THE POLICE RESPONSIBILITY TO COMMUNITY-ORIENTED POLICING IN A DIVERSE SOCIETY

Primary Recommendation

Integrate elements of community-oriented policing and diversity aware-ness training models throughout LAPD training.

THE REDEFINED POLICE PROFESSIONAL HAS A RESPONSIBILITY TO PUBLIC SERVICE

> The professional man is a practicing expert, working in a social context, and performing a service, such as the promotion of health, education, or justice, which is essential to the functioning of soci-ety. The client of every profession is society, individually or collec-tively . . . . Financial remuneration cannot be the primary aim of the professional man . . . . The profession [is] a moral unit positing cer-tain values and ideals which guide its members in their dealings with laymen. This guide may be a set of unwritten norms transmit-ted through the professional educational system or it may be codi-fied into written canons of professional ethics.[1]

"Professionalism" for police today encompasses far more than the police professionalism model of 50 years ago. The earlier movement for police professionalism, more properly considered a police reform movement, had the effect of isolating police from the community, of-

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[1]Huntington, 1957, pp. 8–10, 15.

ten to the degree that they were perceived as unresponsive and not sufficiently accountable to public needs. Such isolation was particularly apparent during the civil unrest of the late 1960s. Police might have been tactically or technically proficient in terms of their professional skills, but as a group they were not proficient communicators. Community-oriented policing (or community policing) and the community relations approach to policing, with its emphasis on police working with the community to solve problems, developed in reaction to the earlier professionalism-gone-wrong, or reform, movement.

Problem solving and community partnership have become valued aspects of police service since the time of the reform era. As one analysis notes, "Providing service to the community is the very nature of police work."[2] The LAPD's charge in fact is "to protect and to serve" the people of Los Angeles. Community policing and an awareness of community diversity are means to fulfill the responsibilities inherent in these tasks. As Huntington notes, the professional serves not himself but society. True police professionalism must therefore incorporate the duty of servicing the community.

It follows that law enforcement training has to account for the needs and increasing diversity of the communities police officers serve. An inherent aspect of that service is an officer's cultural understanding. Law enforcement personnel must understand and have an appreciation for the diversity of their communities and its implications for members of the police profession.[3] In an inherently diverse society, it is important for LAPD officers to understand the motivations and concerns of those whom they serve. Community representatives have expressed a willingness to help and a desire to work in partnership with police. In fact,

> community policing was the most frequent and articulate demand made by Los Angeles citizenry in the many public meetings, questionnaires and polls, as well as the Blue Ribbon Criteria Committee

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[2]Peak and Glensor, 1996, p. 179.

[3]Shusta et al., 1995, p. 93.

deliberations of last summer in the process of selecting a new chief of LAPD.[4]

In this chapter, we review ways that the LAPD Training Group can better integrate community policing and diversity awareness with instruction throughout the Department, particularly with regard to use of force, search and seizure, and arrest procedures. The discussion begins by looking at how community policing has developed in Los Angeles and continues by identifying issues in community policing, problem solving, and diversity awareness in which the LAPD should seek to become more adept.

COMMUNITY POLICING AND ITS DEVELOPMENT IN LOS ANGELES

> To freedom-loving men, the Berlin Wall is an ugly welt upon the face of the world . . . [a] foremost symbol of lack of understanding among men and of brotherhood lost. Almost as impregnable and insurmountable, however is the invisible wall which separates many police departments and the citizens they serve. This wall, although not topped by barbed wire and embedded slivers of glass, still accomplishes the undesirable effect of thwarting communication between police and their communities.[5]

Community policing can bridge the gap between police and citizens by uniting them in a common effort to prevent and control crime. Community policing is defined as "a collaboration between the police and the community that identifies and solves community problems."[6] Ideally, such collaboration helps develop better relationships and mutual understanding between police officers and community members, which in turn help in solving community problems.

The most recent impetus for LAPD community policing in Los Angeles came from the recommendations of the Christopher Commission "that the Los Angeles Police Department . . . embrace a philosophy of

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[4]Jones and Wiseman, 2003.

[5]Tamm, 1965, p. 10.

[6]U.S. Department of Justice, 1994, p. vii.

