasis

- Focus on problems of concern to the public
- Zero in on effectiveness as the primary concern
- Be proactive
- Be committed to systematic inquiry as first step in solving substantive problems

**Slide # 44**

## Community Oriented Policing Departmental Emphasis

- Encourage use of rigorous methods in making inquiries
- Make full use of the data in police files and the experience of police personnel
- Group like incidents together so that they can be addressed as a common problem
- Avoid using overly broad labels in grouping

**Slide # 45**

## Community Oriented Policing Departmental Emphasis

- Encourage a broad and uninhibited search for solutions
- Acknowledge the limits of the criminal justice system as a response to problems
- Identify multiple interests in any one problem and weigh them when analyzing the value of different responses
- Be committed to taking some risks in responding to problems

# Chapter Six

## SARA Problem Solving Policing Model

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### *Purpose of Session*

During this session, the participants will be introduced to the SARA method and briefed on similar police problem solving methods. This session will prepare the participants to actually apply the SARA steps to a target area problem.

### Learning Objectives

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- To explain the SARA process and to understand the main components of the four steps of the problem solving model.
- To identify the importance of community input in working through the four steps - To explain how the community policing components of accountability, empowerment, service orientation and collaboration/partnership fit into community problem-solving.
- To allow the participants to use and become acquainted with the steps of SARA

**Instructor Notes:**

Line officers (The Street Cop) usually has information that is necessary in solving problems because they are out there where the "Rubber Meets The Road" everyday. The line officer also has more direct contact with the citizens then any other area of the agency.

**Instructor Notes:**

Because it is more thorough, and usually has community involvement

Benefits of SARA

- Increased effectiveness
- Reliance on the expertise and creativity of line officers
- Closer involvement with the public

**Instructor Notes:**

The process itself encourages community involvement by partnerships with others to assist in the problem solving effort.

**Slide # 46**

## The Four Parts of SARA

- Scanning
  - Identify problems
- Analysis
  - Collect and analyze information
- Response
  - Collaboratively develop and implement solutions with other agencies and the public
- Assessment
  - Evaluate strategy effectiveness

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Scanning

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- Characteristics of identifying problems through scanning
- Scanning requires a broad and intensive view, over time, of a particular area or series of events, to accurately define the problems to be addressed
- Problems are generally multiple, continuous, and similar in nature creating crime, fear, disorder, and adversely affecting the quality of life in a neighborhood
- Problems are defined in more precise descriptive terms

Questions that should be answered during the Scanning phase:

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- Have you identified a problem?
- What is your perception of the problem?
- How do others outside law enforcement perceive the problem?
- Is there a difference in the perceptions? If yes, what is it?
- How serious is this problem?

Slide # 47

## Potential Sources of Information for Identifying Problems

- Crime Analysis Unit
  - Time trends and patterns (time of day, day of week, monthly, seasonal, and other cyclical events), and patterns of similar events) offender descriptions, victim characteristics, locations, physical settings, and other circumstances)
- Patrol
  - Recurring calls, bad areas, victim types, complaints from citizens

Slide # 48

## Potential Sources of Information for Identifying Problems

- Investigations
  - Recurring crimes, active offenders, victim difficulties, complaints from citizens
- Crime Prevention
  - Physical conditions, potential victims, complaints from citizens
- Vice
  - Drug dealing, illegal alcohol sales, gambling, prostitution, organized crime

Slide # 49

## Potential Sources of Information for Identifying Problems

- Communications
  - Call types, repeat calls from same location, temporal peaks in calls for service
- Chief's Office
  - Letters and calls from citizens, concerns of elected officials, concerns from city manager's office
- Other Law Enforcement Agencies
  - Multi-jurisdictional concerns

Slide # 50

## Potential Sources of Information for Identifying Problems

- Elected Officials
  - Concerns and complaints
- Local Government Agencies
  - Plans that could influence crimes, common difficulties, complaints from citizens
- Schools
  - Juvenile concerns, vandalism, employee safety

Slide # 51

## Potential Sources of Information for Identifying Problems

- Community Leaders
  - Problems of constituents
- Business Groups
  - Problems of commerce and development
- Neighborhood Associations
  - Local problems regarding disorder, crime, and other complaints

Slide # 52

## Potential Sources of Information for Identifying Problems

- Newspapers and Other News Media
  - Indications of problems not detected from other sources, problems in other jurisdictions that could occur in any city
- Community Surveys
  - Problems of citizens in general



# Chapter Seven

## Data Collection and Analysis

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### *Purpose of Session*

**D**uring this session, the participants will be introduced to the second step of the SARA method; data collection and analysis.

### *Learning Objectives*

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- To explain the importance of collecting information from a variety of public and private sources
- To describe an analysis model which breaks the problem data into three components
- To allow the participants to use and become acquainted with the analysis model

**Instructor Notes:**

Traditional law enforcement rarely took into consideration what contributed to making or allowing the offense to take place, and what could be done to keep the offense from happening again.

**Slide # 53**

## Overview of Data Collection and Analysis

- Traditional law enforcement concentrated on the instant offense or offender
- Human nature is to go from problem to response with little data collection and even less analysis

**Slide # 54**

## Overview of Data Collection and Analysis

- The analysis is the heart of the problem solving process
  - Must be thorough, creative, and innovative
  - Must collect information from a variety of sources
  - Do not limit data collection to just police data
- Understanding all components of a problem allows for the design of a custom-made response

# Chapter Eight

## Response

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### ***Purpose of Session***

A key to the success of community oriented policing is the creative and long-term solutions developed as a result of thorough data collection and analysis. During this session, the participants will be introduced to the third step of the SARA method-response through identifying and analyzing options.

### *Learning Objectives*

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- To explain the importance of considering all the data before initiating a response
- To describe various techniques and actions that present solutions that may go beyond traditional criminal justice system remedies
- To allow the participants to consider alternative responses

## Overview of Identifying and Analyzing Responses

Slide # 55

### Check List to Help Identify Responses

- Identify the underlying nature of the problem through a complete analysis of the data
- Make sure you understand the problem from the perspectives of the key stakeholders in the neighborhood
- Clarify, and if necessary, redefine the problem before initiating a response

Slide # 56

### Check List to Help Identify Responses

- Work with citizens, businesses, and public and private agencies to tailor a response
- Not all problems can be totally eliminated
- Solutions may go beyond traditional criminal justice response

Success in problem solving may come in a variety of methods or with a varying degree of successes. Almost any effort to address a neighborhood problem will have some effect on the problem, usually positive if the effort is reasonable and appropriate for the situation. Generally, beneficial effects of problem solving are found to fit into one of five categories:

Slide # 57

### Five Groups of Solutions

- Solutions designed to totally eliminate a problem
- Solutions designed to substantially reduce a problem
- Solutions designed to reduce the harm created by the problem
- Solutions designed to deal with a problem better
- Solutions designed to remove the problem from police consideration

**Instructor Notes:**

Discuss the idea that almost any attention directed at a problem provides some impact—some degree of reduction in the problem. All of these impacts represent a degree of success. If the problem is not totally eliminated, the officer should be encouraged to continue working on the problem to see if a greater degree of success can be achieved

When seeking to attain one of these benefits, community-policing officers must develop responses to identified problems that appropriately address the problem at hand. By answering a number of questions, the appropriateness of suggested responses can be determined. Among these questions are the following:

**Slide # 58**

### Questions that should be answered:

- What will be the goal(s) of your response toward the problem?
  - Will you eliminate, reduce, displace, prevent, or do something else with the problem?
  - What do you hope to accomplish by addressing this problem?
  - How will you know if you accomplished your goal?

**Slide # 59**

### Questions that should be answered:

- What strategies will be used to meet the goal(s)?
  - Concentrate on individuals causing problem
  - Organize and work with neighborhood citizens
  - Refer to other government or private services
  - Coordinate police response with other agencies

**Slide # 60**

### Questions that should be answered:

- What strategies will be used to meet the goal(s)?  
(Continued)
  - Correct inadequate or lack of service
  - Use mediation or negotiation skills or services
  - Share information with citizens to enable them to solve the problem or conform to the laws and regulations

**Slide # 61**

### Questions that should be answered:

- Who can assist in the development of these strategies?
  - Who are the individuals, groups, or agencies?
  - How can they assist in designing the strategies?
  - How can you solicit their participation and commitment?

**Slide # 62**

### Questions that should be answered:

- What obstacles exist?
  - What and who are these obstacles?
  - What kind of inhibiting factors do they exhibit?
  - What are the alternatives?
  - How can these obstacles be overcome?

