

COMMUNITY POLICING: **TRAINING PROGRAM**

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INTRODUCTION

AIM

The purpose of this course is to provide UNCIVPOL inductees, UNCIVPOL personnel in-country, and host country police with an understanding of (1) the principles and practices of community policing and (2) the process for implementing community policing in a host country.

Background

Community policing is the major strategic innovation in policing in the last thirty years. Its philosophy is widely accepted. Moreover, police in several countries have adopted it in practice. Although community policing is considered a recent development, it is not entirely new to policing. It is an attempt to recapture the cooperative relations that often exist between police and public in small communities in rural areas.

Although community policing is popular among police as a philosophy, its operational programs vary widely. This divergence of views has hampered efforts to implement community policing by the international community. For this reason, the United Nations has undertaken to clarify the doctrine of community policing, to recommend key practices, and to develop a process for its implementation (see Community Policing: The Doctrine and Community Policing: The Implementation Process). The U.N. has also prepared a manual on evaluating community policing (see Community Policing: Evaluation Program).

Community policing has been adopted by the U.N. as the model for the reform and reconstruction of policing in peacekeeping for three reasons:

- (1) Community policing can increase the crime control and prevention ability of police.
- (2) Community policing is a powerful tool for gaining the respect of the public, which often declines during periods of conflict or political transition.
- (3) By gaining the respect of the public, community policing contributes to the legitimacy of newly formed governments.

Method and duration of training

This course in community policing is designed to be presented over 3 days of 7 hours per day of instruction. The course consists of 9 modules. It has been designed for groups of not more than 20-25 students. Instruction involves interactive sessions and breakout groups as well as short lectures by the instructor. Power-point slides have been prepared to assist instruction.

Learning outcomes

At the completion of training, students should be able to:

- Explain the strategy of community policing and the forms it takes in practice.
- Discuss the advantages community policing has over traditional crime control and prevention strategies.
- Understand the steps necessary for implementing policing in foreign police forces, especially the way in which adjustments should be made to fit local conditions.
- Anticipate problems that police may have in implementing community policing successfully.

Assessment criteria

Do peacekeepers have the knowledge and skill:

- To define community policing.
- To be able to persuade others that it is a valuable crime-control strategy.
- To conduct an assessment of key factors in implementing community policing in a local context.
- To lead local police in developing a plan for implementing community policing

COURSE OVERVIEW

	Day 1	Day 2	Day 3
0900-0915	Welcome	Announcements	Announcements
0915-1030	(1) Exploring the Rationale	(4) Problem-Oriented Policing	(6) Adapting to Local Contexts
1030-1045	Break	Break	Break
1045-1200	(2) Exploring the Rationale	(4) Problem-Oriented Policing	(7) Assessing Local Contexts
1200-1300	Lunch	Lunch	Lunch
1300-1500	(2) Doctrine of Community Policing	(5) Implementing Community Policing	(8) Organizing the Police
1500-1515	Break	Break	Break
1515-1645	(3) Practices of Community Policing	(5) Implementing Community Policing	(9) Anticipating Problems
1645-1700	Wrap up	Wrap up	Wrap up
1700	Adjourn	Adjourn	Adjourn

OUTLINE OF MODULES

DAY 1

WELCOME (0900-0915)

- (1) Introductions of staff and participants.
- (2) Purpose and plan of the course
- (3) Distribution of training schedule

MODULE 1: Exploring the Rationale for Community Policing

Contents: Participants discuss the following questions in breakout groups:

- In what ways could a cooperative public help the police to reduce, disorder, and the fear of crime?
- Would this make a great or small difference in the current effectiveness of your police?

Method of training: Discussion in breakout groups with short lectures from the instructor.

Suggested time: 2.5-3.0 hours.

Assessment criteria: Whether the students understand how a cooperative public can help the police control and prevent crime.

Module 2: The Doctrine of Community Policing

Contents: The instructor will present the philosophy of community policing and show how its basic strategies can help the police control and prevent crime.

Method of training: Reports by breakout groups and lecture by the instructor.

Suggested time: 2 hours.

Assessment criteria:

- Did the breakout groups identify particular ways in which communities could make the police more effective at controlling and preventing crime?
- Participants' understanding of the importance of community assistance in controlling and preventing crime.
- Knowledge of the four basic strategies of community policing.

Module 3: The Practices of COP

Contents: The four basic strategic elements of community policing.

Method of training:

- Plenary discussion
- Lecture by the instructor on the police programs that implement the basic strategies of community policing.

Suggested time: 1.5 hours.

Assessment criteria: Knowledge of the variety of ways in which the four strategies of community policing may be operationalized in practice.

DAY 2

Module 4: Problem-Oriented Policing

Contents: Present and discuss the steps involved in problem-oriented policing.

Method of training: Class discussion, short lectures, and a problem-solving exercise.

Suggested time: 3 hours.

Assessment criteria: Have participants developed an understanding of what problem solving involves?

Module 5: Implementing Community Policing

Contents: The steps in the UN's recommended process for implementing community police (United Nations, Community Policing: The Process of Implementation).