. . . Community-Based Policing."[7] As part of the Department's community policing effort, officers and citizens participate in the following activities:

- *Community-Police Advisory Boards (C-PABs):* These boards involve police interaction with civilian volunteers from local area residences and businesses. The C-PAB advises the area commanding officer on crime and quality-of-life issues affecting the community. C-PAB members also present LAPD information to the community.[8]

- *Basic Car:* The LAPD comprises four operational bureaus (Central, South, Valley, and West). Each is divided into smaller community areas with its own police division, which total 18 throughout the city. Each of these community areas in turn is divided into eight to ten neighborhood areas referred to as "Basic Cars." There are a total of 168 Basic Cars throughout Los Angeles. Each Basic Car has one patrol car permanently assigned to provide service in that neighborhood. Each Basic Car also has a senior lead officer (SLO) responsible for establishing and maintaining police-community partnerships. SLOs are responsible for monitoring crime trends and special problems needing police attention, working with the local C-PAB and residents to develop goals for officers assigned to the Basic Car, and acting as liaisons with area detectives. A Basic Car district comprises groups of two or three Basic Cars. Each police division has a sergeant who directs and orchestrates the activities of the SLOs. This SLO supervisor provides a point of contact internally and externally for the individual SLOs.[9]

- *SLO Mentor Program:* There are two components to this program—SLO transition and SLO mentoring. The SLO transition component facilitates the transition between incoming and out-

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[7]Parks, 1997, p. 1. [Emphasis in the original.]

[8]LAPD, Office of the Chief, Administration Order No. 6, May 18, 2000 (not publicly available).

[9]See www.lapdonline.org/community/basic_car_plan/bcp.htm, last accessed on March 11, 2003.

going SLOs. The SLO mentoring component provides aspiring SLOs exposure to the role and duties of an SLO.[10]

- *Area SLO Summits:* Area summits bring together key stakeholders from each area twice a year to identify the most significant problems in each of the 18 LAPD community areas.[11] The goal is to have those stakeholders assume a share of the responsibility for solving the identified problems through the formation of police and community collaborative teams or PACCTs.

- *Police and Community Collaborative Teams:* PACCTs consist of at least two SLOs, one or more community group representatives, and a representative from the local city council office. PACCTs are convened to address problems identified at area summits.[12]

- *Neighborhood Prosecutor Program:* The Office of Los Angeles City Attorney developed a neighborhood prosecutor program that assigned city attorneys to each of the 18 geographic areas. The role of these prosecutors is to focus on minor crimes and quality-of-life issues with particular emphasis on parks and schools. This program assists LAPD officers by serving as an important link between the Department and the courts.

- *Neighborhood Council:* Neighborhood councils promote community input into city government and help make it more responsive to local needs. As of February 2003, there were 60 neighborhood councils.[13]

- *Community Police Academy:* This ten-week academy is designed to give community members an overview of the LAPD's policies and procedures.

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[10]Notice to all Sworn Personnel, from the Office of the Chief of Police, Subject: Senior Lead Officer Mentor Program, June 24, 2002 (not publicly available).

[11]Interdepartmental Correspondence to all Area Commanding Officers, from the Special Assistant, Subject: Area Summits and Police and Community Collaborative Teams (PACCTs), August 5, 2002 (not publicly available).

[12]Ibid.

[13]Intradepartmental Correspondence to all Area Commanding Officers, from the Chief of Operations, Subject: Neighborhood Council Update, February 11, 2003 (not publicly available).

- *Police Magnet Program:* This four-year program is conducted at five high schools and one middle school within the diverse communities of the Los Angeles Unified School District. The program identifies youth who have an interest in law enforcement careers. Approximately 1,000 youths are in attendance with annual graduation consisting of 120 students. Students participate in firearms safety demonstrations and take tours of the jail, juvenile hall, and the scientific investigation and the communications divisions. Students are also introduced to community problem-solving models and conflict resolution techniques.[14]

- *LAPD Online Web Site (LAPDOnline.org):* LAPD Online is the most comprehensive web site to provide frequently requested law enforcement and public safety information to those who live, work, and visit the City of Los Angeles. The site contains over 10,000 pages of general information and more than 1,000 Department publications for the public to download.

- *L.A. Community Policing Web Site (LACP.org):* LACP.org is the online forum for Los Angeles Community Policing. LACP is an independent organization dedicated to providing information about community policing, public safety, law enforcement, government, and criminal justice.

- *SAFE PARKS Program:* This is a joint initiative between the Department of Recreation and Parks and the LAPD to maintain a safe and family-oriented environment in the 385 parks within the City of Los Angeles.

- *Institutional Partnerships:* The LAPD has worked with the Pat Brown Institute to develop community policing and problem-solving training initiatives. It has also worked with the Museum of Tolerance to develop a course on "Tools for Tolerance" to enhance officer introspection about how personal prejudices or biases may affect interaction with the public.

