

A police officer in a dark blue uniform, wearing a helmet and sunglasses, is riding a black bicycle towards the camera. The officer's uniform has patches, including one that says "J.P." and another that says "SCHMUCKER". In the background, several runners are participating in a marathon on a paved road. The scene is bright and sunny.

# Community POLICING

PARTNERSHIPS FOR  
PROBLEM SOLVING

EIGHTH EDITION

LINDA S. MILLER  
KÄREN M. HESS  
CHRISTINE H. ORTHMANN



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# Community POLICING

## PARTNERSHIPS FOR PROBLEM SOLVING

EIGHTH EDITION

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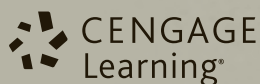
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# FOREWORD

A democratic society has to be the most difficult environment within which to police. Police in many countries operate for the benefit of the government. Police in the United States operate for the benefit of the people policed. Because of that environment, we are compelled to pursue ways to advance our policing approach, involve people who are part of our environment, and enhance our effectiveness. Our policing methodology is changed or molded by trial and error, the daring of some policing leaders, the research and writing of academics, and the response of our communities to the way we do business.

For more than 40 years, we have tried a variety of approaches to doing our job better. Some have remained. Many have been abandoned, thought to be failures. They may, however, have been building blocks for our current policing practices and for what is yet to come. For instance, the community relations and crime prevention programs of the 1960s and the experiments with team policing in the 1970s are quite visible in the business of community policing. So should be the knowledge gained from research such as that conducted in the 1970s and 1980s associated with random patrol, directed patrol, foot patrol, one-officer/two-officer cars, and the effectiveness (or lack thereof) of rapid response to all calls for service. If we look at our past, we should not be surprised at the development of and support for community policing as the desired policing philosophy in our country today. It merely responds to the customers' needs and their demand for our policing agencies to be more effective. And therein lies the most important outcome of community policing—effectiveness. Yes, we have responded to millions of calls for service, made millions of arrests, and added thousands to our policing ranks. If we're honest about it, however, we may be hard-pressed to see the imprint of our efforts in our communities. Community policing, involving problem solving, community engagement, and organizational transformation, can contribute significantly to the satisfaction of the community policed and to those policing.

This text provides insight into the meaning of community policing and presents many dimensions necessary to consider when developing a community policing strategy. Its content should help readers to understand the practical side of community policing, recognize the necessary community considerations, and develop methods applicable to their unique environments.

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# PREFACE

Welcome to *Community Policing: Partnerships for Problem Solving*, Eighth Edition. The complex responsibilities of departments embracing the community policing philosophy are challenging. Changes in technology and society continually present new challenges to police officers, requiring them to be knowledgeable in a wide variety of areas.

Community policing offers one avenue for making neighborhoods safer. Community policing is not a program or a series of programs. It is a philosophy, a belief that by working together the police and the community can accomplish what neither can accomplish alone. The synergy that results from community policing can be powerful. It is like the power of a finely tuned athletic team, with each member contributing to the total effort. Occasionally heroes may emerge, but victory depends on a team effort.

Community policing differs from earlier efforts such as team policing, community relations, crime prevention programs, or neighborhood watch programs. Community policing involves a rethinking of the role of the police and a restructuring of the police organization. Its two core concepts are community–police collaboration and partnerships and a problem-solving approach to policing. These dual themes are present throughout the text.

## ORGANIZATION OF THE TEXT

Section I of this text discusses the evolution of community policing and the changes in our communities and our law enforcement agencies that have occurred over time. The section then examines the problem-solving approach to policing and how community policing might be implemented.

Section II emphasizes the development of the interpersonal skills needed to build good relationships with all those the police have sworn “to serve and protect.” This includes those who are culturally, racially, or socioeconomically different from the mainstream; those who are physically or mentally disabled; and those who are elderly. It also includes youths (both as victims and as offenders), gangs and gang members, and victims of crime. In addition, building partnerships and interacting effectively with members of the media are vital to the success of community policing.

Section III describes community policing in the field. It begins with a look at early experiments in crime prevention and the evolution of community policing strategies. The remainder of the section is entirely new material dealing with community problems ranging from traffic to crime to the fear of crime. It then takes a close look at the drug problem, bringing youths



into community policing, addressing the gang problem, and understanding and preventing violence, including domestic violence, workplace violence, and terrorism. The final chapter explains what researchers have found and explores what the future might hold for community policing.

