COMMUNITY POLICING AND COMMUNICATION:
AN ORGANIZATION SPECIFIC APPROACH FOR POLICE MANAGERS

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ABSTRACT

Community perception of a police organization can directly affect the way individual officers perform their duties. The public, who supports a police department, will have more effective police officers. When officers are supported they wish to work harder for the community, they are proud of what they do and how they do it, and they want to protect those who protect them. The foundation of this support comes from the communication between the community, the media, police officers and the police organization as a whole. A new way of policing has been introduced to organizations across the country. This approach is community specific and it promotes effective communication strategies.

Currently, there is no standard curriculum or guidelines directing community policing. Peace Officer Standards of Training (POST) is the government organization which provides curriculum and training standards which are state specific. The primary goal of this project is to create a curriculum for community policing. This curriculum is designed to be examined by POST to promote a standard curriculum and implementation strategy to guide police organizations in America. This project also incorporates the Communication Accommodation Theory as a tool to be used when officers contact members of the public. This tool teaches officers how to evaluate a subject within the first 15 seconds of the contact. Ideally, this will support effective communication with community members as officers converge. It will also give officers the option to diverge when speaking to a suspect. Community support is the key to a healthy officer and effective organization.
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CHAPTER 1:

INTRODUCTION

A police officer is a public servant who should be seen as approachable, friendly and someone to talk with when advice is needed. In the mind of the public, the police officer who fits into this expectation is a minority among the group of police officers as a whole. Public opinion of the police is important for the police officer within the organization, as well for the public support of the organization as a whole. Since the 1960s, public perception of police has been examined in various ways. Different programs have been designed and implemented to promote the community-oriented policing strategies. Although the strategies have different methods of implementation and different elements of importance, a common theme among them is the idea that police need to be proactive in working with the community, rather than reactive when the community calls for assistance.

With public hostility and distrust on the rise, police officers need different education than what was required ten years ago. There are standards among the police agencies and their officers. These standards promote trust among the public. Police work is dependent on this public trust and cooperation.

It is beneficial to make the training of police officers as experiential, interactive and participatory as possible. For example, a fair amount of law enforcement training could include simulation exercises and problem-solving activities that help develop communication and language skills. (Birzer, 2003, p. 36)
A key element of success within any of the community oriented policing methods is effective communication. Minimal education related to effective communication skills and strategies has been provided to police officers.

THE PROBLEM

Importance of the study

The public has already established perceptions of the police based on their previous experiences. It is critical to understand and be aware of the potential sources of communication barriers and constantly avoid these barriers by making a conscientious effort to make sure there is a minimal loss of meaning in communication. This perception can be changed during initial contacts with the public by learning to communicate more effectively.

Statement of the Problem

The dynamic between the police and the community where they serve is a constantly changing relationship. One positive interaction by one officer with the public is not enough to resolve the numerous interactions made by other officers where communication is lost through negative communication experiences. Not only can positive communication with the community contribute to police officers reporting feeling more supported by the community, but it can also play an important role in helping members of the community feel supported and protected by the police department. Reading body language helps prepare the receiver for the message which will be given. When the message is given through words, the body language has to be congruent or the message is lost.

With the adoption of community policing in most agencies in America, there currently is no standard for training and implementation of community oriented policing methods. In
addition, a key element of success for these programs is effective communication. Although communication has been identified as a key element, other than basic academy communication training, there is no requirement for continued communication training.

The Goal

Using empirical data gathered from studies conducted in sixteen cities across the United States and one study in Edmonton, Alberta on community policing strategies and implementation, I will determine the most successful elements of community policing. I will create a curriculum to teach police managers how to identify organization specific community policing elements, and how to implement their policing programs. In addition, I will include the curriculum which discusses ways of measuring the effectiveness of the implemented programs in each organization.

A key element of the curriculum is effective communication, and ongoing communication training. Using Howard Giles’ Communication Accommodation Theory, I will identify how police officers can determine how to speak with a citizen within the first fifteen seconds of the contact. Through either convergence or divergence, police officers are encouraged to treat subjects as law-abiding citizens rather than as suspects upon initial contact.

DEFINITION OF TERMS USED

CAT: Communication accommodation theory. This theory provides a wide-ranging framework aimed at predicting and explaining many of the adjustments individuals make to create, maintain, or decrease social distances in interactions (Dailey & Le Poire, 2005).
Community Policing: A community based approach to policing, which seeks to balance the role the police environments and organization in pursuit of a broad range of community-based outcome (Greene, 2000).

Convergence: “A strategy whereby individuals adapt to each other’s communicative behaviors in terms of a wide range of linguistic-prosodic-nonverbal features including speech rate, pause phenomena and utterance length, phonological variants, smiling, gaze and so on” (Coupland et al, 1991, p.7).

Divergence: “A term used to refer to the way in which speakers accentuate speech and nonverbal differences between themselves and others” (Coupland et al, 1991, p.8).

POST: Peace officer standards for training. These training guidelines are governed by each state.

**ORGANIZATION OF REMAINING CHAPTERS**

The project is divided into five chapters: 1) the introduction to the importance of the study and project; 2) a review of literature and philosophical assumptions; 3) the scope and methodology of the study; 4) the introduction and presentation of the curriculum; and 5) a summary of the findings.

In Chapter 1, the importance of this study is identified by discussing the current community policing problems and the lack of communication training in each organization. The goal of this project is discussed, while also identifying key terms.

Chapter 2 delves into the philosophical assumptions that police officers are currently trained to treat all subjects as suspects during initial contacts. The communication
accommodation theory is presented to teach police officers to react differently during those initial contacts.

Chapter 3 will define the scope of the project, along with certain limitations, and the methodology used to form the framework for the developed curriculum.

Chapter 4 will introduce the proposed curriculum. Although presented in a generic format, the curriculum discussed ways to create a policing program which is community specific.

Chapter 5 will examine the limitations and potential benefits of the project. In addition, it will summarize and offer recommendations for further study and exploration of the project.
CHAPTER 2: REVIEW OF LITERATURE

INTRODUCTION

Police officers are first and foremost public servants. Effective communication between police officers and the community they serve is often the most important aspect of police work.

A common complaint that citizens have about police officers is that their communication style is rude and arrogant. When officers adopt such a stance they run the risk of sending a message opposite to the one intended. As a result members of public lack trust in the police. By the very nature of police work, officers have to communicate with people from diverse backgrounds, attitudes, and preconceptions. These differences present several challenges. Officers are often required to adjust their communication practices quickly and assess the people they are talking to. Therefore, officers must develop flexibility in how they communicate in order to accommodate members of the public and still maintain authority needed to maintain control of the situation.

In addition to the public’s perception of law enforcement, the way the community perceives a police organization can directly affect the way individual officers perform their duties. A public that supports a police department will have more effective police officers. When an officer is supported, they want to work harder for the community. They are proud of what they do and how they do it. And they want to protect those who protect them. The foundation of this support comes from the communication between the community, the media, police officers and the police organization as a whole.

In the 21st Century, there is a new push of community style policing which moves away from the traditional paramilitartistic policing of the past. Many methods of community oriented
policing currently exist; allowing organizations to select the elements of each method that they feel apply to their community. The problem lies with the fact that there is no single method of community oriented policing adopted in full. In addition, there are no state guidelines surrounding this new way of policing. For this method of policing to be successful, a standard curriculum should be established. The curriculum must contain education on how to effectively communicate with the non-criminal public. Implementation of this curriculum should begin in basic police academy instruction and should include materials that would update veteran officers to assure department wide compliance.