Method of training: Facilitated discussion of the UN's model of implementation.

Suggested time: 1.5 hours.

Assessment criteria: Participants should understand the reasons for following the steps recommended by the U.N. for implementing community policing.

Module 6: Adapting Community Policing to Local Contexts

Contents: The local conditions that should be assessed in order to implement community policing.

Method of training: Discussion and reports from breakout groups.

Suggested time: 1.5 hours.

Assessment criteria: Whether the breakout groups have identified local conditions that might effect the actions police need to take in order to implement community policing.

Module 7: Assessing Local Contexts

Contents: A checklist of conditions that UN advisors and local police implementers should assess in developing an implementation plan for community policing.

Method of training: Lecture and discussion groups.

Suggested time: 1 hour.

Assessment criteria: Do participants understand the

list of local conditions that the UN suggests should be assessed in planning community policing?

Module 8: Advising and Organizing Local Police

Contents: The variety of ways in which police forces can be organized to implement community policing.

Method of training: Discussion with reference to Community Policing: The Implementation Process.

Suggested time: 1.5 hours.

Assessment criteria: Do participants understand the choices that might be made in organizing community policing and the strengths and weaknesses of each.

Module 9: Anticipating Problems

Contents: (1) Discussion of the doubts that participants may have about community policing; (2) police strategies that are sometimes claimed to be community policing but which are not; and (3) reiteration of the primary rationale for community policing.

Method of training: Discussion and lecture.

Suggested time: 1.5 hours.

Assessment criteria: Do participants understand what is involved in meaningful as opposed to shallow community policing?

Wrap-up and Adjournment

- Suggestions for further training community policing.
- The role of a UNCIVPOL advisor.

INSTRUCTOR HANDBOOK

Welcome and introductions

Time: 0900-0930

Slides: PowerPoint 1-3.

Materials: power-point projector and slides, course schedule as a handout. The following two manuals should be given to each participant: United Nations, Community Policing: The Doctrine and United Nations, Community Policing: The Implementation Process.

Objectives:

- Welcome participants
- Introduce instructor
- Introductions by participants
- Review learning goals of the course
- Present schedule of modules

Preparation: Distribute name tents to participants and instructor. Have PowerPoint slides 1, 2, 3 ready. Meet and welcome participants individually as they assemble for the course.

Steps in instruction:

- (1) Show slide 1 - Welcome to the Seminar on Community Policing.
- (2) Introduce yourself.
- (3) Ask each participant to introduce themselves by name and country (not by rank) and check that each one has displayed a name tent.
- (3) Show slide 2 - learning outcomes of the course.
- (4) Instructor explains the purpose of the course and the background to it.
- (5) Go over the learning outcomes

(6) Show slide 3 - course schedule

(7) Discuss the schedule of modules in the course.

- Day one: Rationale, doctrine, and operational elements of COP.
- Day two: Activities of problem solving and the process of implementing community policing.
- Day three: Planning community policing locally - adapting, assessing, and anticipating.

(8) Explain the methods of the instruction:

- Several sessions will draw on the experience of participants to explore issues relevant to community policing. This will be done through plenary discussions and breakout groups.
- Participants are encouraged to speak freely out of their own experience. The comments of participants will not be recorded.
- The instructor will supply information in short lectures at appropriate times.
- Participants should be encouraged to ask questions at any time.

(9) Distribute the two United Nations manuals on community policing: Community Policing: The Doctrine and Community Policing: The Implementation Process.

These should be brought to class each day because material from them will be used during training.

(10) Are there any questions now about the purpose or organization of the course?

Module 1: Exploring the Rationale (2 sessions)

A. Session 1 (0930-1030)

Time: 0915-1200

Slides: PowerPoint 1-3.

Materials: Handouts of the 2 questions for the breakout groups, slide projector, PowerPoint slides, flipcharts and markers.

Objectives: Discussion of the reasons for developing cooperative relations between the police and the public.

Preparation: Make a copy for each breakout group of the questions they are to discuss. Find space for the breakout groups to meet. Since each group should be composed of 5 members, you should divide the total number of participants by 5 to determine the number of spaces needed. If the instruction room is large enough, groups might meet in different parts of the room. Otherwise, additional space must be found outside the classroom. The groups should be separated enough so they can converse without disturbing others.

Steps in instruction:

Session 1 (0915-1030)

(1) Transition: The purpose of community policing is to get the public to assist the police in controlling and preventing crime. In order to explore this, I want you to discuss among yourselves the value that a cooperative public would have on policing where you come from.

To do this, we will form into "breakout" groups of 5 participants each. Each group will discuss the following two questions: (show slide 1)

(a) In what ways would a cooperative public, willing to work with the police, help the police to reduce crime, disorder, and fear of crime?

(b) How big a difference would this make in the ability of your home police agency to be more effective in crime control and prevention?

(2) Instructor should comment that this exercise is not designed to embarrass anyone or any country. Although relations with the public vary from place to place, there is no country where more help from the public in controlling and preventing crime would not be appreciated by police officers.