## NEW TO THIS EDITION

The Eighth Edition has been thoroughly revised with hundreds of new citations and a plentiful amount of new terms, figures, tables, and photographs. Chapter-specific additions made to the Eighth Edition include:

- Chapter 1: The Evolution of Community Policing
  - Included all 9 of Peel's principles (had only 6 in previous edition)
  - Introduced the President's Task Force on 21st Century Policing and noted that findings from the final report would be presented throughout the text as applied to topic of community policing
  - General updating to include discussion of the growing challenge of police authority, increasing loss of trust in police, demands to prosecute officers involved in shooting, and so on.
- Chapter 2: Inside Police Agencies: Understanding Mission and Culture
  - Added key terms: *deadly force*, *excessive force*, *force*, *less-lethal force*, *procedural justice*, *reasonable force*
  - Updated statistics throughout
  - Mentioned the FBI's training program *Law Enforcement and Society: Lessons of the Holocaust*
  - Updated data regarding diversity (racial, gender) in police departments
  - Included content from the President's Task Force on 21st Century Policing regarding officer training and education (Pillar 5)
  - Added the President's Task Force call for police to move from a warrior to a guardian mindset
  - Updated the discussion on the impact of negative police contacts
  - Added a new discussion on the abuse of discretion and the Justice Department's investigation into events that occurred in Ferguson, Missouri
  - Updated data regarding face-to-face contact between the public and the police
  - Expanded the discussion of use of force, per reviewer feedback, including definitions of reasonable force, excessive force, and deadly force as well as the two landmark cases of *Graham v. Connor* (1989) and *Tennessee v. Garner* (1985).
  - Noted how police agencies are trending away from use of force continuums.
  - Added a new section on re-engineering training on police use of force
  - Added a section about most recent high-profile police shooting deaths, per reviewer feedback, and how they have contributed to erosion of public trust in the police
  - Added a new "Technology in Community Policing" box—body cameras

- Chapter 3: Understanding and Involving the Community
  - Added key term: *charge bargaining*
  - Deleted terms: *bowling alone*, *ghetto*
  - Moved a term to another chapter: *restorative justice*
  - Removed the section on Bowling Alone, per reviewer feedback
  - Added to the Broken Windows discussion: studies that question the effectiveness of focusing police resources on minor crime and order maintenance
  - Added content regarding theories of crime and criminality, per reviewer feedback
  - Moved section on Restorative Justice to Chapter 7, per reviewer suggestion
  - Updated population and demographic discussions based on census data
  - Expanded the discussion on civilian review, including President’s Task Force (Pillar 2: Policy & Oversight)
  - Added to the discussions on citizen patrol
- Chapter 4: Problem Solving: Proactive Policing
  - Added key term: *entrapment*
  - Slightly reorganized to place lists (elements and steps of POP) together and reduce redundancy
  - Added a Critical Thinking (What Would You Do?) exercise
  - Added a paragraph under “ethical decision” explaining entrapment
  - Added a new “Technology in Community Policing” box—*Enhancing Community Policing through GPS Tracking Technology* (addresses concerns about revictimization and builds public trust and police legitimacy)
  - Added a new figure to illustrate hot spots map
  - Included two new examples of POP programs in action (from POP Center web site)
- Chapter 5: Implementing Community Policing
  - Updated the section on hiring for diversity, recent statistics on minority officers
  - Included a new strategic plan for Columbia, SC Police Dept (replaced Portland’s—was outdated)
- Chapter 6: Communicating with a Diverse Population
  - Added key term: *implicit bias*
  - Added a Critical Thinking Exercise
  - General updates in illegal immigration
  - Added a discussion of implicit bias and new office training
  - Added a discussion of FBI director Comey’s comments (2015 Georgetown University speech) regarding law enforcement and race
  - Added to the discussion of religious diversity with new poll figures regarding American attitudes toward Muslims and Islam
  - Expanded on homelessness data
  - Updated suicide statistics
  - Included mention of the President’s Task Force Recommendation for CITs

- Chapter 7: Building Partnerships: A Cornerstone of Community Policing
  - Added key terms: *community justice*, *criminogenic needs*, *dynamic risk factors*, *static risk factors*
  - Added a new Ideas in Practice: Building Partnerships and Trust
  - Streamlined the discussion on call management, focusing only on text that spoke directly to partnership formation, to address reviewer criticism that content was misplaced
  - Expanded the discussion on key collaborators and emphasized the trend toward community justice, explaining how community policing fits within that paradigm
  - Moved the section on Restorative Justice (including key term) from Chapter 3 to this chapter (within Community Justice section) per reviewer suggestion
  - Expanded the discussion of community courts to include Red Hook Community Court in Brooklyn, NY, per reviewer suggestion
  - Expanded the discussion on community corrections per reviewed feedback, including the importance of offender assessment in selecting appropriate sanctions and the C.A.R.E. model
- Chapter 8: Forming Partnerships with the Media
  - New key term: *CSI effect*
  - Added material on how media coverage alters our perception of crime
  - Expanded the discussion of copycat killings, including guidelines to take following mass killings to de-incentivize further violence
  - Moved McGruff National Media Campaign discussion from Chapter 9 to this chapter
  - Moved Crime Stoppers section from Chapter 9 to this chapter
  - Added a new Ideas in Practice: Improving Media Relations (Prince George's County, Maryland, Police Department (PGPD) hosts a media breakfast twice yearly)
  - Added a new Ideas in Practice: Media Campaigns about Community Standards for Tolerance (partnership between NCPC and Anti-Defamation League)
- Chapter 9: Early Experiments in Crime Prevention and the Evolution of Community Policing Strategies
  - New key term: *dark side of crime*
  - New Technology in Community Policing: Nextdoor social network app for neighborhood crime prevention
  - Brief mention of warrior versus guardian mindset and the influence on community policing implementation
- Chapter 10: Safe Neighborhoods and Communities: From Traffic Problems to Crime
  - Updated statistics throughout
  - New Technology in Community Policing—Waze App Makes Neighborhood Traffic Worse
  - New section on Police Pursuits, the danger of them to communities, and a Technology Box (StarChase)