Beyond these special initiatives, the LAPD has two internal entities for managing community-oriented policing efforts: the community policing unit and the community relations section. The community

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[14]LAPD, 2003d.

policing unit provides information and training on community policing. The community relations section, established in 1965 in the aftermath of the Watts riots, strives to maintain open avenues of discourse between local communities and the LAPD regarding contemporary issues facing law enforcement.[15]

These efforts are impressive and commendable. Yet community policing is not a single program or group of programs. Rather, it is a policing philosophy of service to the community.[16] To realize the goals of community policing, the entire organization needs to reflect the goals and objectives of this philosophy. In short,

> community policing goes beyond simply implementing footbeats, bicycle patrols, or neighborhood stations. It redefines the role of the officer on the street, from crime fighter to problem solver and neighborhood representative. It forces a cultural transformation of the entire department, including a decentralized organizational structure and changes in recruiting, training, awards systems, evaluations, promotion, and so forth. Furthermore, this philosophy asks officers to break away from the binds of incident-driven policing and to seek proactive and creative resolution to crime and disorder.[17]

Unfortunately, the philosophy of community policing, as implemented in the Los Angeles Police Department over the past two decades, has often been less than clear. Community members and Department personnel alike were unable to articulate LAPD guiding principles for community policing. Chief Bratton states that "community policing is simple. It's the three Ps: partnership (with the community), problem-solving (with the community), and prevention (of crime in the community)."

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[15]See www.lapdonline.org/organization/ocp/cag/crs/community_relations_main. htm and www.lapdonline.org/organization/ocp/cag/crs/ccpl_unit/acomm_cp_ liaison.htm, last accessed on March 11, 2003.

[16]Stevens, 2001, p. 8.

[17]Peak and Glensor, 1996, p. 75.

THE IMPORTANCE OF DIVERSITY AWARENESS

Los Angeles today is one of the most heterogeneous cities in the nation, with large Hispanic, African American, Asian, and non-Hispanic white populations (see Table 4.1). General U.S. population trends reflect this diversity. American society is ever diversifying, most recently because of Hispanic population growth. Between 1980 and 2000, the non-Hispanic population grew 16 percent, and the Hispanic population grew 142 percent. In Los Angeles the non-Hispanic population declined 8 percent between 1980 and 2000, while the Hispanic population grew 111 percent, spurring total city population growth by 25 percent.

Police work in Los Angeles cannot ignore the cultural diversity of the city or the speed with which its demographics are changing. The LAPD must train its officers to recognize cultural differences and barriers if it is to serve its people effectively. As noted in one analysis of law enforcement in multicultural communities, "The more professional a peace officer is, the more sophisticated he or she is in responding to people of all backgrounds and the more successful he or she is in cross-cultural contact."[18] Cultural and diversity awareness must include an understanding of cultural issues not only related to

Table 4.1

Los Angeles Population by Race

Race	Total	Percentage
Non-Hispanic, single race		
White	1,099,188	29.7
African American	401,986	10.9
Asian or Pacific Islander	369,334	10.0
Other	17,962	0.5
Non-Hispanic, multiracial	87,277	2.4
All Hispanics	1,719,073	46.5

SOURCE: U.S. Census Bureau, 2000.

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[18]Shusta et al., 1995, p. 4.

race, religion, gender, and age, but also related to physical or mental disabilities and sexual orientation.[19]

There is disagreement about the most effective means for approaching diversity issues related to policing, but there are several guidelines to which police should adhere in addressing such issues. These include respecting and being sensitive to the needs of diverse communities. Further police training involving multicultural issues should be created in consultation with the communities. Diversity awareness has to be recognized as an integral aspect of policing philosophy as demonstrated in the conduct of field operations.[20] More specifically, training programs based on these principles should include instruction on

- various cultures in the community

- the effects of diversity on community relations and how best to deal with other cultures

- the ramifications of demographic and sociological changes for law enforcement

- the influence of perceptions, cultures, and prejudices on behavior

- public and private agencies that provide assistance to members of the community with special needs, such as immigrants

- reducing citizen complaints and lawsuits, negative publicity, and liability

- officer safety skills

- conflict resolution techniques

- how cross-cultural knowledge and skills contribute to "real police work."[21]

Developing officers who understand the nuances of policing in a pluralistic society and who can adeptly use this knowledge in their work

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[19]Ibid., p. 92.

[20]Himelfarb, 1991, pp. 53–55.

[21]Shusta et al., 1995, p. 95.

is a constant challenge.[22] It can be especially difficult for a force that traditionally has prided itself on technical capabilities rather than on the full scope of effectual police techniques.

WHAT IS NEEDED FOR COMMUNITY POLICING TO SUCCEED?

Those responsible for training officers for community policing should be prepared to face stiff resistance. One of the common reasons for this resistance is a misunderstanding of the approach. Officers are inclined to think that community policing is "soft on crime." Department leadership and front-line supervisors need to actively work to overcome this misperception. Training must similarly target such misconceptions. Tactics that can help overcome misperceptions about community policing include conducting accurate community needs assessments, including all appropriate parties in collecting data to develop community policing strategies; assuring appropriate resources are available for community programs; and evaluating and modifying programs as needed.[23]

> *Supporting Recommendation*
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> Make the LAPD a more "transparent agency," open to the entire community.

