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BASIC COURSE INSTRUCTOR UNIT GUIDE

3

COMMUNITY RELATIONS

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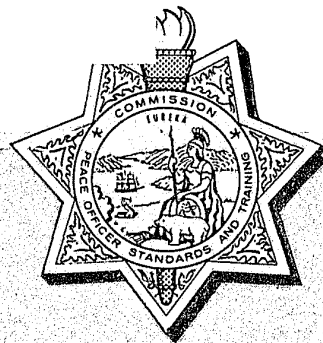
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THE COMMISSION
ON PEACE OFFICER STANDARDS AND TRAINING

STATE OF CALIFORNIA

6141

UNIT GUIDE 3

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Community Relations**

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The curricula contained in this document is designed as a *guideline* for the delivery of performance-based law enforcement training. It is part of the POST Basic Course guidelines system developed by California law enforcement trainers and criminal justice educators in cooperation with the California Commission on Peace Officer Standards and Training.

PEACE OFFICER INTERACTIONS WITH THE PUBLIC

Given a series of simulations, scenarios, video representations, role-plays, word pictures, case studies or other sets of facts depicting law enforcement interactions with the public, the student must participate in a facilitated discussion which addresses the following:

- A. Roles and responsibilities of peace officers relative to the incident, including:
 - 1. Order maintenance
 - 2. Crime prevention
 - 3. Public education
 - 4. Delivery of service
 - 5. Enforcement of the law
- B. Expectations of the peace officer's behavior from the viewpoint of the:
 - 1. Community
 - 2. Government (particularly the local governing body such as City Council, Board of Supervisors, etc.)
 - 3. Persons directly involved in the incident
 - 4. Officer's employing department
 - 5. Officer's peers
 - 6. Officer
- C. Criteria commonly used by the public to evaluate the effectiveness of law enforcement services to include the peace officer's:
 - 1. Use of time and equipment when not responding to calls for service
 - 2. Response time
 - 3. Behavior and appearance
 - 4. Judgement, particularly in stress situations
 - 5. Problem-solving or conflict resolution skills
- D. Typical stereotypes that the public may have about law enforcement
- E. The application of community-oriented/problem-oriented policing concepts
- F. Current issues which impact the delivery of law enforcement services

Learning Activity 13.03.01

CURRICULUM

- A. Roles and responsibilities of law enforcement
 - 1. Order maintenance role
 - a. Protect lives and property
 - b. Maintain the public peace
 - c. Manage civil disturbances
 - 2. Crime prevention role
 - a. Reactive

- (1) Monitor (patrol) crime problems (hot spots)
- (2) Apprehend offenders
- (3) Take reports
- (4) Testify

b. Proactive

- (1) Eliminate/minimize crime problems
- (2) Deter potential offenders
 - (a) Programs - CPU, Youth, Ride-along
 - (b) Reduce/eliminate criminal opportunity

C. Public education role

1. Meet with people who reside/work in area
2. Keep people informed
 - a. Initiating contacts with individuals
 - b. Participating in community meetings
3. Establish flow of communications
 - a. Tell people who you are
 - b. Be accessible and approachable

D. Delivery of service role

1. Be prompt and professional
2. Take action appropriate to situation
3. Understand role is to provide service
4. Empathize

E. Enforcement of the law role

(Provide examples of how variables such as resource availability, needs, priority, work together to optimize the officer's time on the beat.)

1. Develop beat knowledge
 - a. Size

- b. Boundaries
- c. Demographic and social-economic characteristics
- 2. Analyze crime trends
 - a. Frequency of crime
 - b. When a crime likely to occur
- 3. Enforce law according to needs
 - a. Resources
 - b. Needs
 - c. Priority
- 4. Be fair and impartial
 - a. Never based on:
 - (1) Prejudices
 - (2) Attitudes
 - (3) Appearances
 - (4) Gratuities
 - b. Always based on:
 - (1) Law
 - (2) Court interpretation
 - (3) Department policy
 - (4) Good judgment
- B. Expectations regarding a peace officer's behavior
 - 1. Community expectations
 - a. Can be influenced by:
 - (1) Prevailing sentiments
 - (a) General attitude (may be passive or aggressive)
 - (b) Previous experiences with law enforcement

- (c) Present police-community relationship
 - (d) Apathy
 - (e) Impact of family structure
 - (2) Socio-economic conditions
 - (3) Type of situation
 - (a) Collective victimization of the community (e.g., serial rapist, child molestation, hate crimes)
 - (b) Level of fear
 - b. Expectations
 - (1) Keep the community safe and secure
 - (2) Respond promptly
 - (3) Demonstrate professional behavior and technical competence
2. Government expectations
 - a. Levels include:
 - (1) Local (city council, boards of supervisors, etc.)
 - (2) State
 - (3) Federal
 - b. Expectations include:
 - (1) Reduce/control crime
 - (2) Provide community service
 - (3) Enforcement of the law
3. Expectations of persons directly involved in an incident
 - a. Suspects
 - (1) Attitude affected by
 - (a) Prior experience, previous criminal history, negative contacts with criminal justice system components.
 - (b) Peer influences

- (2) Expectations include:
 - (a) Preservation of their dignity
 - (b) Basic respect
- b. Victims
 - (1) Behavior/emotional state affected by
 - (a) The nature of the incident
 - (b) Fear
 - (2) Expectations of victims
 - (a) Emotional support/empathy
 - (b) Restored feeling of safety
 - (c) Taking enough time
 - (d) Offender(s) will be apprehended
- c. Witnesses
 - (1) Behavior may be affected by
 - (a) Unwillingness to be involved
 - (b) Fear
 - (2) Expectations of witnesses
 - (a) They will be safe
 - (b) Offender(s) will be apprehended
- 4. Officer's employing department
 - a. Community satisfaction with the level of service (reduction/elimination of citizen complaints)
 - b. Reduction of civil liability
 - c. Conformance with the law
 - d. Officer conduct consistent with the Law Enforcement Code of Ethics/Code of Professional Conduct
 - e. Compliance with organizational policies, procedures, goals, objectives, and mission statements