In this review, I will examine different programs implemented at police agencies across the country designed to improve the relationship between police and the public. I will discuss the pros and cons that come with the implementation of new ways of policing for the public and how the patrol officers will be applying new methods into their own way of policing. Using the research from the literature, I will determine the most effective form of community policing currently available. In addition, I will discuss how the Communication Accommodation Theory applies to police work and the relationship with the community.

Through literature, I will discuss arguments for community based policing as it is presented through different methods. I will also discuss the gaps in the current methods and areas of improvement. Finally, I will examine adult learning styles, and present suggestions of implementation for academy based instruction, as well as veteran police officer instruction. The goal of this curriculum is to create a teaching style which will allow the officer to retain and employ the new methods of policing and communication to the way they individually respond to the public (Birzer, 2003).
PHILOSOPHICAL ASSUMPTIONS

Basic police training teaches that everyone is a suspect, but not every suspect is a criminal. This training is geared toward communicating with criminals, which creates contacts that are guided by Miranda rights, case law, and the legality of the interview. Basic police training is not designed to hinder police officers in the way they communicate with the public. Moreover, it is designed to ensure the safety of the officer. If everyone is treated as a potential suspect, then the officer ideally will remain one step ahead of the real suspect. Although, while an officer can talk with any person they encounter on the street as if they are a suspect, not all people encountered by the officer are suspects. The communication style that is taught to the rookie officer and then adopted with experience by the veteran officer is one that may seem effective with criminals, but in most cases is not effective when talking with the public or non-criminals.

Community oriented policing methods are designed for success by teaching officers a ‘new’ way of policing. These methods do not consider the root problem, which stems from the absence of communication and education in basic police training. In addition, since there are so many different community policing methods available to organizations, there is no standard in basic police education.

Giles (1973) developed the Communication Accommodation Theory. The basis of study for this theory is the way people affect each other in an interaction. According to Giles by an officer matching the behavior of the person they are communicating with, it is meant to create a better rapport between the officer and the citizen, encouraging a public acceptance. The theory also has a converse that sometimes individuals purposely speak and behave in a distinct way to
establish their identity. This is to make them known and to create an impact on the other (Giles et al., 1991).

The police officer has an identity to uphold. This identity creates an impact on the public, but not one that is necessarily positive. A police officer who is dominating, powerful and sometimes perceived as rude, is not a positive representation of a police agency within a community. Police officers already survey a person within the first fifteen seconds of their contact. Using Giles’ theory this first fifteen seconds can change the way the communication continues by positively changing the way a police officer communicates with the subject. Therefore, within the curriculum we are going to employ Giles’ Communication Accommodation Theory.

**THEORETICAL BASIS**

Communication Accommodation Theory

Everyone has a specific way of speaking to different groups. Whether speaking with the elderly, or with young adults, communication adapts among different groups. Giles’ Communication Accommodation theory states that when we talk with people we sometimes change our style of speech and modify it to match the one of the listener. Giles said that there are reasons on why we do this. Whether to converge (to communicate in a similar way to the other individual) or to diverge (to communicate in an accentuated way to maximize oneself), we always find ourselves in situation where we want to be a part and also fit in to a group or try to be different than those in that group to preserve positive identity (Giles et al., 1991).

This adaptation happens at the subconscious level. We talk like the listener and modify our diction, rate, and tone accordingly. This theory also states that we tend to imitate not only
speech but also behavior habits of those with whom we are interacting with. When humans talk to each other, they modify the way they talk to match the way the listener talks, whether realized or not. According to Giles, it can be either conscious or unconscious that you match your accent, your speed, your rhythm, your vocabulary or even your stance and gestures to that of the person you are talking to. Giles identified this as ‘convergence’ (Giles et al., 1991).

The main reason for convergence is to show agreement and affinity for another. Often, this makes the other person feel liked and makes them liked as well. Unfortunately, it can also come across as being fake, too familiar or even as a mockery. If the person using convergence has more power than the listener does, the speaker can come across as patronizing. Sometimes convergence is a tool used by people with less power to accommodate those with more power. Convergence is about the delivery of the message, not necessarily the content of the message (Giles et al., 1991).

The second element of Giles’ theory is divergence, which is the exact opposite of convergence. It is when an individual tries to establish his identity by deliberately being different. The individual puts a strong emphasis on the difference between the two interactors to make an impact. There are three types of divergence: (1) Counter-accommodation – direct ways of maximizing the differences between two speakers, (2) Under-accommodation (maintenance) – is the strategy of persisting in one original communication styles regardless of the communication behavior of the other, and (3) Over-accommodation – demeaning or patronizing talk; excessive concern paid to vocal clarity or amplification, message simplification, or repetition (Giles et al., 1991).
Initial orientation is a communicators’ predisposition to focus on either their individual identity or group identity during a conversation. Thus, there are five factors that will influence the communicator perception of a conversation as intergroup encounter: collective cultural context, distressing history of interaction, stereotypes, norms or expectations for treatment, and high group of solidarity of dependence (Griffin 2009). By understanding these five factors as a tool to assist a police officer with communicating and understanding the intergroup encounter, police officers can converge with the public making the interaction positive.

There are benefits or costs to both convergent and divergent strategies. The practice also facilitates better comprehension and understanding, but these gains come at the potential risk of offending other in-group members. For example, while convergence promotes positive communication among groups, interpersonal tension that is created by divergence or maintenance can block the formation of intergroup or intercultural relationships and understanding (Giles et al., 1991). This theory even though it may not apply to all encounters faced by police officers, provides a foundation of communication for the officer to build upon as the situation requires. In addition, it also teaches the officer to enter a situation without a preconceived idea that the person they are speaking to is a suspect. The officer must use his or her senses, perceptive skills, and judgment to determine how to proceed and either converge, moving forward in a positive manner or diverge, treating the person like a suspect as needed.

**THE LITERATURE**

As early as the 1960’s the President’s Commission on Law Enforcement and Administration of Justice recognized the need for college education among police officers.
In its report, the Commission expressed the belief that a college education would provide substantial knowledge and interpersonal skills that would significantly enhance an officer’s ability to provide high quality, equitable and efficient service to the public. (Carter & Sapp, 1992, p.8)

Today, the federal government requires that all law-enforcement officers receive a minimum amount of training. Many people interested in law enforcement related jobs focus their studies on Criminal Justice majors. “Some groups have argued that within this broad concept of Criminal Justice education specialty areas must exist” (Etter, 1998, p. 498). The dominant philosophy of the criminal justice program at any given school seems to be dependent upon how the program is classified by the school administration. Etter (1998) argues that with higher education expectations, and specialized education in fields related to law enforcement directly (i.e., communication issues), officers will be more equipped to handle the elements of policing.

Among the environmental changes that face law enforcement agencies in the 21st Century, there is an increase in the number of police programs based on significantly increased police-citizen interactions. These developments require a review of the law enforcement educational policies. Thus, the question is not whether education is necessary for police officers, but how much and how soon.

With the importance of education now realized, numerous programs have been designed and adopted teaching officers and providing training on how to effectively interact with the public they contact. Much of this interaction is done using various types of communication. Goldstein (1979) critiqued police practices of the time by noting that they were more focused on the “means” of policing than its “ends.” His critique drew from a series of recently completed
studies that suggested that such standard policing practices as “preventive patrol” or “rapid patrol car response to calls for service” had little impact on crime. Goldstein argued that the police too had become so focused on such issues as the staffing and management of policing that they had begun to ignore the problems policing was meant to solve. Goldstein saw this dysfunction as at the heart of the inability of policing to be effective in solving community problems.