(3) Form breakout groups by having the participants count off by 5's, so that each member has a number from 1 to 5. Assign a number to each group and assign each group a place to meet.

(4) Issue instructions to the participants:

(a) Chose a spokesperson in each breakout group to report the results of the discussion to the plenary session.

(b) Discuss the two questions.

(5) Walk around among the groups to encourage open discussion and answer questions about the exercise.

BREAK (1030-1045)

Session 2 (1045-1200)

(6) Bring all participants together, but have the members of each breakout group sit together.

(7) Have the spokesperson for each group report the answers to the two questions.

(8) Encourage the participants to ask questions of each spokesperson if they do not understand the points being reported.

(9) Instructor presents the 2 primary contributions that communities can make to police efforts at controlling and preventing crime. Show slide 2.

The instructor should elaborate on the two points as follows:

First: The public provides basic information about crime and criminals. Without this information the police are relatively helpless both in terms of knowing what crimes are being committed and the likely culprits.

What is this information?

(a) Whether crimes are being committed.

Police discover very little crime on their own without being told about it by victims or bystanders.

(b) The kind of crimes being committed.

(c) The places where crimes are committed.

Because there are never enough police to patrol in strength everywhere, police are more successful in preventing crime if they can target their resources on particular places or people.

Research has shown that crime and disorder are often concentrated in particular places - "hot spots." Focusing police activities on such places can be more successful in controlling crime than spreading them evenly everywhere.

But police cannot focus their resources unless they obtain information about incidents from the public.

(d) Who the likely suspects are.

Research has shown that unless the public identifies the culprit in some specific way - such as a name, relation to the victim, address, vehicle license number - the chances of solving any crime are very small, as low as 10%.

At the end of this explanation, the instructor should ask the class whether these points make sense to them from their experience? Is targeting important to crime prevention and is it true that without a tentative identification of the culprit, police don't know where to begin their investigations?

Second: The public can provide resources for crime prevention that the police don't have.

In what ways can the public provide resources?

(a) The public can protect itself.

- By installing locks and alarms.
- Not leaving valuable property in unprotected places.
- Hiring watchmen.
- Avoiding dangerous places.
- Being watchful at home and in public

Question for the class: Are there other means they can think of?

(b) The public can bring pressure to bear on people who are likely to become delinquent or commit crimes.

Pressure from family, friends, workmates, and neighbors is more effective than the threat of the law in encouraging people to behave.

This seems to be true universally.

Enforcing the law is the last resort, not the first, in creating an orderly society.

(11) Summarize. Show slide 3.

The key assumptions of community policing:

(a) Police are more effective if the public works in partnership with them.

(b) Police are more effective if they can focus their resources on particular persons and places.

(c) Police are more effective if they work with the consent of the public.

Module 2: Doctrine of Community Policing

Time: 1300-1500

Slides: PowerPoint 1-2.

Materials: Chalkboard or flip charts and markers.
Slide projector.

Objectives: Solicit the views of participants about actions the police can take to encourage cooperation from the public and present the basic strategies of community policing.

Preparation: Review the material to be presented in class, especially the PowerPoint slides, to make sure that you can answer questions about them.

Steps in instruction:

(1) Transition: Having established that a cooperative public is very beneficial for effective crime control and prevention, we will now consider what the police can do to bring this about?

(2) Conduct a plenary discussion. Ask the following question: slide 1

From your experience at home, what are the things the police can do that would be most effective in changing the public's attitude toward the police and make them more willing to help the police?

(3) Give the class 5 minutes to think of their answers.

(4) Conduct the discussion, writing down the suggestions that come from the class on a chalkboard or flip charts.

(5) This exercise should last approximately 1 hour.
(1300-1400)

(6) Short break: because people get sleepy after lunch, encourage the class to stand up and do some exercises for 5 minutes, but without leaving the room. (This is not a smoke break).

(7) Transition remark by the instructor: The question you have considered is what the people who developed community policing asked themselves.

They concluded from this kind of analysis that four general strategies were needed to develop the cooperation of the public.

(8) Show slide 2: The four basic strategies of community policing.

(9) The instructor should explain briefly what is involved in each of the four activities, based on his reading of Community Policing: The Doctrine.

Responsiveness

Consultation

Mobilization

Problem-solving

(10) The instructor should then compare the four strategic elements of community policing with the list of suggestions from the class discussion.

Do the lists generally agree? Do the four strategies cover some of the points made by the class?

The purpose of this exercise is to demonstrate that community policing is commonsensical to experienced police. And that the experience of the class leads very much in the direction of what the UN is recommended by way of community policing.

Break (1500-1515)

Module 3: Practices of Community Policing

Time: 1515-1645

Slides: 1-4

Materials: None

Objectives: To show the range of activities throughout the world that police have adopted to accomplish responsiveness, consultation, mobilization, and problem solving.

Preparation: The practices of community policing are listed in UN Community Policing: The Doctrine, chapter 5. If copies have this publication have been given to each participant, the instructor should refer them to chapter 5 as he reviews the practices from the slides. If the manual is not available, the instruction can be done exclusively from the slides.