5. Officer's peers
 - a. Technical competence
 - b. Support
 6. The officer
 - a. Adequate training
 - b. Community support
- C. Criteria by which citizens evaluate law enforcement agencies and their personnel.
1. Use of time and equipment when not responding to calls for service
 2. Response time to:
 - a. Crimes in progress
 - b. Emergency calls
 - c. Other calls for service
 3. Officer behavior and appearance
 - a. Professional demeanor of officers
 - b. Fair and impartial treatment
 - c. Ability to create positive public image
 - d. Demonstrate high moral standards
 4. Good judgment, particularly in stress situations
 - a. Recognition of community needs
 - b. Effective analysis of the problem(s)
 - c. Appropriate resolution
 - (1) Maintaining the peace
 - (2) Additional investigation
 - (3) Referral
 - (4) Arrest
 - (5) Clearance without action

- d. Appropriate use of force
- 5. Problem-solving/conflict resolution skills
 - a. Sensitivity to community needs and expectations
 - (1) Crime history
 - a. Past crime patterns
 - b. Emerging crime trends
 - c. Future projections
 - b. Active community participation
 - (1) Cooperative problem-solving ventures (between community and agency)
 - (a) People will more freely communicate
 - (b) Identification of joint police/community objectives
 - (2) Application of other directed efforts
 - (a) Neighborhood watch
 - (b) Recognition of crime problems
 - (c) Recognition of non-police situations
 - (1) Street repairs
 - (2) Lack of recreational facilities
 - (3) Lighting conditions
 - 3. Relevant research projects including analysis of social, economic, and political trends.

D. Public perceptions and stereotypes about law enforcement

NOTE: Instructors may want to brainstorm common law enforcement stereotypes, both positive and negative. A number of stereotypes are listed below which can be used to prompt classroom discussions.

- 1. Law enforcement is apathetic
- 2. Law enforcement is unable or unwilling to handle service calls
 - a. Training is inadequate
 - b. Officers are unable or unwilling to apply job skills

3. Law enforcement officers are unethical
 - a. Officers routinely accept gratuities
 - b. Officers routinely abuse their authority
 4. Law enforcement officers engage in unprofessional conduct
 - a. Brutality is common
 - b. Corruption is common
 - c. Officers abuse publicly-owned equipment
 5. Law enforcement officers are prejudiced
 - a. Officers are racially biased
 - b. Officers are gender biased
 6. Law enforcement officers project a poor public image
 - a. Physical image (e.g. overweight)
 - b. Uniform appearance
 - c. Demeanor/body language
- E. Community-oriented/problem-oriented policing concepts
1. Definition: Community-oriented policing (COP) is a philosophy, management style, and organizational strategy that promotes proactive problem-solving and police/community partnerships to address the causes of crime and fear as well as other community issues.
 2. Community policing programs generally incorporate the following principles:
 - a. A reassessment of who is responsible for public safety
 - b. Development of shared ownership, decision-making and accountability
 - c. Setting new public expectations and standards for police effectiveness
 - d. Increasing mutual understanding and trust
 - e. Empowering and strengthening community-based efforts
 - f. Maintaining constant flexibility
 - g. Committing to long-term and proactive programs or strategies to address the underlying conditions that cause crime

- h. Acquiring knowledge of available community resources
 - i. Committing agency and personnel resources
 - j. Decentralizing police services, operations, and management
 - k. Shifting the focus of law enforcement from an "incident-driven" system to addressing problems identified jointly by the community and law enforcement
 - l. Committing to developing new skills through effective training
3. Building partnerships with the community
- a. The initial step is to recognize of the need for the police and the community to work as partners in a mutual effort to identify and solve problems.
 - b. Involvement of a variety of community elements and organizations is necessary
 - (1) Public
 - (2) Private
 - (3) Nonprofit
 - c. Involvement of community leaders is necessary
 - (1) Formal
 - (2) Informal
 - d. Resource development is necessary
 - (1) Public
 - (2) Private
 - (3) Nonprofit
 - e. Building the Team
 - (1) Empowerment of community members
 - (2) Facilitating community resources
 - f. Examples of COP programs
 - (1) Drug-free zones
 - (2) Community chaplaincy (24-hour on-call clergy to respond to community crisis situations)
 - (3) Citizen's academies (program approaches vary widely)

- a. Educate citizens about the law enforcement profession
 - b. Educate citizen observers on how to report crimes
- (4) Total quality management
 - (5) Neighborhood revitalization
 - (6) Gang prevention (e.g., opening youth centers, graffiti removal programs, etc.)
4. Problem-oriented policing (POP)
- a. Definition: Problem-oriented policing is a system that law enforcement organizations can use to identify, analyze, and respond to the underlying circumstances that often result in crime, social disorder, and related calls for service. POP relies on an analytical approach to understanding a problem and developing a response that relies on both traditional and nontraditional police problem-solving tactics.
 - b. Application of a problem-solving model
 - (1) The problem-solving model most commonly applied to problem-oriented policing is the SARA model. SARA stands for:
 - (a) Scanning (identifying the problem)
 - (b) Analysis (collecting and analyzing information)
 - (c) Response (cooperatively developing and implementing solutions with other agencies and the public)
 - (d) Assessment (evaluating the effectiveness of the strategy selected)
 - c. Application of problem-solving principles
 - (1) The four elements of the SARA model can be applied to a broad variety of discretionary decisions and problems in addition to beat health issues and concerns expressed by the community. Examples include:
 - (a) Criminal investigations
 - (b) Discretionary decisions
- F. Current/emerging issues impacting the delivery of law enforcement services. Examples include:
- 1. Changing community demographics
 - 2. Economic shifts (particularly local events such as the closure of a local factory or nearby military installation)
 - 3. Emerging technologies