Greene (2000) examined numerous forms of community policing in America. He reviewed various police organizations around the country, who were striving to improve the effectiveness of the police efforts in their communities. Greene (2000) offered historical data of various modes of policing while analyzing the assumptions of the each of these in the often-competing emphases of community policing models. The models include: traditional policing, community policing, problem-orientated policing, and zero tolerance policing.

Greene (2000) noted that in order for any type of community based policing method to be successful, changes need to be made first at the environmental level. This level is where police engage with the community. The police need to seek broader group relationships and develop a partnership with the community through effective communication. This suggestion is made with the assumption that neighborhoods that are more cohesive will have less crime. Greene then identified changes that have to be made at the “organizational level”. Community policing as a change intervention is expected to impact several issues associated with work groups within police organizations.

They include the establishment and clear communication of group performance norms consistent with community policing outcomes. Beyond creating and communicating group performance norms, the community-oriented police agency is expected to specify group composition in terms of the knowledge, skills, and functions of police groups
operating within community settings. Similarly, the police agency seeks to improve interpersonal communication and information sharing within the agency, especially across groups defined under a community policing philosophy and structure. (Greene, 2010, p. 322)

This essay is important because it is presented from a neutral perspective, examining the ways of policing and the good and bad of these ways. The primary focus of this literature review will be centered on Greene’s “environmental level” of community policing, or the way the police engage with the public they serve.

Eck and Spelman (1987) drew upon Goldstein’s idea to create a straight-forward model for implementing POP, which has become widely accepted. Acting as a consultant for police agencies, Goldstein developed the SARA model. SARA is an acronym representing four steps they suggest police should follow when implementing problem-oriented policing. “Scanning” is the first step, and involves the police identifying and prioritizing potential problems in their jurisdiction that may be causing crime and disorder. After potential problems have been identified, the next step is “Analysis.” This involves the police analyzing the identified problem(s) so that appropriate responses can be developed. The third step, “Response,” has the police developing and implementing interventions designed to solve the problem(s). Finally, once the response has been administered, the final step is “Assessment” which involves assessing the impact of the response on the targeted problem(s) (Eck & Spellman, 1987).

Community Policing Approaches
These strategies have changed and adapted with time, creating what we call today, Community Orientated Policing (COPS) or Problem Orientated Policing (POPS). Community policing has emerged as one of the most widely accepted and widely used strategies in American policing. This is indicated both by the adoption of community policing by major federal agencies and national policing groups, the creation of national awards for effective problem-oriented policing programs, and the widespread adoption of the approach in American policing and throughout the world.

Reflecting the wide scale adoption of community policing by American police agencies, the 2003 Law Enforcement Management and Administrative Statistics (LEMAS) survey reported that 66 percent of local police agencies over 100 officers claimed to be using some kind of community orientated policing tactics (Bureau of Justice Statistics, 2007). This study does not specify what exact method was used by the agencies. However some form of community based policing was implemented.

These two models have very similar elements of community/police interaction. In addition to the COPs and POPs program, the IMPACT model has been adopted by law enforcements agencies. IMPACT was first presented to police chiefs by Lt. Fitch from the Los Angeles County Sheriff’s department. Although not as widely known as other POPS and COPS models, IMPACT was designed to for law enforcement as an easy to follow methods of communicating. This is a model of interpersonal communication that is built around six principles to be applied to virtually all law enforcement contact:

“I” recognizes the need to Identify and Manage Emotions.

“M” is for Master the Story

“P” stands for Promote Positive Behavior
“A” is for Achieve Rapport
“C” focuses on the need to Control Your Response
“T” is for Take Perspective

While this order may vary, each element is critical while dealing with difficult or angry people, managing conflict, and solving problems. This principle is designed to offer officers with a valuable tool for improving officer safety, while increasing the effectiveness and problem-solving abilities (Fitch & Means, 2009).

There is no consensus on what community policing is, but one has emerged regarding what it is not. It rejects law enforcement as the single, core function of police (Mastrofski et al., 1995). Learning from the beginning that there is the “letter of the law” and the “spirit of the law”, officers are given the opportunity to use their discretion in which to apply. Mastrofski (1995) distinguishes the legal and extralegal influences on arrests. Ideally, police should be governed by the law, which is what Mastrofski describes as “legal” influences. “Extralegal influences are those not in the legal category. Of interest for community policing are social status and the behavior and appearance of citizens signifying lack of deference to police authority” (p.543). Community policing might mediate the effects of the victim and suspect characteristics in different ways. As the influence of legal factors weakens, officer discretion may be governed more by the police officer’s personal values.

Although Mastrofski does not discuss communication education as an element lacking in community policing, his discussion of extralegal issues in the system touches on the officer’s discretion. The implementation of a community orientated policing is designed to create positive police/public interactions and policing. However, it does not address the foundational issue of
the how officers are trained to communicate with the public from the beginning. Mastrofski conducted research with the Richmond Police Department in 1992. Based on that research, he found that when the extralegal issues of community policing have been exhausted because a suspect is combative or unwilling to cooperate, police officers resort back to the kind of communication they are comfortable with. In most cases officers return to their foundation of learning or what they have practiced the most (Mastrofski et al., 1995).

Similarly to the information presented by Mastrofski, Roberg and Kuykendall (1993) stated, “Community policing requires a significant change in the philosophy and culture of policing, toward a more open and democratic orientation, and a redefinition and broadening of the police role” (p.250). In a para-militaristic organization, change is difficult. By taking on the complex job of community policing, police officers are required to change their interaction and approach with the community. The term “community oriented policing” is so broadly defined that the way each organization is implementing it is different. There are no specific guidelines, leaving some organizations adopting pieces that fit their idea, while other organizations implement completely different elements.

It is likely that a continuum of departments will develop. For those departments that are not ready to move fully into community policing, the definitional problems will surely abound, since they will be doing “community policing” according to their definition (Kuykendall & Roberg, 1993, p. 255)

Kuykendall and Roberg (1993) continue by discussing the obstacles for moving forward with community policing within the organizations management and for the police personnel. The common theme of all of the obstacles for both groups is the lack of one set of community
policing guidelines to be followed by all. Currently, there is no simple or commonly shared definition of community policing, either in theory or in practice. In Greene’s (2000) article discussed previously, he alone analyzes four different types of policing. Without a guideline, there is no one way of community policing.

Most community policing programs were designed to either implicitly or explicitly offer advantages to participating officers. These advantages are designed to create a new breed of officers. In California, the Peace Officers Standards of Training (P.O.S.T) provides the basic requirements for training of new officers, and for continued training once employed by an agency. Anderson, Arroyo, Giles and Knutson (2002) state that P.O.S.T recognizes the importance of communication training among police officers. In the basic police academy instruction in California, P.O.S.T teaches officers to use force only when communication fails. Methods are taught to improve the way police officers communicate by focusing upon the following: always treating people in a professional manner; responding promptly to all calls; being courteous to all persons contacted; avoiding pre-judging individuals based on previous experiences; remembering not to underestimate behavior based on their appearance; maintaining self-control at all times; and becoming familiar with cultural customs of different community groups (Anderson et al., 2002). Effective communication training is given little attention and time within the format of the basic police academy instruction. Further, elements of community policing are treated in the same manner, with little time spent on instruction. These inexperienced officers are designed to be a new breed of officers. With the emphasis to train new officers on community policing and effective communication techniques, it leaves questions on how to train veteran officers in the same areas.
Community Policing Studies