**Instructor Notes:**

It is important for the community policing officer to realize that when addressing a problem, obstacles may arise to hinder the success of a response. These obstacles may be outside of the control of the officer and the community. Any attempt to address a problem in a community is a success. Surely there will be some sort of change in the problem as a result of the attempt. "Failure to try something will certainly result in failure."

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SLIDES # 63-64

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There are several simple but effective principles to keep in mind about the problem solving process:

## Principles of Problem Solving

### DON'T TAKE ANYTHING FOR GRANTED

If part of the program is not working, ask whether the organization should be doing it in the first place.

### OLD PATTERNS MAY HINDER SOLUTIONS

Every organization has someone who, in answer to why something is done, replies, "We've always done it that way." Maybe that's the problem! There may have been a reason for doing something a certain way one time, but that reason may not hold well now. Look at everything to see if needless work is being done out of force of habit.

### TRIAL AND ERROR MAY WORK AS WELL AS LOGIC

Some solutions cannot be thought through in an orderly manner. If an idea sounds good, try it. If someone cannot make a program work, give some else a chance. Who knows if two people will work well together until they try out as a team?

### FIND THE ESSENTIAL SIMILARITIES IN PROBLEMS

Several seemingly unrelated problems may be solved in similar ways. After solving a problem, take time to state its solution in general terms that will apply to situations in the future.

### PAY ATTENTION TO GROUP PROCESSES

In the organization's efforts to identify, analyze, and solve problems, have observers noting how the solution was reached and the various roles the participants played. What was said that helped two factions reach agreement? What was said that hindered or blocked action? What helped the participants really hear what was said? Sharing these notes on process can turn it into a learning experience for every one.

LOOK AT PROBLEMS FROM DIFFERENT  
ANGLES

The more people that are involved in problem solving, the more points of view that are brought into play. The story is told of a large truck stuck under a bridge. The best efforts of the highway patrol truck drivers, and garage mechanics could not pry it loose. Finally, a four-year-old boy who has been watching found the solution when he suggested letting the air out of the tires. For many problems, an outsider can often put his/her finger on the trouble quicker than those who are emotionally involved can.

DIVIDE PROBLEMS INTO PARTS

Some problems are too large to deal with as a whole, such as a ten-year plan for the first year.

ANTICIPATE PROBLEMS

Once a course of action is decided on, establish a “disaster position.” Say, for example, that a large conference is to be held. List all the things that could possibly go wrong and what will be done in each case if the worse happens.

TAKE THE EMOTION OUT OF PROBLEMS

If \$1,000 is missing from the organization’s funds, think about what steps should be taken if a dollar was missing. It is the same problem. If an opponent makes a suggestion, think about how it would be received if a supporter had made it. In stating any problem, stick to the facts.

ANTICIPATE THE CONSEQUENCES

Before finally deciding on a solution, think about how it will affect everyone else in the organization. If someone is given more responsibility, who is likely to be jealous and what can be done about this in advance?

LEARN FROM LOSING

It is as important to know why a suggested solution did not work as to know why another one did. If a community meeting attracted very few people, was it because the people did not have transportation in from rural areas? Was the meeting held on the wrong night?

Slide # 65

## Common Errors in Problem Solving

- The problem is not clearly defined/the group does not have enough information to understand the problem
- The problem is stated too narrowly. Real problem will not be resolved. Only a symptom is affected
- Tentative solutions are chosen too early in the process (before the problem is understood)

Slide # 66

## Common Errors in Problem Solving

- The range of information gathered is too narrow
- Some major constraints to solving the problem are ignored
- Traditional solutions are preferred despite lack of effectiveness
- Priorities among problems are not established. A plan for carrying out the solution, specifying who will do what when, is not developed or is not well thought out

Slide # 67

## Common Errors in Problem Solving

- It is never too late to bring other agencies/resources to the table to help solve the problem
- This is usually where management has made a decision that conflicts with the line officer. The management has a different agenda, and looks more at the big picture, (i.e., budget, political effect) rather than the single problem.
- Evaluation should occur throughout the entire process. If the results are not obtained, SCANNING and ANALYSIS phases may be revisited.

**Instructor Notes:**

When discussing why traditional solutions are preferred, ask the students "why this occurs?"

Answer:

- Law Enforcement is resistant to change.
- There is risk involved when trying something new.
- Cops are usually thinking "in the box" of law enforcement because they have never been empowered to brainstorm on their own.

HOW TO KILL THE CREATIVE PROCESS

Nothing can kill the creative flow of ideas quicker than a manager's ill-chosen words. If it seems your employees are not generating as many good ideas as they once did, you might check the response of your managers. Compiled by the Eddy-Rucker-Nichols Company, the following phrases are guaranteed to kill any degree of creativity.

Slide # 68

### How to kill the creative process

- Don't be ridiculous
- We tried that before
- It costs too much
- It can't be done
- That's beyond your responsibility
- It's too radical a change

Slide # 69

### How to kill the creative process

- We don't have time
- That will make our equipment obsolete
- That's not our problem
- We've never done it that way before
- Let's get back to reality

**Instructor Notes:**

These slides could be labeled as EXCUSES!

What existing inefficiencies could exist that could be causing these phrases to occur?

- Someone does not have total buy-into the process/plan.
- Inefficiencies in current SOP/Procedures.
- Process conflicts with someone's personal agenda.

Ask for other excuses from the class.

**Slide # 70**

## How to kill the creative process

- Why change it? It's still working
- You're two years ahead of your time
- You're two years ahead of your time
- It isn't in the budget
- Can't teach an old dog new tricks

**Slide # 71**

## How to kill the creative process

- We're not ready
- Too hard to sell
- Top management would never go for it
- Let's shelve it for now
- We did fine without it

**Slide # 72**

## How to kill the creative process

- Will you guarantee it will work?
- What we have is good enough
- Its against policy
- Don't rock the boat
- Has anyone ever tried it?

If you have heard or said any of those phrases, chances are you have found an obstacle to creative thinking in your organization.

Slide # 73

## Characteristics of a Good Community Oriented Supervisor

- Allows officers freedom to experiment with new approaches; grants flexibility in a work schedule when requests are proper
- Allows officers to make most contacts directly and paves the way when they're having trouble getting cooperation
- Protects officers from pressures within the department to revert to traditional methods

Slide # 74

## Characteristics of a Good Community Oriented Supervisor

- Runs interference for officers to secure resources, protect them from undue criticism, etc.
- Coaches officers through the problem solving process, gives advice, helps them manage their time, and helps them develop work plans
- Supports officer even if their strategies fail, as long as something useful is learned in the process, and the strategy was well thought through

### Instructor Notes:

Ask the class:

Why is it important to get the supervisor to buy into the process?

- They also bring their resources to help
- Helps support the effort further up the chain of command.
- Experience is very valuable.
- Causes less conflict.

Why would a supervisor not want to assist with the problem solving effort?

- Afraid to make waves within the agency
- Does not fully understand Community Policing, the benefits of addressing the problem
- Reluctant to empower the officer. (intimidated by a job well done, embarrassment, etc.)

**Slide # 75**

## Characteristics of a Good Community Oriented Supervisor

- Manages problem solving efforts over a long period of time; doesn't allow effort to die just because it gets side tracked by competing demands for time and attention
- Gives credit to officers and lets others know about their good work
- Identifies new resources and contacts for officers and makes them check them out

**Slide # 76**

## Characteristics of a Good Community Oriented Supervisor

- Coordinates efforts across shifts, beats, and outside units and agencies
- Assesses the activities and performance of officers in relation to identified problems rather than by boiler-plate measures
- Realizes that this style of police work cannot simply be ordered; officers and detectives must come to believe it

## Analysis of Problem Information

See *Appendix A Guide for the Analysis of Problem Information* page 53

To understand a problem fully, the analyst must find and examine information about a variety of aspects of the problem. Data on three basic aspects of each problem will typically be required. It is important to know something about the actors involved in the incidents. This includes victims, offenders, and others—"third parties"—who witness the incidents or are directly involved in some other way.

Understanding the incidents themselves requires not only knowledge of the sequence of events, but also of the social and physical context of the events, and of the immediate effects of the incidents. Responses to the problems by the community and its institutions are important because they affect the actors, and sometimes contribute to the problem. Of importance when considering responses is the degree of seriousness with which the community and institutions view the problem.