4. Jail overcrowding
5. Cross-cultural conflicts

CRIME RISKS AND CRIME PREVENTION CONCEPTS

Given a series of simulations, scenarios, video representations, role-plays, word pictures or other sets of facts depicting a potential crime risk, the student must participate in an instructor-led discussion which addresses the following:

- A. Anticipating criminal activity
- B. Recognizing a crime risk
- C. Appraising crime problems
- D. Taking specific actions which can remove or reduce the opportunity for criminal activity.

The discussion should involve depictions of crime risks which include residences, vehicles/vessels, commercial establishments, and persons.

Learning Activity 13.03.02

CURRICULUM

- A. Crime prevention is defined as the anticipation, recognition and appraisal of a crime risk, coupled with specific actions which can be taken to remove or reduce that risk.
 - 1. Anticipating criminal activity
 - a. Familiarity with crime patterns (beat profiling)
 - b. Cultivating information from people who reside and work in the area
 - (1) Business owners
 - (2) Security guards
 - (3) Residents of the neighborhood
 - 2. Recognizing a crime risk
 - a. Types of commercial establishments
 - (1) 24-hour businesses
 - (2) Alcoholic beverage sales points
 - (3) ATMs
 - (4) Malls and shopping centers
 - b. Residences
 - (1) Apartment complexes

- (2) Convalescent hospitals
 - (3) Group homes
 - (4) High-risk residences (e.g., isolated)
 - c. Vehicles and vessels
 - (1) Construction equipment
 - (2) Rental cars/car dealerships
 - (3) Marinas
 - d. Persons
 - (1) Pursesnatch risks
 - (2) Elderly
 - (3) Children
 - (4) Disabled
 - (5) Tourists
 - 3. Appraising crime problems
 - a. Exchanging information with officers on other shifts
 - b. Utilizing crime analysis information
 - c. Exchanging information with officers from other departments
 - 4. Taking specific actions to remove or reduce the opportunity for criminal activity
 - a. Security surveys
 - b. Directed patrol/selective enforcement
 - c. Public education
- B. Crime prevention techniques
- 1. Security surveys - residential/commercial
 - a. Exteriors
 - (1) Landscaping
 - (a) Eliminating hiding places
 - (b) Providing a clear visual corridor for passing patrols

- (2) Lighting
 - (3) Fences, walls, etc.
 - b. Perimeter
 - (1) Doors
 - (2) Windows
 - (3) Locks
 - (4) Alarms
 - c. Interior
 - (1) Operation I.D./property inventory
 - (2) Security habits - interior lights, using locks consistently, vacation precautions, etc.
- 2. Access control
 - a. Gated communities
 - b. Electronic access systems
- 3. Alarm systems
 - a. Robbery systems
 - b. Burglary systems
- C. Crime prevention programs

NOTE: Instructors may wish to discuss crime prevention programs that are in operation in the local area or region serviced by the academy.
Common examples include:

- 1. "Watch" or "alert" programs
 - a. Neighborhood Watch
 - b. Campus Watch
 - c. Hospital Watch
 - d. Marina Watch
 - e. Merchant Alert
- 2. Operation Identification

3. Child identification/fingerprinting
4. Drug Abuse Resistance Education (DARE)

TELEPHONE CONTACTS

Given a series of simulations, scenarios, video representations, role-plays, word pictures or other sets of facts depicting telephone contacts between law enforcement and the public, the student will critique the effectiveness of the contact based upon the following concepts of telephone etiquette:

- A. Prompt answering
- B. Appropriate greeting and identification
- C. Courteous listening
- D. Accurate recording of information
- E. Quick routing of calls
- F. Provision of service
- G. Courteous termination of the call

Learning Activity 13.03.03

CURRICULUM

- A. Telephone demeanor (You and your agency are judged by how you handle the call)
 - 1. Use a friendly tone of voice
 - a. Pleasant tone
 - b. Calm responses
 - 2. Be courteous and tactful
 - 3. Keep community relations in mind
 - 4. Be attentive
 - 5. Avoid technical terms and slang
- B. Receiving a call
 - 1. Answer promptly
 - 2. Determine whether or not the situation is urgent before placing the caller on hold.
 - 3. Identify yourself according to departmental policy
 - 4. Be friendly, attentive and helpful
 - a. Give caller your undivided attention to the extent possible
 - b. Be ready and willing to help
 - c. Don't transfer caller unnecessarily - determine nature of call

- d. If you must leave the line to get information inform the caller
- 5. Routing of calls
 - a. Transfer calls only when necessary
 - b. Stay on the line until the call is transferred
- 6. Ending calls
 - a. Hang up gently
 - b. Let party hang up first if possible
- C. Suggestions for handling telephone communication
 - 1. Use caller's name
 - 2. Treat every call as an important call - it is important to the caller
 - 3. Be tactful when refusing service (department policy/jurisdiction)
 - 4. Apologize for errors; explain delays
 - 5. Follow through on promises
- D. Use of 911 equipment
 - 1. Types of systems
 - a. Number display 911
 - b. Number only display
 - c. Enhanced ALI and ANI display
 - d. ALI - Automated Location Identifier
 - e. ANI - Automated Number Identifier