To understand how to positively and effectively implement community policing to veteran officers, communication within police organizations among officers, and outside the organization with the public should also be examined. “Community policing is viewed as a solution to a number of problems in the internal and external environments of police organizations” (Maguire & Wells, 2002, p. 58). Maguire and Wells (2002) discuss the ‘police sub-culture’ and the importance it plays in the role of the police officer. With features like bravery, adventure and the code of silence which views the police as protectors from the rest of society and anarchy, the police sub-culture has a communication of its own. “Culture and communication are inextricably linked in a circular relationship. Cultures are created through communication, yet culture also has a profound effect on communication patterns” (Maguire & Wells, 2002, p. 57). By understanding the sub-culture and the way the veteran officer communicates, implementing changes in a way that is understood by the culture will be more effective. Lurigio and Rosenbaum (1994) discuss community policing in America and how is has impacted the police officer’s personal attitudes, beliefs and behaviors. Data previously collected from San Diego (1975), Cincinnati (1977), Flint Michigan (1983, 1985, 1986), Baltimore County (1985, 1987), Houston and Newark (1986), New York (1988, 1993), Edmonton Canada (1989), Philadelphia (1989), Madison (1992), and Aurora and Joliet (1993) was analyzed and conclusions were made. These conclusions were overall that, “From the police perspective, investigators have reported increases in job satisfaction and motivation, a broadening of police roles, improvements in relationships with co-workers and citizens, and greater expectations regarding community participation in crime” (p. 160).
Community and problem-oriented policing require that the police change, in some fundamental ways, the process they use to conduct business. All too often, these efforts have not been accompanied by effective training that might assist police officers, supervisors, and indeed those at all levels within police departments to make these shifts in philosophy, policy, and practice.

In its early inception, community and problem-oriented policing training was but a small aspect of the training the police received. More often than not, this training was short in duration, conceptual, and at times ethereal and lacked any serious connection to the realities of police work (Greene, 2000, p. 356).

Greene (2000) identifies topics such as effective communications, developing and conducting meetings, building consensus among community partners, action planning, and the ability to deal with conflict within interpersonal situations as elements of community policing. These topics are not a part police training curriculum. Without the basic education in these areas, police officers are not given the tools they need to succeed.

**Communication in Community Policing**

Gundersen and Hopper (1984) discuss nonverbal and verbal communication as it relates to police officers. Nonverbal communication is identified as a language in itself. A gesture, wink, or hiccup may not have a single meaning, however when embedded in the whole situation, the nonverbal sign can affect the situation as a whole. Although there are few gestures that have single meanings, a single gesture can have its own meaning in the context of the conversation. Verbal communication as discussed by Gundersen and Hopper (1984) is part of a thought
process. An idea must be thought about, encoded into a verbal symbol and then be transmitted. This is a conscious process which for the most part can be controlled.

Finley and Womack (1986) suggested five reasons why effective communication for people in law enforcement is so important. First, effective communication is often critical enough to mean life or death. Second, effective communication is needed to convey to the public the role of the police officer. Third, effective communication can be the determinant of innocent people being effectively represented in court. Fourth, effective communication is essential in order to develop a better understanding of all the various people whom the police interact with. Lastly, effective communication is essential in order to assure proper understanding within groups and to develop workable relationships (pp 12-13). Further, Roberson, Steckler and Wallace (2001) states, “The ability to communicate in public forums is an important aspect of law enforcement. Community support and police involvement in the community are critical aspects of any successful law enforcement program” (p. 4). Giles’ communication accommodation theory provides the tool to bridge the communication gap between the police and the community by teaching officers to evaluate the person they are speaking with, and using convergence, to mimic the behavior.

**RATIONALE**

Communication is a key element in police/public interactions. This project discusses the idea of community oriented policing as it relates to today’s police culture. Additionally, it identifies the need for education at the basic police level in how to effectively communicate. This project provides a framework for applying the Communication Accommodation theory to police curriculum to assist officers in effective, positive communication with the public. “When
intergroup relations are salient and when a speakers’ behavior is perceived as not accommodating to the receiver’s own behavior or needs, it is likely to be interpreted as nonaccommodative, whatever the speakers’ intention” (Gallois, Giles & Ogay, 2005, p.141). Without knowing how to accommodate to who the police officer is speaking with, they maintain an attitude and tone addressing each person like a suspect. This becomes ineffective, as all members of the public are not criminals.

While the push for community policing is moving forward, the need for basic guidelines in how this will be implemented into American policing is most prevalent. When moving forward with community policing, a key element is effective communication. By bringing the two together into the basic educational framework of new officers, the officer can be educated from the beginning. In addition to adding this curriculum to basic police education, a way of teaching the “salted” veteran officer a new technique and new ways to communicate must also be examined. The foundation for change relies on communication. By effectively training, communicating, and supporting this model of policing, the bridge of communication between the community and police organizations can be built.

Research has been done on the effectiveness of various types of community policing. Different elements and models have been implemented in police agencies across the world. There is research which supports this new way of policing, and there is research that addresses the fact that there is no standard protocol of implementation and how this creates weaknesses. This project will summarize the findings of data collected, and suggest how the Communication Accommodation Theory could benefit the training provided to police officers who are implementing community policing. This project will also discuss the most effective ways of teaching adults in order to create a retention based curriculum.
RESEARCH QUESTIONS

RQ1: What benefits might law enforcement and the general public receive from effective communication education?

RQ2: What best describes the current communication level and style between police officers and the general “non-criminal” public?

RQ3: How can communication be facilitated using the Communication Accommodation theory?

RQ4: What changes if any, need to be embedded into law enforcement training?
CHAPTER 3. SCOPE AND METHODOLOGY

INTRODUCTION

Since the 1960’s public perception of police has been examined in various ways. Different programs have been designed and implemented to promote the community oriented policing strategies. Although the strategies have different methods of implementation and different elements of importance, a common theme among them is the idea that police need to be proactive in working with the community, rather than reactive once the community calls for assistance.

For agencies which have adopted community oriented policing methods, many are not implementing all elements of the method. The elements which are liked and found to be useful to the organization may be implemented, while other elements of the method are overlooked entirely. It has been up to the discretion of the organization as to what they feel applies to their community. There is no standard of training in the way the police communicate and interact with the public. With this being said, police-training in the United States is not uniform in content or in the number of hours that are required for certifying a police officer (Birzer, 2003). Each state has minimum training requirements established by the state’s Peace Officer Standard of Training (POST). POST has not yet adopted a state standard on community oriented policing. In addition community oriented policing, communication education is missing from POST’s requirements. There are many areas of training where POST will provide a standard curriculum which can be adapted to the individual department. POST has yet to adopt a minimum standard on community policing.
THE SCOPE OF THE PROJECT

The scope of the communication project is to determine which elements of community oriented policing methods are most effective within implementing agencies. This by design will be a broad analysis, as the organizations analyzed are significantly different in size, city demographics, and the organizations' overall approach to community policing. Police organizations analyzed will include: Santa Barbara, CA; Las Vegas, NV; Savannah, GA; Newport News, RI; Edmonton, Canada; Philadelphia, PA; Madison, WI; Aurora, IL; Joliet, IL; Hayward, CA; Houston, TX; Louisville, KY; New York, NY; Norfolk, VA; Portland, OR; Prince George’s County, MD; and Tempe, AZ. By combining the successful elements of policing within these organizations, an effective method of community policing will be proposed.

In addition police communication within the organizations will be analyzed to determine if the way the officer communicates has a direct correlation with the failed elements of community policing. The foundation of communication is discussed with implementation and training strategies designed to improve the way police officers communicate with the public. Using the Communication Accommodation Theory as a foundation for communication training, curriculum changes for POST minimum training standards are suggested with additional suggestions of long term remediated training for communication retention.