In the Appendix, the most important types of information are organized in the form of a checklist. The analyst may use the list to help identify which types of information bear on the problem he or she is examining; the analyst may then determine where the required information can be found, and collect it. Some of the information on the list will be inapplicable for certain kinds of problems, so the analyst should be sure to plan his or her information collection strategy carefully.

### Assessment

How will you know if you accomplished your goal? It is important to go back after a period of time and evaluate if you accomplished what you set out to accomplish. Some of the ways you may assess need to be considered at the assessment step. For instance, if a problem you are dealing with is gang graffiti – you may want to take a before and after photograph of some areas where the problem exists. You may want to rely on statistics and numbers like those used in traffic enforcement studies. This stage is often forgotten or people get so committed to the solution they designed that they are reluctant to go back to the drawing board.

#### Instructor Notes:

Most of what the student will see in the appendix is directly related to criminal investigation techniques. It should be stressed to the student that this should be no surprise. Law Enforcement Officers are the world's best problem solvers. We collect information and attempt to come to a conclusion leading to an arrest. We are trained to solve "criminal" problems, and for the most part that same training carries over into community policing.

It should be stressed to the student that this is nothing new! The only thing new is at what point we (law enforcement) enters the problem.

Take the time and discuss these points.

## Principles of Problem Solving

- Don't take anything for granted.
- Old patterns may hinder solutions.
- Trial and error may work as well as logic.
- Find the essential similarities in problems.
- Pay attention to the way the group works.
- Look at problems from different angles.
- Anticipate problems.
- Take the emotion out of problems.
- Anticipate the consequences.
- Learn from losing.

## Common Errors in Problem Solving

- The problem is not clearly defined/the group does not have enough information to understand the problem.
- The problem is stated too narrowly. Real problem will not be resolved. Only a symptom is affected.
- Tentative solutions are chosen too early in the process (before the problem is understood).
- The range of information gathered is too narrow.
- Some major constraints to solving the problem are ignored.
- Traditional solutions are preferred despite lack of effectiveness.
- Priorities among problems are not established.

- A plan for carrying out the solution, specifying who will do what when, is not developed or is not well thought out.
- Resources needed to carry out a solution are not clearly specified or obtained early enough in the process.
- The costs of a solution is not weighed against the potential benefits.
- Feedback and evaluation procedures are not built into the solution, therefore, no mechanism exists to monitor progress and determine effectiveness.



# Appendix

## Resource Development

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### *Purpose of Session*

This session will allow participants to develop an understanding of the process of identifying resource needs and possible resources they can use when doing community policing. Officers involved in community policing will need to develop sources of information and support for use in identifying neighborhood problems as well as in developing strategies to use to resolve problems.

### *Learning Objectives*

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- To acquaint participants with the process of identifying resource needs.
- To show participants how to identify potential resources.
- To make the participants familiar with many resources currently used by officers involved in community policing.

**Instructor Notes:**

Discussion of the need for community policing officers to develop resources

**Instructor Notes**

Community policing officers need to develop resources for information and for assistance

**Instructor Notes:**

Discuss briefly the broken window theory of urban decay

## Resource Development

Resource development is an instrumental function for Community Policing Officers if they hope to be able to successfully address neighborhood problems. One police officer, working eight to twelve hours a day, with limited resources, can have a degree of impact on a neighborhood but certainly not an impact as encompassing as when residents collaborate in the effort. This extends the influence of the police and CPO up to a full twenty-four hours. With additional people constantly moving throughout their neighborhoods with a heightened sense of aware of neighborhood concerns, almost nothing can escape scrutiny.

For years, the public has been programmed to identify problems in their neighborhoods and bring them to the police to resolve. That is unless the problems are not police related. Officers may have referred these problems to other service organizations or they just remained out there unresolved but still bothering our residents.

Under the community policing philosophy, police officers learn that all neighborhood problems are important and should be addressed. Some problems may be best handled by a Codes Enforcement Officer, a Fire Inspector, a Housing Inspector, a Domestic Counsel, or other service provider. Even these at times, need a boost from the police in the form of an official or unofficial referral or maybe a subtle inquiry as to the status of a complaint to re-energize efforts by the service organization in resolving problems. In this way, *all* problems become the responsibility of the police in the broadest of terms.

As we have discovered through studies such as the Broken Window Theory of Urban Decay by Wilson and Kelling, small concerns over time may develop into neighborhood problems of enormous proportion if left unchecked. The police can have tremendous impact on these small concerns while they are small, hopefully preventing their escalation. To accomplish this, police officers must learn to master skills that they used previously on a limited scale. Modern police officers must learn to be Resource Managers, constantly identifying new sources of information, new social service providers, and neighborhood resources that can be tasked with addressing neighborhood problems.

The following information is designed to inform police officers charged with addressing neighborhood problems of the process of developing resources. Contained within these few pages are checklists of resources already identified and utilized by CPO's to address problems of various natures. The first step in the process involves a realization by police officers that:

Slide # 77

## Taking Inventory of Community Resources

- The police can't do it alone
  - Organized residents and businesspeople can provide vital assistance for problem solving
- For most quality-of-life and order maintenance problems, there are resources, if not in the immediate neighborhood, then perhaps at the city, county, or state level
  - While the police are not social workers, it helps to know how to find a real social worker when one is needed

Slide # 78

## Taking Inventory of Community Resources

- Similarly, professionals tackle substance abuse issues, reach out to troubled youth, and address domestic violence, as well as experts in rehabilitating dilapidated housing, using various grant programs
- Police personnel need to be able to make effective referrals by giving out contact information. Perhaps police departments can create a resource sheet to hand out when appropriate

If police officers accept these statements as fact, they are already on the path to success. We have missed involving our best resource; our citizens, in solving problems. Since community members know a great deal about what goes on in their neighborhoods and have access to resources important to addressing problems, their engagement in problem solving is vital to gaining valuable information and mobilizing coordinated responses to problems. Community policing also recognizes that long term solutions to many problems require the involvement of the community and other governmental agencies. Therefore, problem solving encourages officers to draw on a wide range of sources of information and resources from outside of the department to analyze and address problems.

To solve problems, it's useful to learn about agencies, institutions and other relevant groups. Not all such groups are known to neighbors. If most citizens knew about such resources, there would be far fewer inappropriate calls for service. Learning about resources is advantageous for personnel for on-the-job use (such as calling in a condition to the correct agency) and for citizen referrals. When the community knows who has responsibility for addressing their problems, they can hold that agency accountable for results, using tactics not available to the police.

The following pages help identify police information and activity sources as well as community resources:

#### Information Sources - Internal

The sources of information available within a police department involve the formal and informal information gathering processes. Among the formal information, gathering sections are the *Records Section*, the *Crime Analysis Section*, the *Intelligence Section*, the *Vice and Narcotics Section*, *Criminal Investigations*, and the *Youth Section*. All crime and informational police reports are usually stored in the Records Section. When reviewed by officers in the analysis phase of the problem solving process, these reports can present background information on subjects in the neighborhood and activities that reflect the root causes of neighborhood concerns.

Slide # 79

### Internal Information Sources

- Records Section
- Crime Analysis Section
- Intelligence Section
- Vice and Narcotics Section
- Criminal Investigations

**Instructor Notes:**

Discuss potential sources of information

Slide # 80

## Internal Information Sources

- Youth Section
- School Resource and School Liaison Officers
- Crime Watch Coordinators
- Communications Center
- Patrol Officers

One of the most productive of the information resources of the police department is a *Crime Analysis Section*. This section reviews all police reports, field interrogation reports and other documentation and usually stores the information in a database for near instant retrieval and analysis. The analysts in a Crime Analysis Section review all crime reports to obtain information on developing crime trends and patterns. Analysts compare the information in crime reports to the information received on individuals observed moving through the neighborhoods during the periods the crimes occurred. Area specific crimes such as those within a particular Community Policing area can be monitored to assist the Community Officer in arresting violators and preventing further crimes. Crime Analysis Sections may also publishes the Daily Bulletin of Police Information, which containing “*BOLO’s*” (*Be On the Look Out*) lists for newly identified and wanted people and vehicles. Moniker or alias files may also be maintained by a Crime Analysis Unit to assist officers in obtaining identities through nickname searches.

An *Intelligence Section* is another excellent source of information for the Community Officers. Intelligence Sections gather information on gang activity, especially when gangs involve people from other areas and the motorcycle culture. Intelligence detectives can assist officers and investigators in identifying the owners of property in a city or county through contacts with the County Appraiser's Office and other contacts. This can be particularly helpful to Community Officers who need to identify absentee land and property owners who are not maintaining their properties, allowing them to fall into decay.