TACTICAL COMMUNICATION

Given a series of simulations, scenarios, video representations, role-plays, word pictures or other sets of facts depicting law enforcement contacts with the public, the student must participate in an instructor-led discussion and/or critique which addresses the following aspects of tactical communication:

- A. Conditions when words fail (SAFER: Security, Attack, Flight, Excessive repetition, and Revised priorities)
- B. Five-step process for dealing with uncooperative people (asking, setting context, presenting options, confirming and taking appropriate action)
- C. Eight-step process for conducting a vehicle stop (greeting, identification of self and department, reason for stop, legal justification, request for driver's license, request for registration, enforcement decision and closing)

Learning Activity 13.03.04

TACTICAL COMMUNICATION CONTACT

Given a scenario depicting a law enforcement contact other than a vehicle stop in which the subject of the contact is uncooperative, the student will use tactical communication to obtain voluntary compliance.

Performance Objective 5.9.1

TACTICAL COMMUNICATION VEHICLE STOP

Given a scenario depicting a law enforcement contact involving a vehicle stop in which the subject of the contact is uncooperative, the student will use tactical communication to obtain voluntary compliance.

Performance Objective 5.9.2

CURRICULUM

- A. Introduction to tactical communication
 - 1. Communication comprises approximately 97% of law enforcement work.
 - a. This fact was substantiated by a Rutgers University study that looked at police agencies nationwide between 1983 and 1987.
 - b. Tactical communication involves both professional presence and words.
 - 2. Operational definitions
 - a. Tactical communication professionally combines "what to say" with "how to say it"

- b. Tactical communication involves a strategic message professionally delivered to a specific audience to generate voluntary compliance
- 3. Literal definitions
 - a. Tactical
 - (1) Tactical means "directed toward securing a strategic objective"
 - (2) The strategic objective of tactical communication is to generate voluntary compliance.
 - b. Communication
 - (1) Communication means "the exchange of thoughts, ideas and messages"
 - (2) The message must be accurate and professional.
 - (3) The delivery must be professional, consistent with the message, appropriately timed and appropriate to the audience.
 - (4) The objective of communication is for the message to be understood by the receiver.
 - c. Persuasion
 - (1) To cause someone to believe or do something
 - (2) Through the application of reason and argument
- B. Goals of tactical communication training
 - 1. Enhance officer safety
 - a. Nationwide, nearly 900 peace officers have been killed in the line of duty in the last ten years.
 - (1) Each year thousands more peace officers are injured to the point that they require emergency medical treatment.
 - (2) The most dangerous weapon carried by officers in a conflict situation has often been their mouth.
 - 2. Enhance professionalism
 - a. Render more effective public service
 - b. Decrease citizen complaints and internal affairs investigations
 - c. Decrease vicarious liability

NOTE: The fiscal issue is not always the most important. In the long term it is the adverse impact on the department itself (e.g., the destruction of morale and the outlook of the community on the agency)

d. Lessen personal and professional stress

3. Provide officers with the ability to persuade others (e.g., obtain voluntary compliance)

C. The law enforcement profession and communication

1. Law enforcement is highly visible

a. Professional peace officers forfeit the right to "say what they want" or express personal feelings

b. Peace officers have an obligation to maintain appropriate physical appearance and fitness

NOTE: Fitness also presupposes confidence in defensive tactics. Lack of skill in this area can prompt an officer to inappropriately escalate the level of force.

2. Law enforcement requires quick decisions

a. An officer's decision to react is often made in a split second

3. Law enforcement is based upon a codified body of knowledge

a. The concept of imminent jeopardy

(1) Intent

(2) Ability

(3) Means

(4) Opportunity

b. The concept of preclusion

NOTE: Imminent jeopardy involves the four elements of intent, ability, means and opportunity. Preclusion means that no other force options were appropriate.

4. Law enforcement requires continuous training

a. Often involves training under pressure in job-related situations

b. Must take into account cultural and ethnic mores of the group served

5. Law enforcement must adapt to change

a. Changing demographics of California

- b. Increased public scrutiny (e.g. use of camcorders, etc.)
 - c. Continuous law changes
 - d. Economic conditions
6. Law enforcement is based on a standard of ethical conduct
- a. Officers are expected to be what they represent
 - (1) Officers must "Walk the walk and talk the talk"
 - (2) Peace officers contribute to the peace
7. Law enforcement is symbolized by a badge
- a. The badge is a symbol of the officer's "license" to enforce the law - it is not the authority itself
 - b. The badge is a symbol of public trust

NOTE: Instructors should emphasize that the character of the person behind the badge is more important than the authority the badge represents.

D. Benefits of tactical communication

- 1. Enables officers to further preserve law and order while maintaining their own and the public's safety by using appropriate presence and words as force options
- 2. Provides a set of communication principles and tactics that enable the user to gain cooperation and generate the voluntary compliance of others in stressful situations (such as confronting a hostile suspects), or in any contact which places the officer and the community in conflict with each other
- 3. Uses the energy of others to master situations
- 4. Provides usable strategies to resolve tense situations
- 5. Enables officers to respond to the situation rather than to their personal feelings (a professional response as opposed to an emotional response)

E. Conditions when words fail (SAFER)

NOTE: The officer must act immediately when one or more of the following conditions exist. The officer however, must be prepared to justify the level of force selected.

- 1. SECURITY
 - a. Whenever others are in imminent jeopardy
 - b. Whenever property under the officer's control is threatened

2. ATTACK

- a. Whenever the officer's personal danger zone (PDZ) is violated (imminent jeopardy).
- b. The PDZ is determined by the officer's training and by the situation.