THE METHODOLOGY OF THE STUDY

When examining community policing methods used in police departments in America, I found that there is no title or program identified by a particular name. Each department examined, and identified their own elements of community policing, which at the time of
implementation, they felt fit the organization and the community most appropriately. In the following studies, implementation methods and elements are examined. Based on the review of collected empirical data I will determine what elements worked within each police organization, and combine them, creating a standard community policing method.

Eck and Weisel Study:

Using the empirical data gathered by Eck and Weisel (1994), the impact of various community policing strategies among six cities are analyzed. The six cities include: Santa Barbara, CA; Las Vegas, NV; Savannah, GA; Newport News, RI; and Edmonton, Canada. Qualitative methods of data is collected by reviewing supporting documentation and through direct interviews of patrol officers and supervisors engaged in community policing. In this study, all six departments developed and implemented their own community policing efforts for different but specific reasons. In several of the cities, the element of decision making on community policing came from outside the agency rather than internally with the public pushing the need for change and community/police partnership. The most obvious difference among the cities involved in this study is the approach to community policing. This is most drastically seen by the nomenclature used in each agency. There is no evidence of a single model of community policing, rather creations of each agency’s own model.

Skogan and Wycoff Study:

Between 1987 and 1990 the process by which Madison, Wisconsin Police Department fostered community orientated policing is evaluated. Madison PD was deemed the “Experimental Police District” or EPD by the Chief of police in 1987 (1994, p. 77). This police department focused on community policing by starting within the organization and the way it is
managed. The police chief created a committee which consisted of the chief, four captains, and the president of the officer’s union. This committee designed the community policing program within this organization.

By adopting an attitude of “Quality Leadership” (1994, p. 76), the organization changed within prior to reaching out to the community. The community had no input in the design of this program or where it was implemented. Police personnel examined their internal needs for a successful program, and then created the program. The method of supporting and encouraging the police officers, prior to implementing community policing changes was evaluated and data was collected from the police within the organization and from the community on the effectiveness of this program.

In this study, the focus was internal versus external. Madison PD started within the organization, with the officers and management, prior to moving into the community with community policing. The implementation of this entire program was a three year process.

Rosenbaum and Wilkinson Study:

Two medium sized police departments in Illinois were a part of a field research where they were compared to each other in the way they implemented community policing. Aurora and Joliet Illinois have similar sized police departments with similar city demographics. Field research was completed between 1991 and 1992. This initiative was labeled as the “Aurora-Joliet Neighborhood-Oriented Policing and Problem Solving Demonstration” or the NOP project (1994, p. 113). The main goals of this program were to improve the quality of life, reduce criminal activity, reduce fear of crime, and increase community confidence.
In Aurora, a specialized community policing unit was created for program implementation. This unit was separated from patrol and it was the only unit implementing community policing within the organization. The officers in this unit were instructed to focus on high crime areas where enforcement was designed to meet the specific needs of that community. In Joliet, several target areas were identified, which determined to be in the most need of community policing. Eighteen officers were put into a unit to focus on the community policing in the identified neighborhoods. This program was more rigid, not allowing for change as neighborhoods changed over time.

By removing all patrol duties from officers, and allowing them to focus primarily on community policing, Aurora and Joliet’s approach differed greatly from many other cities implementing the same programs.

Grinc and Sadd Study:

Research was gathered from 1991 to 1992 in Hayward, CA; Houston, TX; Louisville, KY; New York, NY; Norfolk, VA; Portland, OR; Prince George’s County, MD; and Tempe, AZ. By implementing the “Innovative Neighborhood Oriented Policing” or INOP programs the cities focused on drug demand reduction (1994, p.27). The research is presented as qualitative data, collected and analyzed systematically. This study measures pre and post community policing.

Tempe, AZ selected one beat (beat 16) to implement community policing. This beat was staffed by a squad of 10 patrol officers and a patrol sergeant. Although still patrol officer, the ten officers selected for this program, were only responsible for answering calls within beat 16. This allowed these officers to learn the neighborhood dynamics and crime from the inside out. In Norfolk, VA, Hayward, CA and Portland, OR police staffed vans in areas they deemed needed
the most community policing. These vans could be mobile if needed and the goal was to educate the public. Prince George’s County, MD selected several problem areas where satellite offices were set up. Officers designated to these offices had business hours and message machines to interact with the public in that community. In Houston, TX, the police department created “Operation Siege” (1994, p. 31). This operation was implemented in two target areas. All officers working within these areas were required to participate in the implementation of the operation.

Louisville, KY stands out the most in this study, as officers were not required to participate in their implementation of community policing. One district or beat was selected for implementation. If the officers in that district did not wish to participate, they would continue to handle calls for service, while the other officers received training in this area. This study presents diversity and documents the problems that can occur without standardized implementation.

Finley and Womack (1986) identify the importance of communication in law enforcement and they question whether this topic can be taught to police officers. Using survey collection methods through years of interaction with police officers, the writers’ goal was to determine attitudes of police toward communication. From this data, it was determined that the importance of effective communication between the police and the public was identified, although not always accepted. Four conclusions were made regarding the importance of communication education for police officers. In addition to these conclusions, six recommendations were made by the authors of why effective communication is so important for police officers.
SUMMARY OF COMMUNITY POLICING STUDIES

Of the seventeen cities examined in these studies, they all implemented different forms of community policing. The most effective cities began internally with the officers by providing training and enforcement strategies. Prior to reaching out to the public, the officers were allowed to provide feedback and ask questions about the programs, which in turn increased the effectiveness of participation. Once trained internally, the most effective implementation strategies are those that develop a small team to start the initial implementation of this program. This team focuses on the specific needs of the community from a community policing perspective. By beginning with this team, there are no added stresses to the patrol officers themselves. Lastly, having the cities with mobile vans or offices with the community created a bridge between the community and the police. These cities opened communication and by working directly in the community, they were visible and aware of the problems in the community.

DATA ANALYSIS

Using the data gathered from the seventeen cities regarding the implementation of community policing, and the data gathered from the police officers perspective on communication, I will identify the effective community policing elements and provide suggestions for ways to educate and enhance the effectiveness of current police/public communication. In addition to the key components of this project, I will also touch on effective adult learning techniques using the theory of andragogy, and discuss how the lack of a state standard for community policing and education training is negatively affecting law enforcement agencies.
When discussing these changes, it is also important to examine how communication and community policing is taught to police officer. Birzer (2003) discusses the way most police officer trainees are taught in a behavioral and militaristic environment. As a result, this approach has created a “warrior-like” mentality on the part of the police (p.30). During this time of change in police organizations with community policing, training becomes a focal point. Using the theory of andragogy, Birzer identifies ways to more effectively train and teach officers to take a more hands on approach to policing based on their personal experiences. Birzer identifies these as themes, which include: comfort ability in the classroom, both physically and psychologically; trainers must understand the participants’ expectations of the course; and allow participants to share their experiences and knowledge so it can be integrated into the new knowledge they are learning.

LIMITATIONS

The final project will be a communication curriculum for effective police/public communication. This curriculum is designed to train police managers on designing and implementing a community policing program which is community specific. The curriculum includes communication education, and retention training. In addition, suggestions for standard community policing techniques are made as an element of the communication curriculum. This curriculum is designed to be presented to P.O.S.T for future evaluation and potential implementation.