Community Police and Patrol officers can also gather information on drug related problems from a *Vice and Narcotics Section*. Narcotics files usually contain, not only information on those people arrested for narcotics violations but also background information on known and/or suspected acquaintances of the violators. Information on known acquaintances can be very beneficial to officers identifying drug suspects hanging around neighborhood corners.

A *Youth Section* usually maintains all arrest files and information on juveniles. *School Resource and School Liaison Officers* may be available as an information resource on the young people attending the schools within a community. These officers are in constant contact with the students and receive continuous information about criminal acts and suspicious activities of the other students. A Youth Section usually also compiles information on youth related gang activity. All reports containing juvenile gang information is forwarded to a Youth Section so that the most current gang members can be monitored.

A department's *Crime Watch Coordinators* also serve as a conduit of information about residents' concerns in specific neighborhoods. Coordinators report the information to patrol commanders for immediate action, if needed.

A *Communications Center* for a police agency can be an excellent source of information regarding call types, repeat calls from same location, temporal peaks in calls for service, and a number of problems that come to the attention of call-takers but may never get communicated to street personnel. Communications employees may be able to identify crime patterns or commonalties between calls from individual neighborhoods. Many Centers have Computer Aided Dispatch capabilities, which can provide information about individual calls, series of calls, or workload by individual neighborhoods.

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Sources of Information and Assistance

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*External*

*Elected Officials* are often a source of information pertaining to concerns and complaints expressed by their constituency. These officials may have a depth of information about a neighborhood and its concerns that would benefit an officer working in the neighborhood.

*Local Government Agencies* often have work plans and provide services that could influence crimes, common difficulties, and complaints from citizens. The following is a brief list of some government agencies that can provide information:

Slide # 81 Sources of Information and Assistance Outside the Police Department

- Elected Officials
- Local Government Agencies
- Codes Enforcement
- Fire Department and its Fire Inspectors
- Housing Department
- Planning Department

**Slide # 82** Sources of Information and Assistance Outside the Police Department

- Transportation Department
- Utilities Department
- Water Department
- Traffic Engineering Department
- Leisure Services/Parks Department
- Legal Department

**Slide # 83** Sources of Information and Assistance Outside the Police Department

- Neighborhood Services Office
- County Board of Education
- County Property Appraiser's Office
- State or local Family Services Department
- State Employment Department
- State Department of Corrections (Probation and Parole)

**Slide # 84** Sources of Information and Assistance Outside the Police Department

- State Welfare Office
- State Department of Transportation
- State Department of Education
- State Department of Motor Vehicles
- Social Security Office
- Post Master and Postal Inspector's Offices

Neighborhood *Schools* are an excellent source of information on a variety of juvenile concerns including gang information, vandalism information, juvenile crime involvement, and school employee safety. As mentioned previously, School Liaison or School Resource Officers are invaluable sources of information.

*Community Leaders* have been recognized as valuable information sources relating to problems of their constituents. Prior to community policing, the information available from community leaders seemed to only be channeled and possibly filtered through local elected officials. Police officers receiving information through elected officials were often presented with information that did not accurately describe the problem. Perceptions can easily modify the information to be passed along for action.

Local *Business Groups* can be an outstanding source of information about problems that affect area commerce and development. By working with these groups, community policing officers can discover problems that are common to a number of businesses or to a particular type of business. Discovering the common thread or the commonalities of problems can be a large step forward to developing response strategies that will successfully address the problems. A prime example of the benefits of working with business groups is that of *convenience store owner/operator associations*. Many of them experience gas drive-off's and convenience store robbery patterns. Both of these problems are usually common to a number of stores and can best be addressed by working with all of the businesses at once through their business associations. Other groups that can assist community officers are *hotel-motel associations*, *restaurant associations*, *small business bureaus*, *the American Society of Industrial Security*, and *Chambers of Commerce*.

*Neighborhood Watch* can provide real and timely information about local problems regarding disorder, crime, and other complaints. This network has not always been utilized to true effectiveness. Frequent or constant contact and the exchange of information is key to success of such a program.

### *Neighborhood Associations*

*Local colleges and universities* can also serve as resources for information, technical assistance and consulting in the formation of partnerships within a community.

A segment of society often overlooked by the police as an information source other than its obvious use is that of *Newspapers and the Other News Media*. We usually look upon the media as an irritation and bother rather than a resource that can be used as well. Media sources can often provide indications of problems not detected from other sources and information about problems in other jurisdictions that could occur in any community. They can help distribute information to local residents almost instantly when needed.

Many departments are hesitant to distribute and analyze *Community Surveys*, perhaps because they are unsure of what information may come back from residents. Some say “don’t ask anything you don’t want to know”, and others “don’t ask anything that you don’t already know the answer to”. In reality, they can obtain whatever information they seek through the questions they pose in the surveys. Problems of citizens in general

A number of community programs provide support to community policing initiatives and COP officers. City or county sponsored programs are often developed to address neighborhood decay, which leads to other quality of life concerns within neighborhoods. Among such programs available in some communities are:

- Great Neighborhood Partnership programs representing comprehensive efforts to address housing needs and revitalization of older neighborhoods.
- Ongoing City or county neighborhood maintenance programs through systematic code enforcement and the *Certificate of Inspection Programs*.
- Codes Enforcement may also coordinate a *Neighborhood Conservation Program (NCP)*, which is a program intended to promote the preservation of sound housing and prevent deterioration by improving the condition and appearance of participating neighborhoods.

- A community's *Neighborhood Housing Services program* rehabbing loan properties and owned/optioned properties.
- The following housing programs may also be present in a city:
  - Target Area Bond Program
  - A Community Development Corporation
  - HUD Homes
  - A.C.T.I.O.N. Fund
  - Operation Paintbrush
  - City Volunteer Painting Programs
  - Rehabilitation Assistance Program
  - Adaptive Reuse Program
- Home ownership programs, offering special low interest loans to persons able and willing to purchase properties in highly stressed neighborhoods.
- Habitat For Humanity
- Volunteer programs

These programs have committed significant resources to neighborhood revitalization efforts. Such endeavors compliment community policing by directing funds into specific activities that result in improvements in a neighborhood's quality of life. These efforts, therefore, help break cycles of deterioration and decay that lead to increasing criminal activity and create more positive environments for the acceptance of other problem solving efforts.

# Appendix

## A Guide for Analysis of Problem Information

### *Discussion*

To understand a problem fully, the analyst must find and examine information about a variety of aspects of the problem. Data on three basic aspects of each problem will typically be required. It is important to know something about the actors involved in the incidents. This includes victims, offenders, and others—“third parties”—who witness the incidents or are directly involved in some other way.

Understanding the incidents themselves requires not only knowledge of the sequence of events, but also of the social and physical context of the events, and of the immediate effects of the incidents. Responses to the problems by the community and its institutions are important because they affect the actors, and sometimes contribute to the problem. Of importance when considering responses is the degree of seriousness with which the community and institutions view the problem.

In the following document, the most important types of information are organized in the form of a checklist. The analyst may use the list to help identify which types of information bear on the problem he or she is examining; the analyst may then determine where the required information can be found, and collect it. Some of the information on the list will be inapplicable for certain kinds of problems, so the analyst should be sure to plan his or her information collection strategy carefully.

### **Instructor Notes:**

Most of what the student will see over the next several pages are directly related to criminal investigation techniques. It should be stressed to the student that this should be no surprise. Law Enforcement Officers are the world's best problem solvers. We collect information and attempt to come to a conclusion leading to an arrest. We are trained to solve “criminal” problems, and for the most part that same training carries over into community policing.

It should be stressed to the student that this is nothing new! The only thing new is at what point we (law enforcement) enters the problem.

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## ACTORS

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At least two actors are required for most problems—an offender and a victim. For some problems, of course, it will be difficult to tell the two apart. This is particularly likely to be the case with “victimless crimes,” offenses committed between friends and relatives, some disorder problems, and crimes involving business transactions. Still, for most problems, the common-sense labels are perfectly sensible. In addition, other actors—so called “third parties”—are often involved. These may be witnesses to a purse snatch, neighbors who discovered a burglary long after the offender had fled, or friends of a shoplifter who took no part in the offense itself. Depending on the nature of the problem, analysts may need a variety of data on each of these actors. The most important of the data types are described below.