A police culture that cultivates an aura of secrecy also impedes the implementation of a community policing strategy. Too many observers contend that such a culture adversely affects the LAPD. One community member commented on his belief that the LAPD culture breeds an "end justifies the means" mentality and instills the "code of silence" in its officers.[24] A second concurs, noting that "the LAPD's so-called 'code of silence' exists as much today as it did when the Christopher Commission issued its report," contending that

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[22]Himelfarb, 1991, pp. 53–54.

[23]California Department of Justice, 1999, p. 3.

[24]Community member interview by Estela Lopez, February 10, 2003.

Chief Bratton must make changing this problem his top priority if he wants to effect long-term change in the Department.[25] The insular attitude of such a "code of silence" perpetuates an "us versus them" mentality that inhibits collaboration between police and the community. In this context, Chief Bratton's goal of making the LAPD a "transparent agency" is imperative. Openness in the Department can generate trust and improved relations between the police and the community. Some feel policing cannot be truly effective without such trust.[26]

Supporting Recommendation

Develop and articulate a clear and unified message regarding community policing.

In case study interviews conducted in support of this project, respondents consistently noted that effective training hinges on police department leadership and commitment to training.[27] One law enforcement training manager noted that "a change [in] the training philosophy can't be made without an absolute commitment on the part of the chief and his staff."[28] LAPD officers indicated that community policing is being implemented inconsistently across Department divisions.[29] This variance in implementation might be attributed to the absence of a clearly disseminated message on community policing being promulgated by leadership, inconsistency in community policing training, leadership at lower echelons, or, most likely, a combination of factors. Unquestionably, clear and articulate guidance from the top is essential. Other initiatives are destined to failure without it. A new cornerstone upon which to build seems to be in place, but there is much building to be done.

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[25]Community member interview by Estela Lopez, December 12, 2002.

[26]U.S. Department of Justice, 1994, p. vii.

[27]An overview of the case studies completed in support of this analysis appears in Appendix J.

[28]Harold Medlock phone interview, Charlotte-Mecklenburg Police Department, August 30, 2002, by David Brannan.

[29]Senior lead officer focus group, December 4, 2002.

Supporting Recommendation

Actively recruit diverse individuals who possess the appropriate values and skills necessary for community policing within diverse communities.

Department human resources policies, as an extension of guidance from the chief's office and a critical factor in using that guidance to direct training development, will also be crucial to the successful implementation of community policing.[30] Individuals are attracted to a career in the LAPD for a variety of reasons. It has been noted that while some see it as a way to make the community a safer and better place, others seek to become police officers because of the job stability or pay that accompanies the position.[31] Law enforcement agencies wishing to succeed in community policing cannot leave human resource development to chance. They must actively seek individuals with appropriate values and skills, hopefully those "with some exposure to college . . . who are ethical, responsible, and have a record of using good judgment in their discretionary decisions" and are able "to communicate effectively with an even temper, empathy, helpfulness, and a positive outlook and [to] establish a rapport with diverse groups."[32]

Some agencies undertake special recruitment programs in an effort to improve relationships with diverse communities. For example, the LAPD has a specific hiring goal for women. Other agencies have adopted residency requirements to ensure that they hire officers who reflect the community and its interests.[33] Those interviewed in the case study analyses suggested that diversity issues, particularly those regarding race, gender, and sexual orientation, are most effectively handled by actively recruiting officers from the communities of concern. Resulting community partnerships can help police "make the transition to facilitator of community needs and, through a positive

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[30]Carter, 2003.

[31]Carlson, 2002, p. 122; LAPD probationers, FTO, and senior lead officer focus group notes, December 14, 2002.

[32]Carter, 2003.

[33]Carlson, 2002, p. 122.

relationship, work to achieve a desirable community."[34] The key, however, is officer competence. Promising candidates will have a multiplicity of the desirable characteristics mentioned in the previous chapters. Others will bring other significant assets to the Department. Quality officers on the streets begins with quality material entering academy training.

TRAINING FOR COMMUNITY POLICING

Supporting Recommendation

Train all LAPD personnel in the community-policing problem-solving model.