By reviewing the findings of the listed studies, I am limited as I cannot manipulate the collection or research methods. I am analyzing findings that were gathered by several different methods with different goals and I have one goal related to this project. My project will be more
valuable if I were able to conduct my own research and present information based on my findings. However, due to time constraints, I am unable to conduct my own research. In addition, in my project, I will propose a standard curriculum to present to POST. Due to the limitations in time, I will not be able to assess the effectiveness of my proposed curriculum.
CHAPTER 4: THE PROJECT

INTRODUCTION

Police officers are public servants who should be seen as approachable, friendly and someone to talk with when advice is needed. In the mind of the public, the police officer who fits into this expectation is a minority among the group of police officers as a whole. Public opinion of the police is important for the police officer within the organization, as well for the public support of the organization as a whole. With public hostility and distrust on the rise, police officers need different education than what was required ten years ago. There are new standards among the police agencies and their officers. These standards promote trust among the public and community based policing. Police work is dependent on this public trust and cooperation.

PROJECT DESCRIPTION

During a time where the public is pushing for a new way of policing, new training and education will have to be developed to satisfy this. Community policing was first presented in the 1960s. It has since evolved into numerous models, such as SARA, COPS, POPs, and IMPACT. These models all have different key elements with different implementation objectives. Although all of the models of community policing differ, a common theme among each program, is effective communication. Without effective communication, officers cannot establish police/public support as required in community policing.

Every state has Police Officer Safety Training (P.O.S.T) guidelines that dictate what training new police officers must receive. P.O.S.T also dictates what training veteran officers need to maintain their perishable skills. P.O.S.T has no standard curriculum for training related
to community policing and only minimum requirements related to effective communication. The police training in both of these areas is taught at the basic academy level, and once this is complete, there are no additional training requirements related to these topics. Education and training from the basic academy to the veteran officer is currently in a re-evaluation phase as it relates to community policing. While reviewing community policing education, it is important to note that one of the most important elements of community policing is communication. During this evaluation of education and training, incorporating communication training is as important as developing a standard curriculum of community policing.

Using the information from seventeen existing studies that collectively studied cities in the United States, and one in Canada, I found the elements of community policing that were most effective. In addition I determined what the best implementation strategies were within each city. With this information, I combined the effective elements of community policing and implementation and I developed a curriculum. This curriculum was designed to be evaluated by P.O.S.T with the idea that police departments can receive standard curriculum for training in this area. By understanding Howard Giles’ Communication Accommodation Theory, officers can evaluate a subject within the first fifteen seconds of their contact. Whether the officer will converge and accommodate to the way the subject is speaking or diverge and treat the subject as a suspect, this theory will provide officers with ways to effectively communicate.

The remainder of this chapter will provide a summary of findings from the studies, and discuss the training curriculum related to community policing and communication.
SUMMARY OF FINDINGS

Each department in these studies identified their own elements of community policing, which at the time of implementation, they felt fit the organization and the community most appropriately. Accordingly, each city identified their community policing program differently. With titles like: COPS, LSO, COP/POP, NOP, the Five Squad, Quality Leadership, NABS, Beat 16, PACE, NRC, COPPS, the Iris Court project, and Operation Siege, it is impossible to identify the traditional forms of community policing these programs are designed after. Many programs did not identify elements within already established community policing programs, but rather found key problems within their communities to focus on.

In most cases where programs failed came from a lack of internal support. In cities like Louisville where participating in community policing was offered only to 66 officers, and of those officers participating was voluntary, the program did not see favorable results. In cities such as Tempe where a specialized team was developed to implement community policing, the rest of the patrol bureau responded negatively because they felt that the team was not “carrying their weight”. In more cases than not, the public was supportive of the implementation of the community policing. However, it was also expressed that the police withdrew too soon from the communities. When the money ran out, the focus of community policing projects also diminished.

Of all the cities examined, Madison, Wisconsin, had the most effective and favorable community policing program. The key element of this program was the development from within the organization. In their Quality of Policing approach, the importance of a healthy work environment was the most important goal to the organization. By creating a small work group of
employees to help identify and improve conditions in the work place, employees were happier and had better attitudes. When reaching out to the community, the internal support of the organization created closer relationships with the public. All members of the department received Quality/Productivity training. Prior to designing an implementation strategy, personnel were interviewed and input was gathered from the public. Implementation was then designed with this information in mind.

Madison PD also created a specialized unit for implementation. Unlike the other agencies that also did this, the entire police department received education related to the Quality of Policing project. The specialized unit was not segregated from the rest of the department, and interagency participation was crucial to the successful nature of this program. A program that was designed from the inside out created a team approach to solving community problems.

An area where Madison’s approach was lacking was in program updates with the public. As seen in Hayward, CA, a community group of citizens were actively involved in identifying community problems. In Madison the community was initially advised of the program’s implementation and information was sought from the community on that level. However, once the program was in full force, Madison’s communication with the community was lacking. The community group in Hayward met monthly with the police department to exchange information. Hayward PD provided implementation results and strategies with the community group, while the group in turn expressed their concerns of problem areas.

As a result of these studies, my curriculum will focus on implementation of community policing inside the organization first to gain the support of the front line officers who will be implementing the programs. After focusing, the specialized team approach will be taught, with
the focus on interagency cooperation. Lastly, the curriculum related to this project will also suggest ways to identify the specific needs of the community of implementation, by providing education opportunities within each community (i.e. neighborhood watch meetings), which will ideally open the communication between the departments and a community citizens group.

The focus of the curriculum is effective communication from within the organization to the all public interactions whether good or bad. Giles’ Communication Accommodation Theory will be implemented to support the effective ways of communication and to demonstrate how to gain community support through communication.

SUMMARY OF CURRICULUM

Using the information gathered through this project, I created a curriculum to be examined by Police Officers Standards of Training (POST). This curriculum is designed to teach police managers how to effectively implement community policing. In addition, it focuses on the importance of communication training and the adult learning theory of andragogy. The Communication Accommodation theory is presented as a tool for officers to evaluate subjects who they encounter. Based on the information I obtained through this project, I developed the EIE (External-Internal-External) approach to community policing. The EIE approach is also discussed through the presented curriculum.

The curriculum is titled, “Community Policing and Communication: An organization specific approach for police managers” (See Appendix A). The curriculum is divided into four chapters. Chapter 1 focuses on community policing as a whole and the education requirements that currently exist related to community policing. Chapter 2 discusses implementation of community policing. The EIE approach is presented and discussed. In this chapter, the need for
flexibility and internal agency support are discussed as important elements in successfully community policing.

Chapter 3 and Chapter 4 focus on training elements of the curriculum. Communication training is discussed in Chapter 3 with a focus on CAT (Communication Accommodation Theory) and education needs going forward into the future. Chapter 4 contains the information related to adult learning techniques. Andragogy is the primary focus of this chapter, as it is the most effective form of training for adult learners. Andragogy supports the new way of policing which supports community involvement.

This curriculum is a detailed outline, which is intended to guide police managers in developing an agency specific community policing program. It highlights the most important points for implementation, training, and communication. Ideally, this curriculum would be presented in an eight hour block, which supports the andragogy theory of education (Birzer, 2003).
CHAPTER 5: SUMMARIES AND CONCLUSIONS

LIMITATIONS

This project is not without limitations. By using already gathered empirical data from previous studies, I am limited as I cannot control the collection or research methods. I am analyzing findings that were gathered by several different methods with different goals and I have one goal related to this project. Although this range of information is beneficial, a study limited to certain geographical locations may allow more extensive research. Overall, the study provided valuable information and opened the door for future studies. This curriculum was developed during the course of this project however due to lack of implementation, evaluation data is not available to assess the effectiveness of the training.

In addition to project limitations, there are limitations within the developed curriculum. As with all new things, police officers are resistant to change. The proposed curriculum was designed with this in mind, in an attempt to minimize the impact on officers. However, every officer will react differently, and it is up to the organization to present the curriculum with this in mind.