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### Offenders

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#### Identifiers

- Name
- Address
- Social security number

#### Physical description

- Age
- Race
- Sex
- Height and weight
- Hair color, facial hair
- Eye color
- Distinctive marks:
  - Physical disabilities
  - Scars

- Tattoos
- Right/left handed
- Blood type
- Finger/footprints
- Speech patterns and accents
- Clothing
- Perfume or cologne

Life style

- Financial status
  - Sources of income, both
  - Legitimate and illegitimate
  - Real and other property owned credit
- Friends and associates
  - Marital status
  - Living situation
  - Friends
  - Criminal associates
  - Gang and criminal gang and criminal organization affiliations
  - Other organizational affiliations
  - Prior residences
  - Location of family and friends
  - Sexual preference
- Leisure activities
  - Hobbies

- Religious preference and background

- Ever a victim

#### Education and employment history

- School/training
  - Special skills
  - Schools attended, location
- Employment
  - Present employer, location
  - Previous employers, location
  - Occupations
- Military record
  - Active/inactive/reserve
  - Type of discharge
  - Activities in service
  - Where stationed

#### Medical history

- Physical health
  - Physical disabilities
  - Hospitalization record
- Substance use/abuse
  - Type of substance used
  - Frequency of use
  - Behavior under the influence
  - Allergies
- Mental health

- Present status
- Residency/patient history

- Medical insurance

Criminal history

- Type of crimes
  - Trend in crimes
- Motive for crimes
  - Profit
  - Revenge
  - Anger
- Method of operations
  - Preferred MO
  - Trend in MO
  - Where learned MO
  - One or several MO's
- Recorded criminal record
  - Number and crime type of prior arrests
  - Existing warrants
  - Crimes done on bail, parole, or probation
  - Jail and prison time
  - Behavior in prison
  - Present parole/probation status and name of PO
- Probable future conduct
  - Prospects for rehabilitation

- Prospects for deterrence

#### Victims

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##### Personal data

- Identification
- Description
  - Age
  - Sex
  - Race
  - Height and weight
  - Medical history and present state of health
  - Education/employment history
  - Amount and source of income
  - Family makeup
  - Criminal record

##### Life Style

- Present financial status
  - Amount and source of income
  - Real and other property owned
  - Credit
  - Insurance
- Friends and associates
  - Marital status
  - Living situation
  - Domestic problems
  - Interaction with neighbors

- Member of organized crime group
- Length of residence in neighborhood
- Reason for choosing neighborhood
- Prior residences
- Routine activities
  - Working hours
  - When someone at home or business
  - Places frequented
  - Organization/club meetings attended
  - Routine visitors
  - Access to home/office by maintenance people
  - Use/abuse of drugs, alcohol

#### Security

- Police protection
- Other organized security
  - Private security guards
  - Apartment management
  - Neighborhood watch
- Self-protection
  - Dogs
  - Alarms
  - Other crime prevention hardware
  - Precautions taken to avoid street
  - Victimization
  - Weapons

- Martial arts training

#### Victimization history

- Prior victimization
  - Crime type
  - Seriousness of prior crime
  - Relationship to prior offender
- Response to prior victimization
  - Reported to police?
  - Cooperated with prosecutor?
  - Attitude regarding act and offender
  - Fear of future crime
  - Precautions taken to prevent future crime

#### This victimization

- Relationship to offender
  - Family member
  - Friend, neighbor, acquaintance, stranger
- Short-run effects of victimization
  - Property losses
  - Injury
  - Stress and anxiety
  - Inconvenience due to involvement with justice system
- Long-run effects of victimization
  - Permanent disability
  - Chronic anxieties and phobias

- Reported to police
  - Length of reporting delay
  - Reason for delay
  - Reason for reporting at all
- Expectations for police action
  - Willingness to cooperate with police
  - Willingness to prosecute

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#### Third Parties

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##### Personal data

- Identification
- Description
  - Age
  - Sex
  - Race
  - Height and weight
  - Medical history and present state of health
  - Education/employment history
  - Amount and source of income
  - Family makeup
  - Criminal record

##### How involved

- Connection to incident
  - Witness/bystander
  - Friend/relative of victim

- Friend/relative of offender
- Discoverer of crime
- Relationship to victim
  - Family member
  - Friend, neighbor, acquaintance, stranger
- Relationship to offender
  - Family member
  - Friend, neighbor, acquaintance
  - Stranger
- Effects of victimization
  - Stress, anxiety
  - Inconvenience due to involvement with justice system
- Reported to police
  - Length of reporting delay
  - Reason for delay
  - Reason for reporting at all

Expectations for police action

- Willingness to cooperate with police
- Willingness to prosecute

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Incidents

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Although we are used to describing an incident in the simplest of terms--the appropriate section of the criminal code, for example--a complete description of the facts that make up a problem is bound to be much more complicated. In particular, consideration must be given to the full sequence of events leading up to and including the event itself, the social and physical environment that provide the context for these events, and the results of the actions taken by the offenders and victims.

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Sequence of Events

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Target of act

- Person
- Property
- Exchange

Events proceeding act

- Crime part of other acts or ends in itself
- Transactions involved
  - Legitimate business
  - Vice
  - Other illegal; fence, loanshark, and so on
- Victim/witness/offender precipitation
- Witnesses and other involved

Events itself

- Intent of offender
- Actions by victim to avoid involvement

Type of tools used by offenders

- Attack buildings and things

- Attack people
  - Gun
  - Knife
  - Lead pipe
  - Rope
  - Wrench
  - Candlestick
- Other instruments
  - Vehicles
  - Police scanner
  - Other

#### Events following the act

- Actions taken by each actor following the event
  - Offenders
  - Victims
  - Witnesses, other third parties

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#### Physical Context

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#### Chronology

- Time of day
- Day of week- holiday or special event
- Month
- Season-Christmas, spring school break
- Cycle-business pay schedules, PMS, and so on

#### Location

- Inside
- Outside
- Vehicle
  - Private auto or public transportation
  - Type of vehicle
- Character of surrounding neighborhood
  - Residential-single family, condo, apartment, hotel
  - Commercial-retail, warehouse, parking lot
  - Industrial
  - Deserted locations
  - Mixed use of land
- Cross jurisdiction boundaries or all in city

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#### Social Context

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##### Likelihood of witnesses

- Street traffic
  - Pedestrians
  - Vehicles
  - Variation in activity between day and night
- Visibility of events to nearby buildings
- Characteristics of likely witnesses
  - Criminals
  - Drug addicts
  - Derelicts

- Law-abiding citizens

Probable actions of witnesses

- Neighbors able to identify strangers
- Frequency and intensity of interaction among neighbors
  - Friends
  - Casual acquaintances
  - Enemies
- Neighborhood watch active in area

Apparent attitude of residents toward neighborhood

- Condition of residences
  - Yards and lawns
  - Exterior maintenance; windows, paint
  - Common interior areas in apartments
- Condition of neighborhood
  - Abandoned cars
  - Trash
  - Common exterior areas in apartments

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Immediate Results of Events

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Harm done to victim

- Threat or intimidation
  - Weapon used or threatened
  - Home or business broken into
  - Injury threatened short-run and long run stress and anxiety

- Injury
  - Extent of injury
  - Medical care or hospitalization required
  - Long-run debilitating effects of injury
- Property loss
  - Value of property stolen
  - Value of damage
- Prospects for recovery
  - Covered by insurance/effect on premiums
  - Replacement of lost property possible
  - Operation ID or other identifying marks

Legal issues

- Statutory category/legal definition
- Elements of proof required
  - Arrest
  - Indictment
  - Conviction
- Potential penalties
  - Violation
  - Misdemeanor
  - Felony
- Previous court cases, new laws or known record of accomplishment

Gain to offender

- Property

- Revenge
- Gratification
- Status/recognition

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#### RESPONSES

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All problems result in some kind of community response, both among institutions such as government agencies and the mass media, and among individual citizens. These responses are important for understanding the problem for two reasons. First, community responses define police goals and objectives; thus they may be used to help specify how serious a particular problem is, and why it is a problem. Second, these responses directly affect the problem itself.