Steps in instruction:

(1) Transition by the instructor: There are a great many things that police can do to become responsive, consultative, mobilizing, and problem solving.

Police around the world have been very inventive in the programs they have developed.

The United Nations has surveyed these practices, and this is a selection of some of the most common programs that are used for each of the four basic strategies of community policing.

(2) Show slide 1: Programs for Responsiveness.

(3) Read each entry and ask participants whether they have any questions about any of them.

(4) Show slide 2: Programs for Consultation.

(5) Discuss each briefly and answer any questions.

(6) Show slide 3: Programs for Mobilization

- (7) Discuss each briefly and answer any questions.
- (8) Show slide 4: Programs for Problem-Solving.

These are the activities that are involved in what has become known as "problem-oriented policing." We will explore the problem-solving process in detail tomorrow, including an exercise using real-world problems.

Wrap up to Day 1 (1645-1700)

(1) Review the major points established during the day. Slide 1.

- The police can become more effective at crime control and prevention if the public works with them, especially by providing information, taking defensive actions, and supporting police law-enforcement activities.
- Community policing is a program for obtaining that cooperation through becoming:
 - Responsive
 - Consultative
 - Mobilizing
 - Problem-solving
- There are many ways to carry out these strategies.

(2) The instructor should note that the key to developing an effective community-policing program involves adapting the general strategic philosophy to the conditions that exist in different places.

That topic will be explored in detail on Day 3.

Adjourn (1700)

Day 2**Announcements (0900-0915)**

- Be prepared to make announcements involving the administration of the training or the conduct of the class.
- Make sure that each participant has displayed a name tent.

Module 4: Problem-Oriented Policing (Two sessions)

Time: 0915-1200

Slides: PowerPoint slides numbers 1-10.

Materials: Projector and slides, flip charts for each breakout group. Prepare a one-page description of the scenario chosen for the problem-solving exercise to be given to each participant.

Objectives:

- Explore the reasons for adopting a problem-solving approach.
- Explain the problem-solving process.
- Present examples of problems to be solved.
- Discuss sources police can consult to obtain operational information about problem solving and strategies in other police forces.
- Conduct a problem-solving exercise.

Preparation: Select one of the three problem-solving scenarios provided on PowerPoint slides to use for the breakout exercise. Review the problem-solving section of the U.N.'s Community Policing: The Doctrine.

Steps in instruction:

Session 1 (0915-1030)

(1) State the topic for this module, which will be in two sessions: Problem-Solving.

As we saw yesterday this is the fourth strategy in community policing. Like the others, it is designed to develop a cooperative relationship between the public and the police.

(2) Explain how instruction in this module will be organized. Show slide 1.

(3) Review the steps in problem solving. Show slide 2.

This is the same as slide 4, Module 3, Practices of Community Policing.

(4) Explain the benefits to police of problem solving and how it is related to the philosophy of community policing, as follows:

Problem solving is based on an observation that every experienced police officer knows is true: police work is concentrated in certain places ("hot spots") and involves, very often, a relatively small number of people who are usually already known to the police (habitual criminals and trouble-makers).

The problem-solving approach is designed to help police use their resources more effectively: rather than responding again and again to the same sort of incident in the same place, involving the same people, it tries to find a way of eliminating such incidents altogether.

It is a preventive strategy.

(5) Describe how problem-solving changes the way that police work. Slide 3.

- Rather than responding to individual incidents of law breaking or requests for assistance, police change or remove the conditions that lead to repeated incidents.
- Police broaden the range of their actions, not relying exclusively on arresting and detaining.
- Police work with other institutions and agencies in the construction of solutions to problems.
- Police effectiveness is measured not by the number of arrests made but whether incidents recur.

(6) The instructor should make the following very important point.

Adopting a problem-oriented approach does not mean that the police do not enforce the law and make arrests. Law enforcement remains an important tool for police to use. But it should be seen as only one tool.

Problem-analysis seeks to identify other tools that may be more effective than relying exclusively on arresting and charging.

(7) The instructor should conduct the following discussion with the whole group:

Think of two situations from their own experience that they have been called to deal with time after time.

Think not only about crimes, but also about situations where people have been repeatedly injured or situations that disturb and frighten people again and again.

Each person should list those situations on a piece of paper.

Give the class 10 minutes to think about this question.

(8) After 10 minutes, the instructor should list on a chalkboard or flip charts the situations that each member has written.

The instructor should then point out which of the situations suggested are genuine recurrent problems and which are the same crimes or incidents occurring in many places to different people. "Problems" are recurring patterns of bad and illegal behavior in one place or among one group of people that the police have been not been able to prevent though repeated arrests and more intensive patrolling.

How many situations of this kind did the class find?

(9) Now ask the class to consider whether some of these situations might be resolved by doing something other than arresting the troublemakers involved?

What sort of alternative actions might be taken? Not just by the police, but by other government agencies, private groups, or the public generally.

List these suggestions on another flip chart.

(10) Point out that the class has just done two of the four steps in problem solving. Show slide 2 again.

Namely: scanning and analyzing.

(11) Give the class some examples of problems that have been addressed by police in several countries. Slide 4.