FURTHER STUDY AND RECOMMENDATIONS

With the rise in community policing as a new way for policing in the 21st century, numerous problems existing with the current implementation and training were identified. This study identified the importance of a standard community policing model and communication training. Challenges that currently exist for police officers lead them to over-accommodation, under-accommodation or non-accommodation. Because of the para-militaristic training of the past, most police officers do not know how to acceptably respond or accommodate with
members of the public without treating them like suspects. Future studies in this area would be beneficial to both police officer and Communication Accommodation Theory research. Recommended studies would involve interviewing police officers about specific scenarios concerning communication accommodation. Observations and interviews within police organizations could provide additional insight into how police are trained to communicate, and how they are comfortable communicating.

**CONCLUSIONS**

Community and problem-oriented policing require that the police change, in some fundamental ways, the process they use to conduct business. All too often, these efforts have not been accompanied by effective training that might assist police officers, supervisors, and indeed those at all levels within police departments to make these shifts in philosophy, policy, and practice. Communication is a key element in police/public interactions. This project discusses the idea of community orientated policing as it is applied into today’s police culture. Additionally, it identifies the need for education at the basic police level in how to effectively communicate. This project provides a framework for applying the Communication Accommodation theory to police curriculum to assist officers in effective, positive communication with the public.

The curriculum is also influenced, and framed by the adult learning theory of andragogy. Using the theory of andragogy, Birzer identifies ways to more effectively train and teach officers to take a more hands on approach to policing based on their personal experiences. Birzer identifies these as themes, which include: comfort ability in the classroom, both physically and psychologically; trainers must understand the participants’ expectations of the course; and allow participants to share their experiences and knowledge so it can be integrated into the new knowledge they are learning (Birzer, 2003).
As discussed above, policing in America is rapidly changing. As a result of this curriculum, police organizations can move forward with less resistance from within, while promoting police/public interaction from the community.
REFERENCES


APPENDIX A
Community Policing and Communication

An organization specific approach for police managers
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Program Implementation Overview

Introduction

This training curriculum is designed to assist police managers in training sworn personnel. With this training as a tool, police managers will develop their own organization specific community policing program. Ideally, the entire agency would receive the same education.

Every patrol officer of the agency is encouraged to adopt the community policing approach. Studies have shown when the entire organization is supportive in adopting this approach, the organization as a whole is more successful.

Trainers

Selected trainers should also be members of the organization meeting with the public in the external phases of community policing. Community members should be educated with the same techniques as police officers.

Ideally trainers selected to implement the community policing within the organization are those with the following skills:

• Knowledgeable in community policing

• Flexible

• Recognizes the needs of the students and adapts to those needs

• Teaches in a form that supports andragogy

• Learning is still a principle of the trainer

Presentation

To support the learning theory of andragogy, the presentation of this curriculum is crucial. Elements of presentation that are encouraged include:

• Role Playing: Have students join into groups. Each group must approach a “community member” and within 15 seconds, using CAT, determines whether to diverge or converge in the way they communicate with the person.
• Experience Based Learning: Encourage participants to share their personal experiences with the group. Ask open-ended questions, such as, “From your experience, how can open the lines of communication between us (police) and the public?”

• Scenarios: Using already known community problems, present scenarios for students to solve. For example, if there is a known prostitution area in the community, ask students to develop an approach on how to address this problem. Groups can brainstorm together.

By applying these elements of androgagy, students are actively learning about community policing. It helps students to feel that they are involved in the implementation process, ideally creating excitement and willingness to support it.

Retention
Communication is a perishable skill. Although there is no mandate from POST on continued training in this area, it is important to note that department’s should continue education in order to be more successful and for training received to be continually reinforced.

Communication and community policing education and evaluation should be conducted yearly. This will reduce the civil liability of the organization and allow the trainers to obtain feedback on the pros and cons of the community policing program.

Assessment
In order to assure that the training curriculum is efficiently being implemented within the community, there are three recommended forms of assessment. These include:

1. Community Feedback: During the last phase of the EIE approach continued communication with the community is crucial. With the lines of communication open, seek feedback and recommendations from the public on how to improve the program and the officer approach.

2. Peer Evaluations: If done correctly, peer evaluations can be the most effective means of assessing an officer’s community policing approach. When conducting peer evaluations, the officer being evaluated should not be punished for their weaknesses. However, the philosophy that the trainee is only as good as the trainer must be taken. With this approach, evaluators are more likely to be honest, knowing their peers will not be punished for
the ways the officers need improvement. Hearing information from a peer can also reinforce the areas for improvement.

3. Supervisor Reviews: The supervisors are directly in charge of each officer. If the supervisor allows the officer to conduct himself/herself in a manner that does not support community policing, than it is a reflection upon their supervisory skills. Far too often the blame is placed on the officer, when the supervisor approved of the behavior. Everyone in the organization must support the community policing program. As officers evaluate their peers, supervisors should also be evaluated by their peers, those they supervise and the managers who supervise them.

Ideally these three forms of assessment will create a check and balance system within the organization.
Chapter 1

Community Policing

**Chapter Objectives**

1. Define Community Policing
2. Outline educational expectations of police officers
3. Discuss the different types of change and how they affect an organization.

**Introduction**

In simple terms, community policing means making the police more cooperative with those who are not the police.

There are numerous models of community policing which have been taught worldwide. The most commonly known methods of community policing include programs with acronyms like COPS, POPS, IMPACT and SARA. However, there is no consensus on what community policing is, but one has regarding what it is not. It rejects law enforcement as a single core function of police (Mastrofski et al., 1995, p. 542).

**Education**

Today, the federal government requires that all law-enforcement officers receive a minimum amount of training. The educational expectations of police officers today include:

- Programs must be designed to promote the importance of training and education for all officers.
- Rather than focusing on staffing and management, focus on the problems policing was meant to solve.
- Communication is a perishable skill.

**Change**

The word itself scares police officers and police organizations. Levels of change for effective community policing include:

- **Environmental**: Change that is external and alters the way the police engages with the public they serve.
**Organizational**: Change that is internal and occurs from the inside of the organization out.

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**Policing Today**

The para-militaristic policing methods of the past do not fit into this new way of community policing.

Community and problem-oriented policing require that the police change, in some fundamental ways, the process they use to conduct business. All too often, these efforts have not been accompanied by effective training that might assist police officers, supervisors, and indeed those at all levels within police departments to make these shifts in philosophy, policy, and practice.

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**Chapter Synopsis:**

To truly understand community policing is not to be constrained within the guidelines of a program containing acronyms that are generic and have no specific correlation to the community within your organization. Instead it is important to understand that community policing is important. This simple statement is far too often taken out of context and complicated when really it’s that simple. In the 21st Century policing practices have changed. Community support and acceptance are a must.
Chapter 2

Where to Begin?

Chapter Objectives

1. Define EIE

2. Discuss different ways to evaluate the community in the first External phase

3. How does internal support help an organization?

4. Discuss different implementation approaches

EIE Approach

The EIE or External-Internal-External Approach to community policing has proved to be most successful. Rather than adopting an existing method of policing that does not meet the needs of your specific community, this approach allows for a specific form of community policing.

External

In order to assist with the development of a community specific policing program, evaluating the community using the following means is recommended:

• Attend community meetings

• Obtain community input using a survey

• Conduct crime analysis for specific areas and types of crime

Internal

Once the needs of the community objectives are established, the program can be promoted internally. In a culture of police that resist change, it is most important to gain internal support. Studies have shown that internal support among patrol officers creates:

• Better attitudes

• Harder workers

• More willingness to accept change
• Support when implementing change

External

Once community needs have been identified, and the organization has support from within, implementation of the community policing projects are conducted. During this time, there are key factors that must be remembered to ensure successful implementation. These factors include:

• Continued communication with the community through community meetings.