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#### Community Response

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Neighborhood affected by the problem

- Perceptions of problem
  - Perceived amount of crime in neighborhood
  - Perceived handling of problem by police
  - Perceptions of courts, other agencies
- Attitudes about problem
  - Fear level
  - Acceptance of problem
  - Perceived seriousness of problem
  - Expectations of action by police, courts
- Actions
  - Willingness to prevent further incidents
  - Self-protection, avoidance
  - Participation in Neighborhood Watch

- Political clout

City as a whole

- Perceptions of problem
  - Know problem exists
  - Perceived relevance of problem to their neighborhood
- Attitudes about problem
  - Special/vested interests
  - Fear levels
  - Expectations of action by police, courts
  - Responses to victim/suspect
  - Attitudes towards press and media
  - Feels responsible for incidents
  - Outside immediate area
- Actions
  - Avoid areas perceived to be risky
  - Willing to help solve problem

Opinions of people outside city

- Investors
- Commuters
- Shoppers
- Tourists
- Job-seekers

Community groups

- Churches

- Civic Associations
- Clubs
- Neighborhood Watch

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Institutional Response

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Police

- Prevailing attitudes
  - Seriousness of incidents
  - Victims
  - Perpetrators
  - Departmental philosophy
  - Individual philosophy
- Workload
  - Perceived workload
  - Actual workload
  - Staffing levels
  - Contribution of this problem to overall workload
- Approach to problem
  - Procedures
  - Previous work with victims and witnesses
  - Past experience/previous approach to this problem
- Belief in effectiveness of approach
- Resources
  - Information systems

- Equipment
- Expertise
- Funding

#### Prosecution

- Priorities
  - Special sections
  - Case screening
- Procedures

#### Courts

- How actors are treated
  - Victims
  - Offenders
  - Repeat offenders and repeat victims
- Readiness to incarcerate
- Procedures

#### Corrections

- Space available
- Jail and prison conditions
- Parole procedures

#### Sheriff

- Booking
- Jail space
- Work release programs
- Policies

Legislature

- Knowledge of problem
- Willingness to deal with problem
- Receptivity to change
- How voters affected

Preventive Programs

Mass Media

- Effects of news coverage on public, victim, and offender
  - Tendency to sensationalize violence
  - Copycat crimes result
- Willingness to cooperate with justice agencies

Business sector

- Insurance
  - Contribution to problem
  - Knowledge about problem
- Housing Industry
- Business organizations

Schools

- Crime prevention programs impact on community
- Truancy
- Vandalism

Medical

- How victim/offender treated
- Willingness to cooperation with other interested parties

Other social services

- Public housing
- Mental health
- Welfare
- Planning
- Codes compliance and enforcement
- Fire
- Revenue
- Community Development
- Other government agencies

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Seriousness of the problem

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Public perceptions

- How seriously regarded by the public
- Why seriously regarded by the public
- Publicity about the problem
- Community support and acceptance of present police actions

Perceptions of problem by other agents

- Commonwealth Attorney's view and support
- Court cases on this problem
- Other enforcement agencies outside this jurisdiction
- Perception of city manager and other city agencies
- How came to police attention



# Appendix

## Problem Solving Report Guide

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### *Discussion*

*Where do I start?* That is a common question asked by officers who have never used problem oriented policing to deal with beat problems. This form may be used as a systematic guide to assist officers in starting and working through POP projects. The items listed on this guide are meant to stimulate thinking about creative problem solving, not to limit officers to a standardized process that is appropriate for every problem.

Questions to be answered:

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- Who said this is a problem?
- Originator of the complaint—citizen, civic group, elected official, Crime Analysis, officer, other city department, Chief's office, etc.
- Address
- Telephone

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Scanning-PROBLEM (s) identified

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- Crime problem (drugs, theft, burglary, robbery, auto theft, etc.)
- Environmental - crime related (litter, trash, abandoned vehicles, etc.)
- Location and time
- Actors involved

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Immediate action taken Emergency Response

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- Reasons for concern and immediate action

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Analysis - Verifying the problem by collecting data

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- Complainant/victim/defendant/witness interviews
- Formal/informal survey of area residents
- Personal observations
- Confer with other fellow officers
- Interview other social service agencies
- Interview private agencies
- Attend community/business association meetings
- Crime Analysis Reports
- Arrest reports
- Criminal extracts and photos for a defendant book
- Problem clarification—What else is known about the problem after analyzing it? What are the goals and objectives to deal with the problem?

- Did the nature of the problem change because of your analysis?
- Is there a need for additional data collection?
- Before initiating a response (*action plan*), make sure all parties involved agree to the problem re-statement

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Response-Actions taken

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- High visibility patrol
- Conduct a community meeting
- Conduct a crime prevention meeting
- Storefront referral
- Conduct a confrontational problem-solving meeting
- Formal block or Neighborhood Watch
- Obtain assistance from other social/governmental agencies
  - The Mayor's Office
  - The court system
  - The DA's Office
  - The City Attorney's Office
  - The school system
  - Department of Human Services
  - Department of Health
  - Department of Public Welfare
  - Department of Recreation
  - Better Business Bureau

- Licenses and Inspection
- Utility Companies
- Obtain assistance from the private business sector
- Obtain assistance from the media
- Obtain assistance the Housing Commission
- Obtain assistance from other Police Division Units
- Arrest
- Initiate an eviction process
- Asset forfeiture
- Tactical Action Plan
- Drug Abatement Task Force

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Assessment-How effective was the response

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- Compare crime and calls for service statistics for the times before, during, and after intervention.
- Compare resident or complainant attitudes and perceptions before and after intervention for positive change.
- Maintain a rapport with the original complainant to keep abreast of any further problems.
- Maintain contact with those agencies providing assistance.

Results: Were the desired goals and objectives outlined in the response (*action plan*) achieved?

# Appendix

## Problem Solving Practical Exercise

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### *Purpose of Session*

**T**his session will allow participants to experiment with the problem solving method and help them become familiar with the steps involved in addressing the causes of conditions creating crime, fear of crime, physical and social disorder, neighborhood decay, and disturbance of the overall quality of life of a neighborhood.

### *Learning Objectives*

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- To acquaint participants with the practice of community oriented policing.
- To demonstrate the problem solving method through practical and real-life community problems.
- To make the participants familiar with using the SARA (Scanning, Analysis, Response, and Assessment) model.



# Appendix

## Action Planning and Teamwork

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### *Purpose of Session*

**T**his session will allow participants to develop an understanding of the importance of teamwork and action planning when working with community partners in addressing the causes of conditions creating crime, fear of crime, physical and social disorder, neighborhood decay, and disturbance of the quality of life of a neighborhood.

### *Learning Objectives*

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- To acquaint participants with the principles of team-action planning.
- To show participants the benefits of team action planning.
- To make the participants familiar with documenting action planning.

## Teamwork

Slide # 85

### Teamwork means:

- Coming together is a beginning
- Keeping together is progress
- Working together is success

There are several levels of teamwork depending on the amount of work involved and the willingness of the group to work together.

Slide # 86

### Levels of Teamwork

- Communication
  - Let's talk
- Cooperation
  - Stay in touch
- Coordination
  - Let's plan and support
- Collaboration
  - Let's create something new together

Collaborative partnerships in community policing stress the importance of both the police and the community working together to address neighborhood problems.

As a partnership develops, each member of the partnership should be willing to handle part of the work involved in solving problems. Since a number of people may be involved in the effort, it may become necessary for the police officer to facilitate the effort by helping define the tasks to be performed by each member.

Team action planning not only documents the work assigned, but identifies when each part of the work should be completed and the resources available to help solve the problem. To understand the nature of the problem a team is to address, a number of questions should be asked to help clarify what is to be done and what the response of the collaborative team will accomplish.

Slide # 87

### Questions to Help Identify What the Team Response Should Be:

- The team's selected problem is \_\_\_\_\_
- The team's perception of the problem is: (briefly describe the various team members' perceptions of the selected problem)
- How do community members perceive this problem? (list the differences)
- How serious is this problem?

Slide # 88

### Questions to Help Identify What the Team Response Should Be:

- Who are the key persons involved in the problem?
- Where is this problem occurring?
- What does the team believe are the root causes of this problem?
- Why isn't the current response solving the problem?
- What additional data collection efforts should be undertaken to understand the selected problem?

Slide # 89

### Questions to Help Identify What the Team Response Should Be:

- What are the goal(s) of your response to address the selected problem?
- What strategies will your team use to meet the goal(s)? (briefly describe)
  - Who will be targeted?
  - What individuals, agencies, organizations will be involved?
  - What activities will be undertaken?