- Added a critical thinking exercise (hypothetical situation) for students to solve a neighborhood traffic problem per reviewer request
- Added mention of two new cases (*Torrey Dale Grady v. North Carolina*, 2015; *United States v. Jones*, 2012) to caution about Fourth Amendment search issues associated with using GPS to track suspects
- Moved sections on acquaintance rape and human trafficking to Chapter 14
- Included a critical thinking exercise using the Center for Problem Oriented Policing's interactive module (MOOC: Policing Street Prostitution) to allow students to apply their problem-solving (SARA) skills to a realistic, research-based scenario, per specific reviewer request
- Chapter 11: Community Policing and Drugs
  - Updated statistics throughout
  - Added new terms: *doctor shopping*, *drug diversion*
  - Added a brief section on Controlled Prescription Drugs (CPDs) as a rising drug threat
  - Added a discussion about rising heroin epidemic, providing Naloxone (Narcan) to police
  - Made Drugged Driving its own section
  - Deleted section on raves
- Chapter 12: Bringing Youths into Community Policing
  - Reorganized chapter to improve flow
  - New key term: *polyvictimization*
  - Added content pertaining to the recommendations of the President's Task Force on 21st Century Policing
  - Included a discussion of the TAPS program to build relationships between youth and police
  - New Ideas in Practice: NYPD Summer Youth Police Academy, per reviewer suggestion
  - Added a paragraph on youth courts, per reviewer suggestion
  - Updated statistics and data regarding Indicators of School Crime and Safety
- Chapter 13: The Challenge of Gangs: Controlling Their Destructive Force
  - New terms: *outlaw motorcycle gang (OMG)*, *prison gang*
  - Updated statistics throughout
  - Added a new section on the role of public health in preventing gang membership
  - New Ideas in Practice: mentoring gang members
- Chapter 14: Understanding and Preventing Violence
  - Added key terms: *Ferguson effect*, *violent crime*
  - Updated statistics throughout
  - Added the DoJ NotAlone initiative to the discussion of acquaintance rape of college students
  - Moved the section on Human Trafficking from Chapter 10 to here
  - Updated the CeaseFire Ideas in Practice
  - Added a new section on bystander intervention (sexual violence)

- Chapter 15: Understanding and Preventing Terrorism
  - Added terms: *fusion center*, *Islamic State of Iraq and the Levant (ISIL)*
  - Updated statistics throughout
  - Added a discussion of homegrown violent extremism (HVE) and “lone wolf” attacks
  - Added information about fusion centers and joint terrorism task forces (JTTFs)
  - Included new information on public-private police partnerships (from ASIS International)
  - Mentioned that media coverage displays a bias in reporting on Western countries to a much larger extent than those that happen in the Middle East
- Chapter 16: The Future of Community Policing
  - New term: *predictive policing*
  - Added a new section on Predictive Policing (PredPol)
  - Added new technologies and how they will impact policing
  - Added new content to recruiting and training future police officers

## HOW TO USE THIS TEXT

This text is a carefully structured learning experience. The more actively you participate in it, the greater your learning will be. You will learn and remember more if you first familiarize yourself with the total scope of the subject. Read and think about the Contents, which provides an outline of the many facets of community policing. Then follow these steps for *triple-strength learning* as you study each chapter.

1. Read the learning objectives at the beginning of the chapter. Assess your current knowledge of the subject of each objective. Examine any preconceptions you may hold. Look at the key terms and watch for them when they are used.
2. Read the chapter, underlining, highlighting, or taking notes—whatever is your preferred study method.
  - a. Pay special attention to all highlighted information.

### LOx

The key concepts of the text are highlighted in this way.

- b. Pay special attention to the terms in bold print. The key terms of the chapter appear this way the first time they are defined.
3. When you have finished reading the chapter, read the summary—your third exposure to the chapter’s key information. Then return to the beginning of the chapter and quiz yourself. Can you answer the learning objectives? Can you define the key terms?
4. Read the Discussion Questions and be prepared to contribute to a class discussion of the ideas presented in the chapter.