Effective community policing requires training for both police personnel and community members. Effective training aids the development of new police attitudes, knowledge, and skills and facilitates reorientation of perceptions and refinement of existing skills.[35] Many departments implementing community-oriented policing have developed specialized units or groups of officers. While this approach has had some positive results, it can also result in failure to involve and train other officers in the community policing skills they need. LAPD officers admit that community policing is currently limited to a chosen few and that many officers do not know what community policing entails.[36] Integrating community policing in Department training for every officer and having each perform community policing tasks are necessary to ensure the acceptance of community policing and its philosophy throughout the LAPD. As articulated by former Los Angeles Police Chief Bernard Parks,

> the fact is that responsibility for Community Policing is vested in about 191 members of this 12,000 member organization—168 Senior Lead Officers, 18 Areas captains, 4 geographic bureau commanding officers, and the Chief of Police. Supervisors, detectives,

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[34]Stevens, 2001, p. 8.

[35]Peak and Glensor, 1996, p. 171.

[36]Multiple focus groups.

and even most officers assigned to the Basic Car Plan themselves feel little responsibility for the success of Community Policing . . . . Community Policing simply cannot be contained in a small room within each Area from which the SLOs work each day.[37]

Key Components of Community Policing Training

It is generally agreed that there are three key components to effective community policing: problem solving, community engagement, and organizational transformation. (The last element, with its focus on an organization's leadership, systemic issues, and structure, only indirectly affects training and thus is not included in the discussion below. Note, however, that adoption of a professional police ethic for the Department would fundamentally affect such a transformation.)

Supporting Recommendation

Consider adopting the CAPRA problem-solving model in lieu of the SARA approach.

Problem Solving. Problem solving is the practical application of community policing. Law enforcement agencies worldwide use many different problem-solving models. The most common is that used by the LAPD: SARA, or *scanning* for the problem, *analyzing* the specific elements of the problem, developing and implementing *responses*, and *assessing* the efforts made. SARA has been effective in many instances. However, some contend that it too often fails the agencies that use it.[38] Failures in SARA can often be traced to an insufficient emphasis on community involvement in the problem-solving process. As an alternative to SARA, the Royal Canadian Mounted Police have adopted CAPRA, or a model for understanding the *clients* (or *community*) and their needs and expectations, *acquiring* and *analyzing* information, establishing and maintaining *part-*

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[37]Parks, 1997, p. 2.

[38]While there are other options, SARA has been reaffirmed as the primary problem-solving model in the state of California.

nerships for problem solving, *responding* to problems, and continually *assessing* performance.[39] CAPRA, by requiring police to consider solutions from outside the department, incorporates the second element of community policing: community engagement. (Presuming that the LAPD will retain SARA, training should ensure that appropriate emphasis is given to recognizing and understanding community needs during instruction on SARA in particular and throughout the curriculum in general. Emphasis on community needs is a primary point throughout the remainder of this chapter, as it has been in much of the material preceding it.)

Supporting Recommendation

Maintain, refine, and augment the LAPD's ongoing community engagement activities, including the citizen police academy.

Community Engagement. Contemporary community policing is based on the notion that all residents should be empowered to enhance their quality of life and prevent or eliminate crime and the problems that lead to crime.[40] Community members must be recognized for the vital role they play in accomplishing these goals.[41] Everyone benefits when community members understand the role and function of their police department and become active proponents of law enforcement.[42] The police must therefore educate community members about community policing and the role of community members in its implementation. The LAPD has made some effort toward this end. It needs to sustain and build on these initiatives.

One such initiative used by the LAPD and other police agencies is the citizen police academy. Citizen police academies have been effective in educating community members about the mission, goals, objec-

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[39]Information from www.mts.net/`dcaskey/cp.htm, accessed February 28, 2003. Attempt to access this web site on May 28, 2003 failed—the web page is no longer available.

[40]Stevens, 2001, p. 9.

[41]Peak and Glensor, 1996, p. 40.

[42]Carlson, 2002, p. 115.

tives, and programs of the police department. They are typically offered free of charge and are open to any interested community member. Citizen police academy courses should include instruction on communication with police officers, including how words, actions, attitudes, and even tone of voice can affect an encounter with the police.[43] The LAPD Community Police Academy should retain this popular program and strengthen efforts to include all interested members of the general public.

The community can also contribute directly to community policing by developing or providing training. For example, the Citizen's Committee for New York City Neighborhood Anti-Crime Center developed and conducted a 25-hour community policing and problem-solving training curriculum. Producing such a curriculum allows the community to help define its role and that for officers in community policing. The LAPD has created opportunities for community input as well. A professional advisory committee of educators provides input on curriculum topics. As noted in institutional partnerships, the Department has collaborated with local organizations to develop area-specific training in community policing and diversity awareness.[44]

Police training of community members, such as can occur through community police academies, needs to help residents understand why police cannot successfully handle all crime and how a collaborative approach to problem solving leads to more effective crime control. Police officers should in turn be encouraged to develop a community profile or "beat book" identifying local leaders and resources. Officers should be skilled in communicating with the community through newsletters and public meetings with community leaders, groups, or other representatives. The circle becomes complete when the police and community members create meaningful roles for volunteers in working with the police to improve public safety.