3. FLIGHT

- a. Whenever a subject unlawfully flees from your presence

4. EXCESSIVE REPETITION

- a. No voluntary compliance is forthcoming
- b. All verbal options have been exhausted

5. REVISED PRIORITIES

- a. Whenever a matter of higher priority requires immediate attention or presence

F. How tactical communication relates to other force options

- 1. A major goal of law enforcement is to generate voluntary compliance.

2. Force options

- a. Professional presence
- b. Words

NOTE: Professional presence and words (communication) comprise 97% of police work and are the focus of this entire instructional block.

- c. Empty hand controls
- d. Control tools
 - (1) Stun gun
 - (2) Taser
 - (3) Chemical agents
 - (4) Canines
- e. Impact weapons
- f. Deadly force

NOTE: When discussing force options, instructors may wish to refer to the concepts of imminent jeopardy and preclusion which are described above.

G. The communicator's state of mind (habit of mind)

1. Be disinterested (The concept of "mushin")

- a. Mushin is a Japanese word that literally translates to "no mind". ("mu" = no, "shin" = mind) It also means "without bias".
- b. The opposite of mushin is bias or having a preconceived notion.
- c. The English equivalent is the word "disinterested" which also means "not biased". This is fundamentally different, however, from the word "uninterested".
- d. The concept that applies to law enforcement is that the officer must always remain objective rather than reacting with personal bias or preconceived ideas.
- e. Mushin suggests openness, flexibility, and lack of bias.

2. The Professional Face and the Personal Face

- a. Always keep "Professional Face", never try to save "Personal Face"
- b. Golden Rule: Always treat others as you would want to be treated in IDENTICAL circumstances.

3. Analyze scenes and create disinterest (PACE)

NOTE: PACE is an internal checklist which allows the officer to analyze scenes and create disinterest. It is a process to help diagnose a verbal encounter.

a. PROBLEM

- (1) Professional - how the officer defines the problem
- (2) Rhetorical - how the citizen defines the problem (The citizen often does not see the problem the same way the officer does)

b. AUDIENCE

- (1) The officer should be empathetic with the persons they are dealing with.
- (2) The demeanor and words of the officer influence the behavior of the citizen.

c. CONSTRAINTS

- (1) What are the obstacles to effective communication?

- (a) Verbal abuse by the subject
- (b) Environment
- (c) Other irrelevant "noises" which inhibit communication
- (2) Methods to overcome these obstacles
 - (a) Ignore them (e.g., don't personalize an insult)
 - (b) Step around them (e.g., redirect the person with a question)
 - (c) Use them to your advantage (e.g., build upon an idea expressed by the subject)

NOTE: The objective of these techniques is to keep from becoming emotionally hooked (e.g., remain emotionally disinterested while maintaining professional objectivity).

d. ETHICAL PRESENCE

- (1) Your professional presence is projected and is seen and felt by others.

4. Cultural factors

- a. In terms of communicating with people, there is no "better", there is only "different".
- b. The issue is never what group an officer prefers to deal with, the officer must deal with everyone fairly and professionally.
- c. The more the officer learns about human nature and cultural diversity, the more effective they will be at communication.
- d. Although there are many differences among cultures, in virtually every culture a personal insult is grounds to fight.

NOTE: Extensive information on cross-cultural communication is contained in Unit 42 (Cultural Diversity)

H. Three types of personalities that an officer will frequently encounter

1. The compliant person

- a. Often considered to be "nice" (e.g., supporters of law enforcement)
- b. Rarely has negative contact with law enforcement
- c. Generally complies upon initial request
- d. Can be easily alienated (e.g., watching replays of the March 3, 1991 Rodney King incident)

2. The resistant person
 - a. Often considered to be "difficult" or "uncooperative" (e.g., tends to challenge everything - often asks why, what for, under what authority)
 - b. As a group, most Americans fall into this category.
 - c. The vast majority of difficult people will comply... but only after two or more requests.
3. The compliant-resistant person
 - a. Categorized in some training materials as "wimps", bad-mouthers, backbiters
 - b. Superficially complies or agrees with the officer's request ("yes-yes" to the face)
 - c. Does not express their true feelings to the officer at the time of the contact
 - d. Sometimes considered to be anti-law enforcement person
 - e. Does not give as much opposition as a "resistant" person, but is internally critical or may complain formally or informally about the officer's contact after the fact.
 - f. May believe they are above the law and they may best serve themselves by circumventing the system (self-interest motivated)

NOTE: If an officer is surprised by an after-the-event complaint, they did a poor (and unsafe) job of reading the situation.

- I. How to handle verbal abuse
 1. The natural reaction to verbal abuse is confrontation.
 2. The professional reaction to verbal abuse is a studied (trained) response which leads to deflection and redirection.
 3. Always demonstrate respect. Disrespect almost always promotes or escalates confrontation.
 4. Deflection techniques (Artificial Deflectors)
 - a. It is helpful to use a deliberately nonsensical term of acknowledgement that does not suggest agreement. Examples include:
 - (1) "I preciate that, but"...
 - (2) "Oh yea, but"...
 - (3) "I gott that, but"...
 - (4) "Mebbe so, but"...
 - (5) "I understan that, but"...
 - (6) "I bleve that, but"...

NOTE: The reason that these phrases are intentionally casual is that they are all the more disarming because they demonstrate that the officer is not emotionally hooked by what has been said. Obvious caution is necessary to avoid terms or expressions which can be considered culturally or ethnically disparaging.

b. Deflectors are used as a springboard focus technique

(1) Every word that follows "but" is professional language which is goal-directed.