(12) Explain to the class what it means to say that problems have been solved. Slide 5.

Not how many arrests have been made, but

- reducing the incidents
- reducing the harm from incidents
- referring the problem to other authorities

Key objective: To reduce the need for the police to respond at all.

(13) Show the class a list of the programs developed by police to deal with problems. Slide 6.

Read the list with the class.

The instructor should ask the class whether it needs clarification about any of these programs.

(14) The instructor should then advise the class to remember that problem solving works best when communities are involved in it.

- Being responsive and consultative is important for Scanning, Analyzing, and Responding.

- Mobilizing can be important for Responding.
- And Consulting is important for Assessing whether the problem has been solved.

Problem solving properly done incorporates all the elements of community policing.

Break (1030-1045)

Session 2 (1045-1200)

(15) Organize a problem-solving exercise with breakout groups. Show slide 7.

Purpose of the exercise: Think about ways to reduce the need for the police to respond to an incident of this kind.

Construct a list the actions that police might take to reduce or eliminate this problem.

Write each list on a separate flip chart.

Time for the exercise: 45 minutes (1045-1130)

(16) Ask each of yesterday's breakout groups to develop a plan for solving the following problem:

Show and display one of the scenarios chosen from slides 8, 9, 10.

Also provide a written copy of the problem you have chosen to each participant.

(17) Reports by the spokesperson for each breakout group.

Have each group post their list at the front of the classroom.

Have the spokesperson for each group read the list to the class.

Many of the same factors and solutions will appear on the lists from each group. The instructor should make a consolidated list of the factors and solutions that appear most often across the groups.

(18) Find below a list of possible solutions to each of the 3 problems. This list should be used to comment on the list that the class has produced, as follows:

(a) Did the breakout groups think of similar programs? If not, the instructor should mention them to the class.

(b) Did the breakout groups develop ideas for solutions that aren't on this list but which seem promising? If so, the instructor should praise them for their creativity.

A. The shebeen scenario:

- Advise the government to pass ordinances regulating the hours of drinking.
- Inspect the shebeen for violations of health and safety codes. If the owner fails to correct them, close the shebeen.
- Hold meetings with the owner and neighbors to come to an agreement about acceptable behavior.
- Require the owner to hire security staff.
- Instruct shebeen employees in ways to discourage disorderly behavior in a tactful manner.
- Organize community volunteers, including women, to monitor behavior from the outside and inform the police about disorderly behavior.
- Authorize the citizen monitors to take names of offenders to give to the police.
- Meet with community leaders to develop

informal rules for the conduct of shebeens generally.

B. Disputes over privately run vans

- Encourage the city to hire van inspectors, similar to parking attendants, with the authority to check vehicles for permits, drivers' licenses, overcrowding, and unsafe operating equipment.
- Establish a complaints phone line for customers who believe they have been overcharged or forced to ride in an overcrowded van.
- Levy monetary fines for repeated complaints, and revocation of permits if complaints do not decline.
- Designate places for van loading and unloading, and fine owners whose vans operate outside those areas.
- Post police officers at these loading points during the busiest times of the day.
- Create a special van-monitoring unit of the police to enforce existing regulations.
- Conduct saturation patrolling of major pickup area at times randomly chosen.

C. Purse snatching in a market

- Distribution of tips to women about protecting themselves more successfully, such as not wearing showy jewelry, carrying purses on straps across the shoulder, substituting security-belts for purses when carrying valuables.
- Advising people to carry only minimum amounts of cash and leave jewelry at home.
- Require the owners of market businesses to hire private guards.

- Limit the points of entry and exit from markets, including roads, and stationing private guards at them.
- Connecting the police and stall- and shop-owners by cell phone so that they can alert one another to suspicious persons or to criminal events.
- Create patrols of volunteers, including women, to supplement police patrols at peak market times.

(19) The instructor should call the attention of participants to the references on problem solving in the bibliography of the UN manual on community policing doctrine.

Note especially the on-line sites, including the COPS series of pamphlets on solutions to a long list of "problems" faced by police.
www.cops.usdoj.gov

Lunch

Module 5: Implementing Community Policing (two sessions)

Time: 1300-1700

Slides: PowerPoint slides 1-4.

Materials: Written handout to each participant for the afternoon's breakout question.

Objectives: Participants will understand the actions UNCIVPOL must take in order to implement community policing in a peacekeeping context and the reasons for each of them.

Preparation: None.

Steps in instruction:

Session 1 (1300-1500)

(1) The instructor should reorganize the breakout groups so each has new members.

Process of reorganization: As students enter for the afternoon session, have them sit together in their breakout groups.

Then have students count off by 5's again, going through each group one at a time.

This will reshuffle the participants so that they are members of new breakout groups.

(2) Transition remarks by the instructor:

Because the UN has adopted community policing as its model for developing and reforming local police in peacekeeping, UNCIVPOL members will be required to advise local officials so as to accomplish that objective. However, even if the UN has the authority under its mandate to impose reforms on a local police, organizational change of any sort cannot be accomplished simply by ordering it. Bringing about operational changes in any police agency requires careful forethought, planning, and implementation. In

particular, great care must be taken with respect to the way in which UN engage in advising. The key to successful advising is persuasive dialogue by CIVPOL members whose knowledge and credentials are respected.