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[43]Peak and Glensor, 1996, p. 90.

[44]Greene interview, 2003.

Points of Inculcation

Training regarding community policing should provide officers with a level of understanding that will allow them to effectively use problem solving and community engagement techniques in their daily work.[45] More specifically, such a training curriculum should

- provide participants with an overview of the history of policing and of research on the community policing approach, including case studies where it has succeeded

- teach basic problem-solving skills and the elements of community engagement

- require officers to develop and work on a community policing problem

- demonstrate the benefits of collaborating with other government agencies, businesses, social service organizations, and the community

- explore the changes in leadership, management, and supervision styles needed to implement community policing.[46]

Such a curriculum should include some of the following activities that are typically part of a community-oriented police officer's day. In addition to traditional law enforcement activities, such as patrol and responding to calls for service, the day might include analyzing and solving neighborhood problems, meeting with community groups, working with citizens on crime prevention programs, meeting with local merchants, making security checks of businesses, and dealing with disorderly people.[47]

For this study, we assessed the current community policing training models used in the recruit academy, in field training for officers, and in continuing education (or in-service) training. We gave special attention to training on diversity awareness regarding persons of dif-

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[45]Peak and Glensor, 1996, p. 178.

[46]Ibid.

[47]Mastrofski, 1992, pp. 23–27.

ferent race, sex, ethnicity, religion, and sexual orientation, and persons with disabilities.

Our findings are based on classroom observations, analysis of course curriculum, and interviews conducted with training and other police personnel, and external stakeholders including community members and elected officials. Overall, we found that

- the Department needs more training on community policing, problem solving, and diversity awareness

- community policing, problem solving, and diversity awareness need to be more thoroughly integrated into training (rather than taught in separate, stand-alone blocks as has been suggested in previous studies)

- classroom scenarios and case studies should be more carefully crafted to reflect real-life community dynamics that officers are likely to encounter (i.e., diverse groups of people with a variety of problems)

- the facilitation of classroom scenarios and case studies needs to better emphasize a problem-solving approach and application of problem-solving skills

- recruits should participate in community policing activities with their FTOs

- training involving participation by community members should increase.

Below is a review of more specific findings regarding training for the recruit academy, the field training officer program, and the continuing education division.

Recruit Academy. Experiences at the recruit academy can shape how well an officer will perform police tasks, including those of community policing, throughout his career. As one study of community policing notes, "the academy sets the tone for newly hired officers. It is at the academy that recruits begin to develop a strong mind-set about their role as police officers."[48] Another warns that

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[48]Peak and Glensor, 1996, p. 174.

without changes corresponding to broader changes for community policing, recruit training "will be insufficient and doom the long-term goals of" community policing.[49]   Below are specific recommendations for improving elements of recruit academy training to support the broader goals of community policing.

The LAPD offers a two-hour course on community policing and problem solving in learning domain (LD) 3 "Community Policing" during academy instruction. This is the only community policing–specific course offered to recruits. Its instructor excels in defining community policing, communicating the responsibilities of community-oriented police officers, describing the SARA model, outlining community expectations of officers, and explaining means to overcome barriers between officers and the community. Overall, the brief course offers a good introduction to community policing. It can be improved. The course is far too short and does not offer enough time for recruits to practice their newly acquired skills in problem solving in scenarios or case studies. Its discussions of diversity awareness are too general. The role of management in community policing is not addressed at all.

Supporting Recommendation

Increase the length of the community policing course and use it for induction purposes.

The curriculum for the course has been condensed from comprehensive material that was originally covered in a six-hour course. We recommend that, at a minimum, the LAPD restore this course to its original length and place it early in the academy training. New recruits need immediate reinforcement that this issue is crucial to the Department. Many new recruits do not naturally know how to talk with residents in the role of LAPD officer. It is critical to provide early and solid training in communication, not only to defuse tense incidents, but also to train new officers to successfully work with merchants, attend neighborhood council meetings, and otherwise

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[49]Stevens, 2001, p. 109.

interact easily and effectively with members of the Los Angeles community. New officers should be taught not only how to deal with negative scenarios, but also how to establish effective communications with citizens during routine interfaces. Failure to provide such training means officers will miss opportunities for positive interaction with constituencies who traditionally like the police and who could help strengthen police-community ties.[50]

> *Supporting Recommendation*
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> Adopt as permanent the ongoing trial of introducing the basics of community policing and diversity awareness early in academy training and integrate community policing, problem solving, and diversity awareness throughout pertinent recruit instruction. Broaden this effort through field training and continuing education.