EXAMPLES:

"I appreciate that, but I need to see your driver's license."

"I understand that, but I need you to sign the citation."

5. Benefits of a studied (trained) response

a. It makes you feel good. (you avoided being emotionally hooked)

b. You disempowered the subject. (because they don't gain emotional control over you)

c. It sounds good. (The public perceives a professional response by the peace officer.)

J. The Art of Representation

1. Representation: When we communicate as peace officers, we must remember that we represent:

a. Our executive (chief or sheriff)

b. Government (city, county, state, federal)

c. The public interest

d. Authority (laws, the Constitution, the Bill of Rights, etc.)

e. The law enforcement profession as a whole

2. Empathy: Effective representation demands the ability to empathize.

a. Empathy originally implied "knowing your enemy"

1. "em" means "see through"

2. "pathy" means "eye of other"

b. Empathy does not mean that you like something or agree with it. It means that you understand.

3. Ego: Effective representation means that you understand yourself and suppress your own ego.
 - a. You are effective if you avoid letting someone else activate your emotional trigger.
 - b. There is no great ego in great leadership.
4. Roles: Effective representation means that you understand the roles that are in play when communicating/persuading
 - a. In a verbal exchange between two people, there are potentially six roles in play.
 - (1) Three roles of the contacting officer
 - (a) Real self (RS)
 - (1) It is necessary to recognize the emotional "buttons" that you have.
 - (2) Recognize your own biases
 - (b) Self as seen by self (SS)
 - (1) Professional
 - (2) Competent
 - (c) Self as seen by others (SO)
 - (1) No ego
 - (2) Where the "professional face" should be seen by the public
 - (2) Three roles of the person contacted
 - (a) Real self (RS)
 - (b) Self as seen by self (SS)
 - (1) Desires empathy
 - (2) Assumes desire for empathy is clear to officer
 - (c) Self as seen by others (SO)
 - b. When more than two people are involved in communicating, the potential for misunderstanding increases geometrically

- c. Being right has very little impact on persuasion. The officer, though, must be right when dealing with the public.
 - d. Officers must develop the skill to read people and recognize that people are also reading them.
- K. The Art of Translation (Sending and Receiving a Message)
- 1. The art of translation refers to transmitting a clear message from a sender (the coder) to a receiver (the decoder).
 - 2. The objective is to eliminate any "noise" which interferes with the transmission of a message.
 - 3. "Noise" examples include:
 - a. Using words that the receiver does not understand (improper context)
 - b. Using words that do not translate into the receiver's language
 - c. Sending a nonverbal message does not match the verbal message
 - d. Speaking too fast
 - 4. Steps to effective translation
 - a. ASSESS the situation (decide what to say)
 - b. CODE the message (put what you mean to say into words)
 - c. SEND the message
 - (1) 33-40% of the message will be transmitted by your voice
 - (2) 50-60% of the message will be transmitted by nonverbals
 - d. DECODE the message - wait and evaluate the following:
 - (1) What you are saying
 - (2) Your voice
 - (3) Your body language
 - (4) Your proxemics (spatial relationships)
 - 4. Examples of translation breakdowns
 - a. The context of the message is improper. (The sender transmitted a message containing words that the receiver cannot understand.)

b. The context is improper because the receiver's ability to decode the message is impaired due to:

- (1) The influence of alcohol or drugs
- (2) Hysteria
- (3) Fear
- (4) Anger

NOTE: This is also a sender problem because the message may not have been modified appropriately for its audience. (e.g. you would need to use extremely simple and direct language when communicating with a drunk)

5. The "art" in effective translation is developing the ability to read your audience before a message is formulated. Code and send according to your audience to ensure proper decoding (understanding).
6. Translation does not mean to mimic, which can be demeaning. It means to use the right kind of language or the right terminology to be understood.
7. Active listening
 - a. Active listening is fundamental to effective translations and to reading your audience
 - b. Listening must be deliberate. (It is not waiting to interrupt).
 - c. Steps to active listening
 - (1) Be open and unbiased
 - (2) Hear literally what is said
 - (3) Interpret what is said
 - (a) Interpretation is the problem area because people rarely say what they mean.
 - (b) Peace officers should react to what people mean, not just what they say literally. For example: A victim appear angry and say "What took you so long to get here!" when the real meaning is "I'm afraid and I need your help."
 - (4) Act appropriately
 - d. The responsibility for listening rests with the sender.

L. The Art of Mediation

1. The art of mediation is redirecting behavior by providing options through a personal appeal. For example:

a. A traffic violator refuses to sign a citation, so the officer presents options/hooks such as:

- (1) May result in time in jail, a criminal record etc.
- (2) May result in economic loss (e.g. cost of bail, loss of wages, tow charges, etc.)
- (3) Passengers may have to walk home
- (4) Loss of job
- (5) Felony or misdemeanor charge instead of an infraction
- (6) Other personal appeals (e.g. the impact of the arrest on family, community embarrassment, name in the paper, etc.)

NOTE: If a person has something to gain or lose the officer has something to use.

2. Besides giving the options/hooks, the officer should think for others as they might think for themselves 48-72 hours later.

NOTE: Instructors may wish to use other examples of a personal appeal calming a potentially hostile situation.

M. The basic elements of communication

1. Content

- a. Comprises 7-10% of a message
- b. One mistake and people stop listening
- c. Words and meanings are not identical.

Example: Victim of a burglary waits two hours for the officer to arrive. When the officer appears at the door, the victim is very angry and says "Where have you been?", "What took you so long?" "I pay your taxes." In this situation, the victim is not really mad at the officer but at the situation. The victim is feeling personally violated, wants help, and wants their lost property back. The officer needs to respond to the real meaning, instead of reacting to the spoken word.