Based upon experience from around the world in changing the practices of police organizations, this module will describe the steps that CIVPOL advisors should follow in implementing community policing locally.

(3) Present the schedule for instruction in this module. Slide 1.

(1) Breakout exercise

(2) Review of UN implementation program

(3) Discussion

(4) Organize the breakout exercise, addressing the following scenario. Slide 2.

(5) Issue instructions for the breakout exercise.
Slide 3.

- Select a spokesperson for the group.
- Make two lists and write them on flip charts.
 - Positive actions
 - Negative actions
- Time: 1300-1400

(5) During the group discussions, circulate among the groups to answer any questions and encourage discussion.

(6) Reconvene the groups at 1400.

(7) Have each group post their lists at the front of the classroom.

(8) Have spokespersons from each group read their lists, answering any questions the participants may have.

(9) With the help of the class, the instructor should make a list of the positive steps in implementation that have been identified by the breakout groups.

To be done on a chalkboard or on flip charts.

Break (1500-1515)

Session 2 (1515-1445)

(10) The instructor should have participants open their copies of the UN's manual on implementing community policing and the instructor should read and explain each step. Slide 4.

Allot 45 minutes for this segment (until about 1600).

(11) The instructor should then ask the class to compare what the breakout groups thought should be done with the UN's implementation steps.

What suggestions did the breakout groups make that the UN plan does not?

What suggestions did the UN make that the breakout groups hadn't thought of?

Wrap Up (1645-1700)

- Acknowledge that this has been a long day, with complex material involved. The class has a right to be tired.
- The points about implementation are suggestions that may have to be modified in practice. But they represent "best practices" by people who have done this sort of work before.
- In preparation for tomorrow, direct students to read the section of the UN's community policing implementation manual "Discussion of the Implementation Process," with particular attention to point 5.

Adjourn

Day 3

Announcements (0900-0915)

- Be prepared to make announcements involving the administration of the training or the conduct of the class.
- Make sure that each participant has displayed a name tent.
- Prepare the class for today's modules with the following transition comments. Refer to the class schedule distributed on the first day.

We have explored the principles of community policing.

And how they can help the police (Modules 1, 2).

We have explored the various ways in which the principles of community policing have been carried out in practice. (Module 3)

We have explored the process of problem-solving in detail. (Module 4)

We have explored "best" practices in implementing community policing in a foreign countries. (Module 5)

We have seen that a crucial element in implementing community policing was adapting its practices to local conditions. (Module 5)

Now, we will examine in detail the sorts of obstacles that UNCIVPOL advisors may find in trying to develop community policing during peacekeeping missions.

During the day, we will examine:

(1) The kinds of local conditions that CIVPOL advisors must take into account when implementing community policing? (Modules 6, 7)

(2) Some of the problems that police forces will face in adopting the strategies of community policing. (Module 8)

(3) Programs that are sometimes claimed to be community policing but which are not. (Module 9)

Module 6: Adapting to Local Contexts

Time: 0915-1030

Slides: 1.

Materials: Flip charts or chalkboard.

Objectives: To develop a list of likely impediments to community policing, so that participants will understand the need to adapt community policing practices to local conditions.

Preparation: Review the section on assessments in Community Policing: The Implementation Process.

Steps in instruction:

(1) Transition remarks by the instructor:

Police practices that work in one country may not work in another. Although the principles of community policing - responsiveness, consultation, mobilization, problem solving - make sense everywhere, the way in which they are put into practice will vary depending on local conditions. Therefore, in order to implement community policing successfully, UNCIVPOL members must learn to assess local contexts so that they can guide local police in developing the appropriate practices of community policing.

While there can be no compromise on strategic principles, the operational programs of community policing must be adapted locally. Preserving strategic principles in local contexts requires both information and judgment on the part of UNCIVPOL advisors.

(2) Organize an exercise for the breakout groups. The purpose of this exercise is to have the participants reflect on factors from their own experience that might make the introduction of community policing strategies difficult.

(3) Instructions for the exercise. Show slide 1.

Practical Impediments to Community Policing

- List on flip charts the conditions that you think, based on your own experience, might make it difficult to implement the four principles of community policing? Responsiveness, Consultation, Mobilization, and Problem solving
- Be prepared to report these to the class at 1000.

(4) At 1000 have each group display their lists in the front of the classroom.

(5) Have each spokesperson explain the items on their list.

Break (1030-1045)

Module 7: Assessing Local Contexts

Time: 1045-1200

Slides: None

Materials: UN, Community Policing: The Implementation Process.

Objectives: To develop a checklist of the factors that UNCIVPOL advisors should assess as they plan for community policing in any country.

Preparation: None.

Steps in instruction:

- (1) Present the topics suggested in the UN's implementation manual (chapter 5) that need to be assessed in order to adapt community policing principles to local conditions. (1045-1130)

Instructor should note that there are two categories of factors to be assessed: (a) the nature of communities and (b) the capacity of the police.