Slide # 90

### Questions to Help Identify What the Team Response Should Be:

- Who can assist your team in developing these strategies? (list those individuals, groups, or agencies and how they can assist)
- What are the obstacles that will get in the way of your response? (list the five most serious obstacles)

**Slide # 91**

## What Exactly is Team Action Planning?

- The best solution won't solve the problem if it isn't put into action
- An action plan details who will do what, by when
- An action plan organizes tasks which implement the decision in the real world
- An action plan involves timing, personnel, and other resources that must be choreographed into action
- An action plan sets performance and quality standards plus a follow-up monitoring mechanism

**Slide # 92**

## What are the Benefits of Team Action Planning?

- Realistic Actions
  - Translate decisions into workable actions people can identify with
- Specific Assignments
  - Individuals know what to do and when
- Mutual Commitment
  - Build agreement by establishing mutual commitment to the plan

**Slide # 93**

## What are the Benefits of Team Action Planning?

- Citizen and Officer involvement
  - Excellent opportunity for involvement in the planning process
- Coordinate Action
  - Contribute to team-building and team work

### Why Document an Action Plan?

The *Action Plan Form* places all your proposed team's actions together in an orderly way. It includes a number of sections, each with a specific purpose:

Slide # 94

### What are the Benefits of Team Action Planning?

- Effective follow-up and accountability
  - Identifying future checkpoints and who is responsible for what
- Insure Results
  - Focusing all resources in the best way

Slide # 95

### Action Plan

- Overall Goal
  - State the response strategy you are trying to implement
- Action Items
  - List the steps or tasks needed to move your project from its current position to that of achieving your goal

Slide # 96

## Action Plan

- Responsible Person
  - Consider interest skills, and availability of persons who will be responsible for what action item(s)
- Completion Deadline
  - When does the action item need to be completed? Some action items are dependent upon previous items and/or critical to subsequent action items

Slide # 97

## Action Plan

- Resources Needed
  - What support does the responsible person need to complete the required action item within the completion dateline? Remember, time and people are limited and an easily expended resource

Use the Action Planning Question Checklist to add to your team's list. Go through the questions one by one and record your answers and ideas on the *Action Item Worksheet*. When you feel each has been thoroughly answered, move on to the next question. This comprehensive approach will help insure that all bases are covered.

- What is the overall objective and ideal situation?
- How will we measure results?
- What is needed in order to get there from here?

- What actions need to be done?
- Who will be responsible for each action?
- How long will each step take, and when should it be done?
- What is the best sequence of actions?
- What resources are needed, and how will we get them?
- What checkpoints and milestones should be established?
- What are the *make/break* vital steps, and how can we insure that they succeed?

When using the following Team Action Item Worksheet, use these definitions to help complete the form.

- *Overall Target:* In this box, record the response strategy your team is trying to implement
- *Action:* Arrange specific tasks from the Action Item Worksheet in sequence in the action column
- *Responsible Person:* Consider the persons interested and available (including those persons not here as members of your team) and assign who will be responsible for what on the form
- *Completion Date:* Estimate the date the action item will be completed. This date should be based on the specific action item and how it relates to preceding action items and subsequent tasks. These should be realistic deadlines
- *Resources Needed:* Identify the special skills, availability of persons, logistics, and other hard resources needed to complete the action item

# Appendix

## Crime Prevention and Community Policing

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### Learning Objectives:

- To inform the audience about the basics of crime prevention.
- To engage the audience in a conversation about crime prevention's relationship and importance to community policing.
- To facilitate a discussion about crime prevention techniques.

### The Basics of Crime Prevention

One of the most important functions an officer can perform on a day-to-day basis is providing crime prevention suggestions and assistance to the community. The public has the perception that a police officer is the *best* source for information of this type. Talking with victims of crimes (and non-victims) should be viewed as an *opportunity* to provide a valuable service to the community.

Community Policing Officers should be prepared to provide information on a number of crimes and concerns occurring in their assigned areas. Residents expect officers to be familiar with crimes and issues important to their neighborhoods such as:

- Auto theft
- Residential security
- Burglary prevention
- Commercial security
- Robbery prevention
- Domestic violence
- Shoplifting
- Fraud prevention
- Miscellaneous crimes
- Violent crimes (i.e., rape, robbery)

The following section provides an outline of information on various aspects of crime prevention of which Community Policing Officers should be aware. Keep in mind that it is only a small portion of information that is available on crime prevention. A department's crime prevention unit supplements this information and can offer the following services:

- Neighborhood Watch information
- Apartment Watch information
- Home security inspections
- Operation ID (engraving)
- Business security inspections
- Business Watch information
- Personal safety information
- Sexual assault information
- Senior Citizen safety information

- Child safety information
- Kid Care ID
- Emergency Management

Residents and/or business owners can contact crime prevention units for more detailed information on any of the above programs.

While patrolling their areas, Community Policing Officers are likely to be asked about security measures that they would advise residents to employ as target hardening measures to make their neighborhoods safer. Community Officers should make themselves aware of the following information, or have it available as a reference when confronted with difficult questions about security concerns.

## Premise Security

### Visible Address Markings on the Property

#### Visibility

- Day time - should have an unobstructed view
- Night time - proper high intensity exterior lighting

House numbers should be in a contrasting color to mounted surface - lighted at nighttime

#### Specifications for numbers

- Minimum size - 4 inches
- Optimum size - 6 inches
- Illuminated and reflecting

#### Common mistakes

- Numbers the same color as the premise
- Numbers covered by foliage
- Numbers painted on curbs where parked cars block numbers

- Numbers too small, numbers concealed by light glare

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Basic Types of Lighting Sources

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Incandescent (Halogen or Tungsten)

- Low initial installation costs
- Good color rendition
- Relatively short rated lamp life (500-10,000 hours)
- Most expensive to operate energy wise (\$72.00 per year)

Mercury Vapor

- Emit a white light with a slightly purplish tint
- More efficient than incandescent lighting
- Use almost exclusively for exterior lighting
- At one time approximately 75% of all street lighting were mercury vapor
- Long lamp life (24,000 plus hours)
- Widely used in applications where long burning hours are routine
- Good color rendition
- Energy costs \$42.00 per year

Fluorescent

- Good color
- High lamp efficiency and long life (12,000 - 20,000 hours)
- Due to the lamp's long length, relative to their small diameter, causes luminaires to have very wide horizontal spreads

- Fluorescent lamps used to be temperature sensitive with low ambient temperatures decreasing their efficiency.
- Newer models designed for outdoor use as replacements for incandescent lamps and for energy conservative reasons.
- Fluorescent lamps cannot project light over long distances (not desirable as flood type lights)
- Commonly used for office and indoor business lighting
- Energy costs \$50.00 per year

#### Metal Halide

- Emits a very white intense light
- Relatively short lamp life (6,000 - 15,000 hours)
- Primarily used for outdoor recreation areas, such as tennis courts, hospital entry ways and as security lighting at HIGH RISK areas such as jewelry stores
- Recommended for applications where burning hours per year are low
- Energy costs \$38.00 per year

#### High Pressure Sodium Vapor

- Relatively new lighting source
- Widely used for exterior security lighting of parking areas, roadways, buildings, industrial and commercial interior installations
- Similar to mercury vapor, but emits a warm golden pink color
- Provides relatively good color rendition
- Lamp life expectancy 24,000 hours

- H.P.S.V. fixtures have recently been adapted for residential applications and are commonly available
- Energy costs \$32.00 per year

#### Low Pressure Sodium Vapor

- Similar in operation to other types of vapor lighting
- Provides a much higher lumen per watt ratio
- Color emissions are yellow amber and within a very narrow band of yellow wavelength
- This results in a monochromatic emission that occurs within the most sensitive portion of the human eye response, providing good visibility
- Results in extremely poor color rendition
- Higher wattage L.P.S.V. lamps are about 40 inches in length, which reduces optical control
- Average lamp life is approximately 18,000 hours
- L.P.S.V. lamps are known to cause headaches and nausea to approximately 70% of the population after a continual exposure of approximately 10-20 minutes
- As an added security benefit for a 24 hour business, placement of L.P.S.V. lamps in parking lots can prevent loitering as a result of the physical side-effects
- Energy cost \$24.00 per year

## Exterior Lighting

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### General types

- Continuous lighting
  - Greater protection - A barrier of light
  - Controlled lighting - A focus on specific area
- Standby lighting
  - Motion detector
  - Occasional use
- Movable or portable lighting
  - Manually operated
  - Movable search or flood lighting
- Emergency lighting
  - May duplicate any or all of the other types of lighting
  - Used in times of a power failure or other emergencies
  - Powered by an alternative or auxiliary power source
    - ◆ Gas power
    - ◆ Batteries