2. Voice

- a. Comprises 33-40% of a message
- b. Tone communicates attitude
 - (1) 90% of personnel complaints arise because of improper use of tone (Not "what" was said, but "How" it was said).
 - (2) When there is conflict between role and voice, people believe voice.

(3) Voice is the window into the subject's intentions.

c. Pace

(1) Fast or slow

(2) Change in pace should signal to the officer that something may happen.

d. Pitch

(1) high or low

(2) loud or soft

e. Modulation

(1) The rhythm of the sentence can dramatically change the meaning

Example:

"I never said he stole the money."

"I never said he stole the money."

"I never said he stole the money."

"I never said he stole the money."

"I never said he stole the money."

"I never said he stole the money."

(2) All command presence comes from modulation.

3. Nonverbals

a. Comprise 50-60% of a message

b. Nonverbal elements

(1) Body language

(2) Proxemics (spatial relationships)

c. Physiologically the body cannot lie completely. When an officer sees a contradiction in a person's body language, they should believe the contradiction.

(1) The officer must look for danger signals such as:

(a) Backing or turning away from the officer

(b) Poor eye contact

(c) Extreme hand motion or concealing the hands

4. When there is conflict between the officer's voice message and the nonverbal message, people will believe the nonverbal message.

N. Five tools to generate voluntary compliance

1. LISTEN: Project the fact that you are an active listener

- a. Be open (and unbiased)
- b. Hear (literally what is said)
- c. Interpret what is said
- d. Act appropriately

2. EMPATHIZE: Project a sincere empathetic face

- a. Always treat the other person as you would want to be treated in identical circumstances.
- b. Develop a sense of "otherness"... a sense of what it may be like to see through the eyes of the subject and then construct the verbal means to relate to that person..
- c. Always recognize that citizens have a right to their point of view, right or wrong, just or unjust. You do not have to agree with anything they say.... you simply have to understand their perspective.

3. ASK: The right type of question

- a. Five types of questions

- (1) Factfinding questions

- (a) Who
- (b) What
- (c) When
- (d) Where
- (e) Why
- (f) How

- (2) Indirect (General) questions

- (a) "What happened?"
- (b) "What's the matter?"

- (3) Direct (Closed) questions
 - (a) "Did you shoot him?" -
 - (b) Yes/no response
- (4) Leading question
 - (a) "Isn't it true that ..."
 - (b) "Didn't you previously say..."
- (5) Opinion seeking question
 - (a) "Is there some way we can resolve this?"
 - (b) "What do you think happened?"

b. Strategies in questioning

- (1) Forecast/set context
 - (a) Explain to your audience the purpose of your questioning
 - (b) Explain the direction you will be taking
- (2) Vary the questions
 - (a) Varying the questions will help to calm a person who is upset
 - (b) Varying the questions will also help to lessen resistance, especially when you start to sense resistance during questioning.
 - (c) Too many general questions make you look uncertain and unprofessional.
 - (d) Don't fire factual questions at people who are upset because you will exacerbate the situation and the responses will be unreliable.
- (3) Interview witnesses, don't "interrogate" them.
- (4) When you encounter resistance to a factfinding question, it is best to go to a general question or an opinion-seeking question.

4. Paraphrase: put the other person's meaning into your words

- a. Paraphrasing is a necessary backup system to communication.
- b. Paraphrasing is the single most powerful communication tool.
- c. There are many benefits to using paraphrasing to improve communication effectiveness.

NOTE: The benefits of paraphrasing are listed in the handout "The Art of Paraphrasing" which is included in the supporting materials section of this unit guide.

d. Mechanics of paraphrasing

- (1) Use active listening skills while the person is telling their story
- (2) Retell their story back to them in your own words.
- (3) Determine if they agree that what you have said is accurate.
- (4) If they think anything you say is incorrect, restate it.
- (5) Determine again if they agree that what you have said is accurate.
- (6) Continue this process as necessary.

NOTE: A good paraphraser will never "put words into the other person's mouth". Paraphrasing allows you to interrupt professionally and clarify what a person is trying to say. (For example: "Let me be sure I understand you. You said...")

5. Summarize

- a. Creates decisiveness and authority
- b. Reconnects communication when interrupted
- c. Summarize by restating
 - (1) accurately
 - (2) briefly
 - (3) clearly

O. Tactical communication techniques

1. The five-step process for obtaining voluntary compliance

a. ASK (Ethical Appeal)

- (1) The officer applies the Art of Representation in an effort to gain the subject's voluntary compliance.
- (2) Professional presence
- (3) The subject is given an opportunity to voluntarily comply.

Example: A man is creating a disturbance in a bar, has been asked to leave by the bartender, refuses to do so and the police are summoned. When the officer arrives, he simply asks the subject "Will you please leave?"

b. SET CONTEXT (Reasonable Appeal)

(1) The officer applies the Art of Translation in an effort to gain the subject's voluntary compliance.

(a) Identify/explain the law, policy, or rationale that applies to the situation.

(b) Answering the subject's question "Why?"

(2) The subject is given an opportunity to voluntarily comply.

Example: Following the same situation as above, the subject responds officer's request saying "I ain't goin nowhere!". The officer then says "If you refuse to leave, you may be subject to arrest for ..."

c. PRESENT OPTIONS (Personal Appeal)

(1) Explain possible options.

(2) The officer applies the Art of Mediation in an effort to gain the subject's voluntary compliance.

(3) The subject is given an opportunity to voluntarily comply.