- (2) The instructor should review each item, asking if participants can add examples from their home countries.

- (3) Lead the class in comparing the UN list with the list of impediments that the breakout groups developed before the morning break.

What additional items should the UN consider?

The instructor should write these on a flip chart or chalkboard.

- (4) The instructor should suggest that the participants write the additional items in their copy of the implementation manual.

Lunch

Module 8: Organizing the Police

Time: 1300-1500

Slides: 1, 2

Materials: UN implementation manual.

Objectives: Present the ways in which community has been organized by police agencies worldwide and discuss their relative merits.

Preparation: Read the section of the UN manual on the community-policing implementation process dealing with this topic (Chapter 3). The instructor should be familiar with the structures that police agencies around the world have adopted to implement community policing and be able to discuss their relative strengths and weaknesses.

Steps in instruction:

(1) Transition by the instructor: A key issue in implementing community policing is determining who should be responsible for it within the police. This has two parts:

(a) Who should do the frontline work of community policing - responding, consulting, mobilizing, and problem solving?

(b) What command officer should be responsible for seeing that the work is done?

These are difficult issues because police roles are usually firmly fixed and it is difficult to introduce new forms of work. It is also difficult because the structure of command is also fixed, and senior officers are reluctant to take on new responsibilities.

(2) These are the various structures that police have tried in organizing community police. Slide 1.

(3) Instructor: Do students have any questions about any of these?

Do they understand what is involved in each?

(4) While keeping slide 1 displayed, instruct the students to open the UN implementation manual to the section where these options are discussed (Chapter 3). (This reading was assigned yesterday afternoon to be read overnight).

Referring to the manual, the instructor should point out the strengths and weaknesses of each form of organization. As follows:

(1) Community policing may be made the responsibility of all police officers regardless of assignment and specialty.

Strength: assigning community policing to everyone ensures that it penetrates all police activities.

Weakness: it is difficult to change the orientation of all police officers at the same time, especially those in specialties with strong traditions of practice, such as criminal investigation.

(2) Community policing is assigned to separate, specialized command for deployment throughout the jurisdiction.

Strength: creating a specialized community-policing unit at a central location, such as agency or regional headquarters, ensures that personnel are available to focus on the unique activities of community policing.

Weakness: centralizing community policing may deprive its personnel of vital local contacts, as well as generate resentment among officers assigned to those local areas.

(3) Responsibility for community policing may be given to uniformed operations command.

(a) Required of all its frontline personnel.

Strength: because uniformed officers account for most contacts with the public, it makes sense to have them at the forefront of community policing.

Weakness: uniformed patrol in most places is preoccupied with responding to emergency calls for service. As a result, community-policing activities tend to be neglected in favor of emergency response.

(b) Community policing may become a specialized unit within uniformed operations.

Strength: the activities of community policing are coordinated by the uniformed operational commander, supplementing and supporting the work of patrol and rapid-response officers.

Weakness: as with force-wide community policing specialists, community-policing specialists within the operational command may lack close contact with far-flung neighborhoods and groups. Moreover, local patrol officers may resent the intrusions of these specialists.

(c) Responsibility for community policing may be given to uniformed personnel who are assigned to designated beats.

Strength: concentrating community policing in uniformed beat officers ensures attention to community policing at local levels by frontline officers.

Weakness: because patrolling and emergency response have historically been considered the core of police work, community police officers who do not share this task are frequently regarded by other uniformed personnel as not pulling their weight and having

a soft job. Coordination between the community police and response units suffers, with the community police officers feeling undervalued and the rapid responders not refer problems to community officers as they should.

(d) Community policing is assigned to designated officers within a patrol squad responsible for all aspects of policing within a fixed area.

Strength: assigning all uniformed patrol duties, including the activities of community policing, to a squad ensures that there is coordination among uniformed operational duties - patrol, response, crime prevention, and community liaison. It unifies the varied activities of effective operational policing.

Weakness: it requires the devolution of patrol decision-making to lower levels of command than is customary, in turn requiring the development of first-line supervisors who can handle the responsibility. First-line supervisors must be trained to manage police strategies rather than simply monitor performance.

(5) The instruction should make the following 2 comments on the subject of organizing the police for community policing.

- The most common system for organizing community policing, especially in the initial stages of community-police development, is to assign responsibility to designated beat officers within the uniformed operational command - option 3(c) - supported by an overlay of rapid responders.

In rural areas, such a split-force arrangement is impractical. There, the community policing and emergency response are both done by the resident police officers - option 3(a).

- There is one element of community policing that everyone must practice and cannot be delegated to specialists: namely, the requirement to be responsive to the needs of individuals. This must be required of all officers whatever their rank or their assignment.

(6) Instructor: Drawing on world experience, there is a major impediment to the adoption of community policing as the core strategy of crime control and prevention.

Police organizations are organized around handling emergencies. They are basically reactive organizations, focusing on short-run responses to immediate incidents.