### Front porch lighting specifications

- Minimum - 40 watts
- Preferably fluorescent or high pressure sodium

### Rear porch lighting specifications

- Minimum - 60 watts

- Preferably fluorescent or high pressure sodium

Leave lights on during darkness

- Manually operated
- Photoelectric cells
- Timers

Refrain from spot or floodlights (not energy efficient)

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#### Landscaping

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##### Fences

- Prune tree limbs high enough to avoid access over fences
- Avoid thick foliage, which might conceal a breach in the fence
- Thick foliage also impairs yard visibility
- Can conceal hidden pilfered items

##### Roofs

- Avoid trees near rooftops (they can act as natural ladders)
- Prune trees limbs away from wall side of tree
- Trimmed trees will reduce drain stoppage

##### Parking lots

- Keep shrubs pruned low in planters or use low profile shrubs
- Prune trees up at least 6 feet and away from lighting

##### Doorways/porches

- Keep shrubs trimmed low
- Keep shrubs away from address numbers

- Increase visibility - reduce opportunity

#### Windows

- Keep foliage trimmed below windowsills
- When possible, use low profile shrubs
- Foliage height can impair low profile window visibility

#### Security plants

- Any plant that has sharp or prickly leaves or thorns
- Place along fence lines to control access
- Place beneath windowsills
- Can reduce concealment of pilfered items
- Can help in alleviating loitering

#### Fire retardant plants

- Types of ground covers resistant to burning, may only smolder (i.e., ice plant)
- Can act as a firebreak
- Usually easy to grow, care for, and maintain

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#### Fencing

Height - check local regulations (usually 6 foot limit)

#### Types

- Redwood
- Chain link
- Brick/masonry
- Iron

- Corrugated metal

#### Gate security

- Locks or chains
- Hasps

#### Doors

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##### Door framing

- Minimum 5/8 inch wood
- Optimum 18 or 16 gauge sheet metal. *NOTE:* The smaller the numbers, the thicker the metal

##### Hinges

- Hinges mounted on the exterior of the premise need protecting
- Minimum: spot-welds the hinge bolt to the hinge
- Optimum: install tamper-proof hinges *NOTE:* Consider reinstalling hinges to the inside of the premise, if local codes allow

##### Hinge pinning

- Drill a hole into the doorjamb, through the middle screw hole in the hinge
- Install a screw or metal pin 2 inch past the surface of the middle screw hole on the same hinge (the side that attaches to the door)
- When the door is closed, the screw or pin engages the hole in the door jamb
- This should be done to the top and bottom hinges on the door

##### Exterior doors

- Any door allowing direct entry into a premise

- Minimum: solid wood, 1 3/4 inch thick
  - Oak or ash is preferred
  - Birch is good
- Optimum: metal plated, 1 3/4 inch thick (requires metal framing due to extra weight)
- Hollow core doors intended for privacy uses only (bathrooms, bedrooms, and closets). *NOTE:* Eliminate hollow core doors as exterior doors.

#### Styles

- Single swing is the most common type. Attaches to framing with hinges on one side, and a locking device on the other side
- Double doors require a three point locking system

#### Fence toppings

- Barbed wire (double strung with stanchions)
- Razor barb (illegal in some jurisdictions)
- Broken glass, nails, etc. (Illegal in many jurisdictions)

#### L o c k s

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##### Exterior door locks

- Key-in-knob locks need dead bolt locks for extra security
- True dead bolts can not be forced open once the lock is fully thrown

##### Dead bolt components

- 1 inch throws (industry standard)
- Rotating cylinder guard (beveled at an angle)

- Armored construction (solid steel with 1/4 inch case hardened bolts encompassing the locking mechanism)

#### Types of dead bolts

- Single cylinder (key outside, knob inside)
- Double cylinder/twin cylinder (keyed on both sides; requires key-retaining feature)
- One handle door lock and dead bolt combination (good for seniors and disabled)
- Optimum: (maximum security strike plate)
  - Larger surface area (6 to 8 inches)
  - More screws (two 3/4-inch screws, four three or 4 inch screws)

#### Window locks

- Double hung (pin both panes together)
- Casement (replace the crank with a locking model)
- Louvered (a.k.a. Lanai)
  - Minimum: glue panes to frame
  - Optimum: replace window altogether
- Sliding aluminum
  - Minimum: install screws in upper track
  - Optimum: install wooden or metal shim in the upper track

#### Glazing materials

- Wired glass
- Annealed glass with safety film
- Armored glass

- Acrylic plastic
- Polycarbonates (Lexan)

Additional points of entry

- Garage doors
- Screen doors
- Pet doors
  - Minimum: Insert metal panels when not in use
  - Optimum: Eliminate
- Skylights

Additional security devices

- Door chains (eliminate)
- Eye viewers
- Wrought iron gates
  - Cons: potential fire hazard to occupants; expensive; unsightly
  - Pros: One of the most effective means in stopping burglaries
  - Minimum specifications:
    - ◆ 3/4 inch solid round stock
    - ◆ 6 inch centers (spot welding at every 6 inches)
    - ◆ 1/4 inch by 2 inch flat bar frame
    - ◆ No gas welding - ARC welding only
  - Optimum specifications:
    - ◆ Expanded metal grill, 3/4 inch, #9 gauge expanded metal

- ◆ 1/4 inch by 2 inch flat bar frame
- ◆ Smaller holes, 2 inch, 13 gauge metal
- ◆ No gas welding

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#### Alarms

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##### Types

- Perimeter vs. Intrusion
- Local vs. Central
- P.O.E. coverage
- Smoke alarms (lifetime contacts)

##### Dogs

- Barks and looks mean
- Keep inside
- Not foolproof
- Potential liability

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#### Interior Premise Security Measures

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Operation ID window/door stickers

Neighborhood Watch (sign/window/door stickers)

Alarm companies (window/door stickers)

Safes/security closets

Gun security (from thieves and children)

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#### Padlocks

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Padlock (minimum standards)

- One piece body
- Case hardened steel

- Minimum five pin tumbler lock
- 9/16 to 7/16 inch minimum shackle
- Should lock heel and toe, using ball bearings as the locking mechanism

#### Hasps

- High security, casehardened types
- Minimum three bolts (preferably carriage bolts)
- Front plate to cover screws or bolts
- Backing plates same size if not larger than the front piece

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#### Office Equipment

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##### Security devices

- Bolt equipment directly to tabletop
- Cable type-locking devices
- Anchor pads
- Entrapment systems

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#### Safes

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##### Ratings

- Ratings for resistance to fire or 459 appear on UL (Underwriters Laboratory) label mounted on inside of door
- The door is the strongest part of the safe (few safes are attacked here). Install safe to minimize attack via the top or the sides.

##### Types

- Fire

- Normally standard size and quality
- Must be rated to maintain an interior temperature of 350 degrees
- Generally, square shaped
- Burglary
  - Various ratings to withstand torch, tool, or explosives (i.e., nitroglycerin)
  - Generally round shaped
- Data
  - Used to store computer diskettes
  - Temperature must stay below 150 degrees
- Composite
  - Rated for both fire and burglary
  - Excellent security device
- Cash controller
  - Time control money drop safe
  - Commonly used in 24 hour businesses

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#### Key Control

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##### Main requirements

- Ensure minimum number of employees have keys
- Keep accurate records and current list of all employees who have been issued keys
- Keep a list of all locks, their locations, and corresponding keys
- Institute a policy of frequently changing locks and combinations especially after employees have left employment or have been terminated

## Commercial Establishments

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### General security measures

- Address numbers
  - Minimum height is 10 inches
  - Optimum height is 36 inches
- Have address numbers painted on roof (especially important for areas with air patrols)
- Revolving doors (secure lock to ground)
- Electro-magnetic locks (new, state of the art)
- Use commercial or institutional grade security hardware
- Interchangeable locks can be equipped with a key-capturing feature
- Mantrap doors (two doors placed only one can be opened at a time)
- Secure exterior ladders with metal covers and locks
- Secure access to roof
- Security cameras
- Keep yards clear of materials or equipment, which can be used by burglars

## Business Security

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### Exterior

- Customer parking
- Lighting
- Addressing

- Windows
- Gates and locks

#### Interior

- Cash register and counter placement
- Cash register security
  - Near exit (anchored)
  - Keys
  - Cash
- Storefront visibility (display racks, signs and posters)
- Safes
  - Proper classification
  - Proper placement (near windows, safe from burglaries at night and robberies during the day)
- Aisle visibility
  - Positioning and height
  - CCTV
  - Mirrors
  - One way windows
- Alarms

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