Even such a lengthened course is good only for introduction purposes. It should be followed by the insertion of community policing issues throughout the Department's training curriculum. Guidance from the Bureau of Justice Assistance concurs in this regard, noting that "community policing skills should be integrated into the training curricula, not treated as a separate component of the training program."[51] The LAPD is already undertaking such integration on a trial basis. In addition, the name of LD 3 as community policing is a recent POST change (the former name was tactical communication). POST also recommends that course presenters throughout the state offer the course during the initial week of academy training. Integration of community policing throughout other courses is not only theoretically sound, it will enhance, rather than supplant other POST-required material.

Diversity awareness training is currently taught in two learning domains: LD 42 "Cultural Diversity/Discrimination" and LD 37 "Persons with Disabilities." Both are comprehensive in the coverage of their topics. LD 42 includes discussions on issues of racial and ethnic

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[50]Community member interview with Estela Lopez.

[51]U.S. Department of Justice, 2003, p. 36

diversity, special populations (including persons with physical disabilities, hearing and vision impairments, and mental illnesses), sexual orientation inside and outside the Department, and gender equity inside the Department. It also covers guidance on how to overcome personal bias and definitions of discrimination, stereotyping, prejudice, culture, and other pertinent concepts. LD 37 provides more detailed instruction on issues related to persons with disabilities. Both LDs do a fine job regarding how to deal with diverse groups of people. To do otherwise is to fail to properly prepare officers for situations they will confront in the field.

Supporting Recommendation

Involve recruits in problem-solving projects and encourage recruits to participate in various community activities during the training period.

As is the case with community policing, however, discussing diversity awareness in isolated classes is insufficient. A keen awareness of how to interact with different persons must be fostered and practiced throughout the curriculum. Diversity awareness should be integrated into all other learning domains. After these introductory courses on diversity awareness, recruits should have repeated opportunities to learn about the nuances of the community they will be serving as well as opportunities to discuss issues such as personal bias, prejudice, and discrimination. Tactical training programs such as those on use of force, arrest procedures, and search and seizure should also include training on dealing with diverse groups of people.

Community policing requires a decentralized approach to law enforcement, one in which operational and tactical decisionmaking is encouraged at lower echelons in an organization.[52] Recruits therefore need to be taught how to think independently and make decisions on their own. Such training will instill the confidence needed for them to be appropriately confident in their ability to initiate problem solving during interactions with their community. Cur-

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[52]Peak and Glensor, 1996, p. 17.

rently, the LAPD and many other law enforcement agencies employ a military style of instruction that fails to promote decisionmaking skills and autonomous operations.

Supporting Recommendation

Develop problem-based scenarios and case studies that allow recruits to apply problem-solving skills and knowledge of diverse populations.

An excellent method of integrating community policing and diversity awareness training elements into all learning domains is the use of real-life, problem-based scenarios and case studies. A detailed discussion about the development of scenarios follows in the next chapter. Here, we reinforce the finding that the scenarios and case studies currently used by the LAPD are not explicitly problem-based and lack sufficient examples of real-life issues faced by the community. By working through a more problem-based curriculum, recruits will

- learn and use the steps of the problem-solving model
- discover the importance of thoroughly analyzing a problem using a variety of information
- apply the methods and resources involved in problem solving
- understand the value of problem solving to policing.[53]

Supporting Recommendation

Base the training approach on the tenets of adult education, promoting decisionmaking ability and initiative within the community.

Training should involve recruits in SARA (or preferably CAPRA) projects and encourage them to participate in various community activities during the training period. As noted, the LAPD has a number of community policing activities (e.g., area SLO summit meetings,

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[53]Ibid., p. 182.

SARA projects, and neighborhood council meetings). Currently, recruits are not required to participate in ancillary activities with the community, a situation that should change. Our case studies indicate that other police departments encourage community involvement by recruits in a variety of ways. The San Francisco Police Department sponsors field trips for trainees to community gatherings and events. Other agencies encourage recruits to develop neighborhood portfolios, or beat books, which include identification of community groups and issues, advisory boards, and other resources for advice on solving problems encountered on patrol.[54]

Supporting Recommendation

Involve recruits in area SLO summit meetings and use qualified SLOs for academy training.

Since SLOs are the only officers who currently engage in community policing on a full-time basis, they are the ideal candidates to train new recruits about the application of community policing and problem-solving strategies. SLOs are currently not involved in training at the academy. We recommend that SLOs be used as instructors or facilitators in academy training after their successful completion of the Department's instructor course. Note, too, that SLOs are a logical group to be trained in the problem-based learning model.

It is worth considering increasing the use of civilian instructors and guest speakers from the community. Civilians are rarely used as instructors or invited to be guest speakers at the training academy. The LAPD could benefit from using cultural, ethnic, or other group specialists as instructors and guest speakers. Selecting these speakers would require a screening process to ensure that those invited present a variety of ideas rather than advocating limited personal agenda, and that they meet Department instructor standards.