Therefore, in order to community policing to work, police organizations must do two things:
Key Ingredients (Show slide 2)

(1) They must learn that while enforcing the law is their duty, it is not the only thing that can be done to prevent crime. Indeed it may not always be the most important thing to do in order to prevent crime.

(2) While maintaining the ability to react to incidents, they must search for long-term strategies to reduce the number of such incidents. They must not allow short-run demands on them to undermine the search for more lasting solutions.

Break (1500-1515)

Module 9: Anticipating Problems

Time: 1515-1645

Slides: 1-3.

Materials: UN, Community Policing: The Implementation Process.

Objectives:

- Participants will reflect on any experience they have had with community policing in their home police forces.
- They will discuss programs that may falsely be called community policing.

Preparation: Review section 6 of the U.N. manual on community-police doctrine.

Steps in instruction:

(1) The instructor will conduct a general discussion about the problems participants have encountered with implementing community policing at home. (Until 1615)

The purpose of this exercise is to familiarize participants with the problems they may encounter in the field as part of a UN mission.

(2) The discussion should take the form of a dialogue between the instruction and the participants. Here are questions that should be used to develop discussion.

(a) How many of your home police forces are talking about community policing?

(b) Has it become an operational program?

(c) What does your country's version of community policing consist of?

(d) What problems have been encountered at home in implementing community policing?

List these problems on a flip chart or chalkboard.

(3) Instructor comment: Two major problems that UN programs in community policing have encountered.

Show slide 1.

- The variety of notions about what community policing is.

This leads many police to believe that they are already doing community policing and therefore see no advantage in a UN community-policing program.

- The belief by local police that they are already doing as much as they can to improve their relations with the public. They will argue that crime must be controlled by strict measures; that this is what the public really wants; and that bad relations are caused by unfair media reporting.

(4) The instructor should make the following comments about each of those points:

Point 1: The purpose of this seminar is to reduce the confusion in the field about the meaning of community policing. Now you know the basic principles of it and the doctrine that the U.N. will follow.

Point 2: UN advisors should be prepared to explain to local police the benefits of adopting the four strategies of community policing as a supplement to what they are already doing.

In particular, UN advisors must be able to discuss why some programs that local police think are community policing really are not.

(5) What are some of the strategies that are sometimes claimed to be community policing? Show slide 2.

- A particular kind of facility, such as mini-stations, storefront police stations, or mobile vans.

- Soft law-enforcement.
- Zero tolerance.
- CompStat.
- Structural reorganization.

(6) The instructor should explain why each of these is not community policing. As follows:

(a) Facilities: Community policing is not a facility, it is a particular set of activities, namely, responsiveness, consultation, mobilization, and problem solving. If officers do not practice these activities, community policing cannot be said to exist.

(b) Beats: Are a customary practice of police almost everywhere. Posting officers to beats does not, however, lead necessarily to making officers more responsive, consultative, mobilizing, or problem solving. "Beats" create opportunities for community policing, but they do not guarantee it.

(c) Soft law-enforcement: Community policing is not "no-powers-policing" or "grin-and-wave" policing," as it has been called in some places. Community policing uses a wider array of tools than law enforcement to control crime, but it does turn a blind-eye to violations of the law. Law-enforcement remains an important tool in community policing.

(d) Zero tolerance: This means strict law-enforcement of laws against minor crimes so as to deter more serious ones. The key to determining whether police are practicing community policing is whether they create a collaborative partnership with the police in preventing and controlling crime. The public may welcome zero tolerance, but doing so is an intensification of traditional policing and is not community policing.

(e) CompStat: Holding subordinate officers accountable through computer-assisted management may encourage the development of innovative strategies, but it does not necessarily lead to closer cooperative relations with the public. Indeed, COMPSTAT may actually encourage police to think they can control crime on their own without substantial public input. Technology may assist community policing, but it is not a substitute for it.

(f) Structural reorganization of the police: Police agencies undoubtedly need selective reorganization. Doing so, however, does not automatically create crime-prevention partnerships with the public. In fact, reorganization sometimes distracts attention from more important matters, such as changing the way in which police services are delivered.

(7) Final comment by the instructor: The key to determining whether any program is community policing is the following. Slide 3.

Do the police act so as to encourage the public to assist them as willing partners in the task of controlling and preventing crime?

Wrap-up (1645-1700)

The instructor should conclude this training course with the following comments:

(1) In facilitating the development of community policing in a foreign country, it is essential to know what it is and how it can be organized.

(2) But it is also critically important that advisors interact with local police in a constructive way. You must advise but, in most cases, not direct. In particular, you must learn to solicit their opinion and listen carefully to what they say.

(3) Above all things, do not insult local police by pretending that you have all the answers. Community policing is a powerful strategy for crime control and prevention. But how it is practiced must be determined to a large extent by the local police.

(4) The job of a CIVPOL advisor is to show the way while at the same time developing local enthusiasm for the project. This requires the same kind of partnership that is the foundation of community policing itself.

Adjourn (1700)

REFERENCE MATERIALS

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APPENDIX**POWER POINT SLIDES**

The PowerPoint slides may also be found on a disk accompanying this training handbook.