• The adoption of an internal evaluation process, to maintain internal support and acceptance.

Implementation

Using the EIE approach, implementation is most effective when the entire organization is educated in community policing and the needs of the specific community. Specific implementation strategies using one or all of the following:

• A specialized unit comprised of officers who focus primarily on community policing.

• A mobile command van which can move to specific target areas. The van is equipped with resources to provide to the community and the area around it is considered a drug free zone.

• The selection of one or more target areas within a community, and having all patrol officers assigned to those areas implement the community policing program.

Of these programs, the specialized unit has shown the most success. With specific officers assigned to this unit, it takes the added community policing duties from the patrol bureau and allows officers to handle their calls for service.

Chapter Synopsis

The EIE Approach was developed from the review of studies implemented in 17 cities. This approach identified the most successful elements of each program and then combined those elements. The same review was conducted in order to determine the most successful implementation strategies also. This approach is flexible allowing for changes to be made to fit with the organization and community’s specific need. Community
and problem-oriented policing require that the police change, in some fundamental ways, the process they use to conduct business. All too often, these efforts have not been accompanied by effective training that might assist police officers, supervisors, and those at all levels within police departments to make shifts in philosophy, policy, and practice to support public communication.
Chapter 3

Communication

Chapter Objectives

1. Define effective communication
2. Discuss the methods of effective communication
3. Identify the elements of CAT

Introduction

Effective communication is a process through which the sender conveys a message that the receiver readily receives and understands (Wagner, 2013).

When moving forward with community policing, a key element is effective communication. The foundation for change relies on communication. By effectively training, communicating, and supporting this model of policing, the bridge of communication between the community and police organizations can be built.

Current Education

P.O.S.T recognizes the importance of communication training among police officers. The basic police academy instruction in California, P.O.S.T teaches officers to use force only when communication fails. Methods are taught to improve the way police officers communicate by focusing upon the following:

- Treating people in a professional manner consistently.
- Responding promptly to all calls
- Demonstrating courteously to all persons contacted
- Avoiding judgments of individuals based on previous experiences
- Demonstrate self-control by not underestimating behavior based on their appearance
- Familiarizing self with cultural customs of different community groups (Anderson et al., 2002).
Finley and Womack (1986) suggested five reasons why effective communication for people in law enforcement is so important.

1. Effective communication is often critical enough to mean life or death.
2. Effective communication is needed to convey to the public the role of the police officer.
3. Effective communication can be the determinant of innocent people being effectively represented in court.
4. Effective communication is essential in order to develop a better understanding of all the various people whom the police interact with.
5. Effective communication is essential in order to assure proper understanding within groups and develop workable relationships.

Education Needs

Effective communication training is given little attention and time within the format of the basic police academy instruction. Further, elements of community policing are treated in the same manner, with little time spent on instruction.

As with anything else when training police officers, simplistic education is best. Howard Giles developed a simplistic approach to communication training which he called the Communication Accommodation Theory or CAT.

CAT

This theory states that when we talk with people we sometimes change our style of speech and modify it to match the one of the listener and sometimes we modify it to purposely speak differently than the listener. This adaptation happens at the subconscious level. We talk like the listener and modify our diction, rate and tone accordingly. This theory also states that we tend to imitate not only speech but also behavior habits of those with whom we are interacting with. Giles identifies two types of speech in this theory, convergence and divergence.

• Convergence: To communicate in a similar way to the other individual. According to Giles, it can be either conscious or unconscious, you match your accent, your speed, your rhythm, your vocabulary even your stance and gestures to that of the person you are talking to. Convergence is about the delivery of the message, not necessarily the content of the message.
**Divergence**: To communicate in an accentuated way to maximize oneself. It is when an individual tries to establish his identity by deliberately being different. The individual puts a strong emphasis on the difference between the two inter-actors to make an impact. There are three types of divergence:

1. **Counter-accommodation** – direct ways of maximizing the differences between two speakers
2. **Under-accommodation** (maintenance) – is the strategy of persisting in one original communication style regardless of the communication behavior of the other
3. **Over-accommodation** – demeaning or patronizing talk; excessive concern paid to vocal clarity or amplification, message simplification, or repetition.

**Chapter Synopsis**

There is never too much communication training that can be implemented. The more effective officers communicate with the public, the more public support and approval an organization will experience. Using Howard Giles’ Communication Accommodation Theory, officers have a tool to evaluate the way the subject should be treated or spoken to within the first 15 seconds of the contact. Rather than treating all subjects as suspects upon initial contact, CAT allows officers to safely evaluate whether the officer should converge or diverge in the way they communicate with the person.
Chapter 4

Adult Learning

Chapter Objectives
1. Discuss the pros and cons of behaviorism
2. Define andragogy
3. Identify trainer characteristics that support andragogy

Introduction
The training conducted in police academies should highlight self-directed learning on the part of trainees. This can go hand-in-hand with community policing. For community-policing to be successful police officers will have to be self-starters. When they discover a problem they will be expected to solve it working with members of the community.

The training of police at all levels has taken on a significant role in US police organizations. When properly used, training increases both effectiveness and efficiency of employees.

Behaviorism
The current philosophy of current police training programs is based on the military training model where trainees must prove themselves, which is designed to screen out those who are not up to par.

Supporters of behaviorism argue that:

• the intellect, feelings, and emotions of a person's inner life are not observable or measurable and therefore not investigated.

• learning outcomes can be measured objectively and precisely

Those against behaviorism as an adult learning technique argue that:

• Police-training is most often designed to teach new skills, hone existing skills, and to improve performance with performance usually being objectively and quantitatively measured.

• The behavioral environment of police-training may create an unnecessary amount of stress on the learner which in some cases may minimize the learning experience.

• A stressful environment fraught with threats is not likely to elicit trainees' openness, participation, and positive feelings.
Andragogy

Andragogy is the methods or techniques used to teach adults. By using the philosophy of andragogy, adults participate in an interactive learning environment where their personal experiences support the information they learn.

Zemke and Zemke (1988) identified three specific needs of adult learners:

1. In a classroom training situation, it is important that the environment be comfortable, both physically and psychologically.
2. Trainers must understand the participants’ expectations of the course because the self-concepts of the participants are involved.
3. By serving as a facilitator or orchestrator, the effective instructor can manage the classroom by allowing participants to share their experiences and knowledge, can integrate new knowledge, and can provide strategies that will allow transfer of learning back to the job.

It is important for police training to emphasize the experiences of the learner. This reinforces the anaagogical theme that adults bring a vast amount of experiences to the classroom.

Trainers are encouraged to:

• Include simulation exercises and problem-solving activities that help develop communication and language skills.
• Use actors to construct role playing scenarios
• Be flexible and provide the learner with options, causing them to openly engage in the curriculum.
• Emphasize the experiences of the learner, not only their past experiences but also with the use of experiential learning activates.
• Promote a reciprocal relationship between the trainee and the instructor.

Chapter Synopsis

Community-policing officers engage in learning a variety of skills compared with traditional patrol officers. Community-policing officers are expected to conceptualize problems and seek appropriate solutions. With community-policing, officers are more proactive in as much as they seek to eliminate small disorder problems to prevent them from escalating into serious crime-related problems. Thus, it becomes an important goal of training to reduce the disconnect between the training classroom and the
skills and competencies required for police to perform and apply learned material in the real world.
References