Field Training Officers. FTOs are important for solidifying the ideals of community policing throughout the force. The FTO has a tremendous impact on how the recruit views policing and, as a result, how

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[54]See Appendix J.

that recruit will perform upon completion of his probationary period.[55] FTOs should reinforce academy lessons by helping the recruit put into practice the various methods and strategies learned during training.[56] Without FTO acceptance and espousal of a community policing philosophy, new officers will rarely put community policing into practice. Our recommendations for the FTO training program, which encompasses both training courses for FTO candidates and the role of the FTO in training probationers, are similar to those for the recruit academy.

It is suggested that the training group integrate elements of community policing, problem solving, and diversity awareness training, including working with special populations, into the FTO course, and involve FTOs in recruit academy instruction. As has already been suggested for probationer instruction in general, FTOs should be taught how to complement academy training in these areas. The Department might find it valuable to study the FTO program in Reno, Nevada, for potential lessons of value. The Reno FTO program ("post-academy police training") features a unique training relationship in which FTOs act as coaches and developers for recruits. The program is problem based, builds on what recruits are learning in the academy, and reflects their future work. Participants are taught further about problem-solving strategies during their post-academy field training.[57]

Continuing Education Division. In-service training or continuing education provides additional opportunities for reinforcing skills acquired in the academy and the FTO program and for maintaining skills in community policing and problem solving. In-service training is one of the primary means of introducing community policing to those trained and experienced in traditional policing.[58] It can also serve as a forum for discussing existing community problems, demographic changes, and changing community needs. There are several means by which the LAPD could improve its continuing education for community policing.

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[55]Peak and Glensor, 1996, p. 175.

[56]Ibid.

[57]Hoover, Cleveland, and Saville, 2001, pp. 175–189.

[58]Peak and Glensor, 1993, p. 170.

Community policing and problem solving are not explicitly covered in continuing education programs. Only a two-hour block of training in community policing is offered in "supervisory school." This training course does an inadequate job of facilitating problem solving and neglects to discuss specific community expectations. The course also fails to present or apply problem-solving models.

Diversity awareness training is minimally addressed in the LAPD Continuing Education Delivery Plan (CEDP). Cultural diversity and tactical issues related to dealing with persons with disabilities are implicitly covered in the scenarios for CEDP I, an eight-hour training block for updating the field officer on a variety of tactical and non-tactical issues, such as vehicle stops and arrest techniques. Diversity awareness and discrimination prevention receive some coverage in CEDP V. In addition, a "Diversity and Discrimination in the Workplace" course is offered in supervisory school and detective supervisor school. While we did not observe or review these courses, written curriculum materials reflect that they appear to offer adequate information about workplace diversity and discrimination.

Supporting Recommendation

Discuss existing community problems in class in addition to problem-based scenarios and case studies.

As with the other points of inculcation, RAND recommends that the training group integrate elements of community policing and diversity awareness into all applicable training. Continuing education courses should use real-life, problem-based scenarios and case studies in all courses much as they are used in academy training. In-service programs should be a medium for officers to work through problems, or to share success stories, from the field. All training courses should help officers

- identify problems on the beat
- use the problem-solving model
- demonstrate an in-depth analysis of problems, including an understanding of environmental influences on the crime

- identify the diversity of resources available, variety of strategies to address problems, and crime prevention techniques

- simulate an evaluation of the process

- discuss the advantages and disadvantages of the process employed.[59]

Supporting Recommendation

Use SLOs as facilitators for training and consider increasing the use of civilian instructors and guest speakers from the community in training.

Neither SLOs nor civilians are greatly involved in continuing education programs. Both can help officers identify areas for collaboration with the community in solving local problems.

CONCLUSION

Police professionalism today goes far beyond "just the facts ma'am." It reinforces the fact that a police officer's prime responsibility is to serve the community. It is impossible to adequately serve a community without first understanding the community's needs and demands. It is therefore essential that law enforcement officials understand the cultures of the communities they serve.

Practical application of these philosophical tenets can only be accomplished through comprehensive, fully integrated training in community policing and diversity awareness. Individuals who possess the appropriate values and skills must be recruited to assist with the necessary training. All persons involved with the LAPD should receive training in which community policing and diversity awareness are integral parts and in which every problem challenges a student to consider issues relevant to these areas, just as they should during every interaction on the streets. The Department should enhance its existing partnerships with the community to strengthen the impact of training. Completion of these tasks will bring the LAPD

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[59]Peak and Glensor, 1996, pp. 182–183.

closer to Chief Bratton's vision of community policing as the three Ps of partnership, problem solving, and prevention.[60]

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[60]Bratton interview, 2003.