Example: Continuing with the situation above, if the subject still refuses to leave, the officer may say "You realize, sir, that if you are arrested you will subject yourself to criminal prosecution, humiliation, loss of job..." (The list of options is infinite and is driven by the situation.)

d. CONFIRM (Practical Appeal)

(1) The officer provides the subject with one last opportunity to voluntarily comply.

Example: Continuing the same situation above, if a subject still refuses to comply the officer says "Sir, is there anything I can say to earn your cooperation at this time?"

e. ACT (Take appropriate action)

2. The Eight-Step Process for conducting a vehicle stop

a. The eight steps

(1) GREETING

- (a) It starts positively.
- (b) It breaks the ice.
- (2) IDENTIFY YOURSELF AND YOUR DEPARTMENT
 - (a) Establishes command presence.
 - (b) Personalizes the contact
- (3) EXPLAIN THE REASON FOR THE STOP.
 - (a) Provides the motivation for the person to listen to you
 - (b) Usually you go through the first three steps together without pausing
- (4) ANY LEGAL JUSTIFICATION?
 - (a) Ask this without bias
 - (b) Offer the subject an opportunity to explain why they did what they did
- (5) REQUEST DRIVER'S LICENSE

NOTE: Steps five and six are deliberately separate in order to minimize the subject's movement within the vehicle and thereby enhance officer safety. Rarely, if ever, do people keep driver's license and vehicle registration in the same place.

- (6) REQUEST VEHICLE REGISTRATION
- (7) DECISION
 - (a) Warn
 - (b) Cite
 - (c) Arrest
- (8) CLOSE
 - (a) Must harmonize with decision
 - (b) Don't say "Have a nice day" after issuing a traffic citation. It is better to say "Thank you for your cooperation".

b. Other considerations when using the eight-step process

- (1) At step five (requesting the driver's license), you are initially at an "ask" stage. This is the same as step one of the five-step process.

- (2) If the subject refuses to comply at this or any other any point, the officer can go directly to the five-step process.
- c. Advantages of applying the eight-step process for conducting a vehicle stop
- (1) Consistently courteous
 - (2) Centers command presence
 - (3) Deflects resistance
 - (4) Buys assessment time
 - (a) Enhances officer safety
 - (b) Allows the officer time to quickly scan the interior of the car
 - (5) Sounds professional
 - (6) Creates a "consistent style" of policing
 - (a) Provides a self-disciplined pattern (e.g., The officer can say that they handle contacts in a consistent manner.)
 - (b) It gets you through a bad day. (It helps you focus your behavior consistently even though you are emotionally distracted.)
 - (7) This process is compatible with the five-step process of obtaining voluntary compliance.

PROBLEM-SOLVING MODELS

Given a series of simulations, scenarios, video representations, role-plays, word pictures, case studies or other sets of facts depicting a law enforcement-related situation, the student must participate in an activity where a problem-solving model is used to identify the root issue, information sources, response alternatives, and potential solutions.

Learning Activity 13.03.05

CURRICULUM

A. Problem-solving models

1. The SARA model

- a. The SARA problem-solving model is commonly applied to problem-oriented policing programs.
- b. SARA stands for:
 - (1) Scanning (identify problem)
 - (2) Analysis (collect and analyze information)
 - (3) Response (cooperatively develop and implement solutions with other agencies and the public)
 - (4) Assessment (evaluate the effectiveness of your strategy)

2. The six-point model

- a. Identifying the problem
 - (1) Five w's and how
 - (2) Be specific - are you hearing the whole story?
 - (3) Be aware that this step is difficult and time consuming.
- b. Analyzing the problem
 - (1) Obtain facts
 - (2) Evaluate information
 - (3) Identify the variables and constraints
 - (4) Consider consequences for self and others

- (5) Consider reaction by others (e.g., citizens, news media, special interest groups).

c. Developing alternatives

(1) Brainstorm

- a) Group of other officers
- b) Internalized thought

(2) Use acquired police knowledge

- a) Recently gained classroom knowledge
- b) Experience

(3) Consult

- a) Fellow officers
- b) Supervisors
- c) Involved party - if you ask, they might give you an idea!

(4) Research

- a) Be aware that others have faced the same types of problems before and can assist you in developing alternatives.

d. Selecting solution

- (a) Know police standards and priorities
- (b) Know your own values, standards, and priorities
- (c) Use logic
- (d) Do not let self doubt deter hunches and gut feelings, but recognize them as such
- (e) Ask yourself, "Can I live with the results of my decision?"
- (f) Don't let ambivalence interfere with the decision making process

e. Implementing decisions

- (a) Take the action
- (b) Be aware of the consequences
- (c) Stay alert (officer safety)

f. Evaluating action

- (a) Did solution work? If not, why?
- (b) "If I could, what would I change about my decision?"
- (c) If solution was ineffective, repeat process if possible.

B. Application of problem-solving principles

- 1. The four elements of the SARA model can be applied to a broad variety of discretionary decisions and problems in addition to beat health issues and community concerns.
- 2. For example, SARA principles could be applied to a criminal investigation.

SUPPORTING MATERIAL

AND

REFERENCES

This section is set up as reference information for use by training institutions. These materials can be used for instruction, remediation, additional reading, viewing, or for planning local blocks of instruction. This list is not an endorsement of any author, publisher, producer, or presentation. Each training institution should establish its own list of reference materials.

TOPICAL LIST OF SUPPORTING MATERIALS AND
REFERENCES INCLUDED IN THIS SECTION

None included

ADDITIONAL REFERENCES

POST Video Catalog, 1993, 1601 Alhambra Blvd., Sacramento, CA, 95816, (916) 227-485622