SAN BERNARDINO POLICE DEPARTMENT'S COMMUNITY POLICING MODEL:

A *Bridge to the Future*
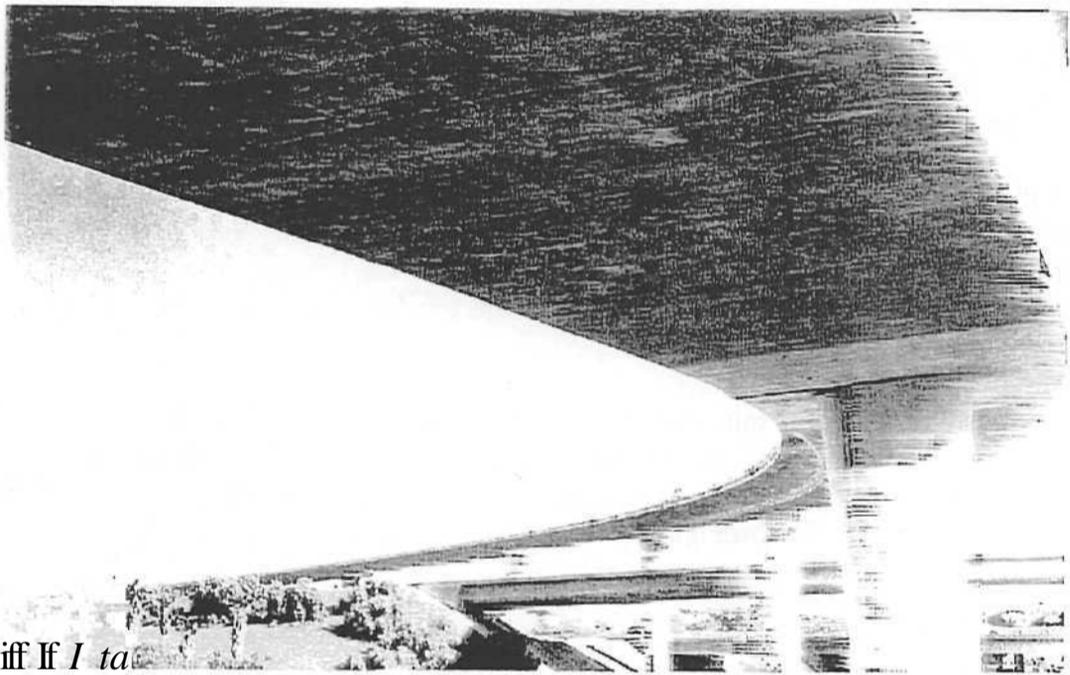
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Lee Dean, Chief of Police

February 15, 1998

Message from Chief Lee Dean:

History is full of examples where sound logic and innovation prevailed in face of seemingly insurmountable obstacles. Many for example, derided the original suspension bridge proponents. Despite this, one of the world's most famous bridges was built and opened May 24, 1937. The Golden Gate Bridge continues to provide an essential service several decades later.

Similarly, *San Bernardino's Community Policing Model: A Bridge to the Future* was built to address current and future needs. It is a trilogy of works consisting of the *Prospectus, Training Guide and Training Outline.* These documents were forged from thoughtful contemplation, earnest motivation and plain, old-fashion hard work. The hearts and minds of dedicated individuals in the San Bernardino Police Department are represented on every page.

We realize that enduring structures cannot be built overnight With this knowledge, we began preparing the organizational terrain over two years ago. During this time, we have brought together the necessary mix of personnel, reorganized work units, and focused on leadership development. This preparatory work done, we are now ready to pour the foundational concrete and continue this work in progress.

Builders convert a vision into reality. By adhering to our plan for positive organizational development, the builders of this police department, every current and future employee, can construct an organization that will successfully span the gap between today's experience and tomorrow's demands. The strength of our effort rests within the hearts of city and community workers and leaders alike.

Very truly yours,

Lee Dean
Chief of Police

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Introduction

Background
Police departments continually seek ways to most effectively balance resources with service needs. Toward this end, and at times appropriate, the San Bernardino Police Department has emulated policing practices adopted by a number of nationally respected agencies. Equipped with the knowledge and skills forged from those experiences, coupled with new leadership, we are creating the future direction of this department.

A Philosophy not a Program
Our experience with a programmatic approach to implementing a community policing and problem solving philosophy has been bittersweet. Although many successful projects were completed, there was a distinct separation between officers assigned to patrol and those assigned to problem solving. Consequently, we have learned that designating a separate box on our organizational chart where a limited number of officers are devoted only to problem solving caused an artificial separation, and relegated community policing to a program status and not a philosophical approach. Figure 2 depicts the impact of separating the problem solving function from the patrol function. In order to remedy this, we propose creating a department of problem solvers at all ranks, accountable to the citizens of San Bernardino and each other. At the line level, this will eliminate officers being assigned strictly to problem solving. A Patrol-Problem Solving joinder will remove the innate friction between regular patrol officers and POP officers caused by separating patrol and problem solving functions.

Figure 2

Competing Policing Philosophies

POP OFFICERS

"REAL COPS"
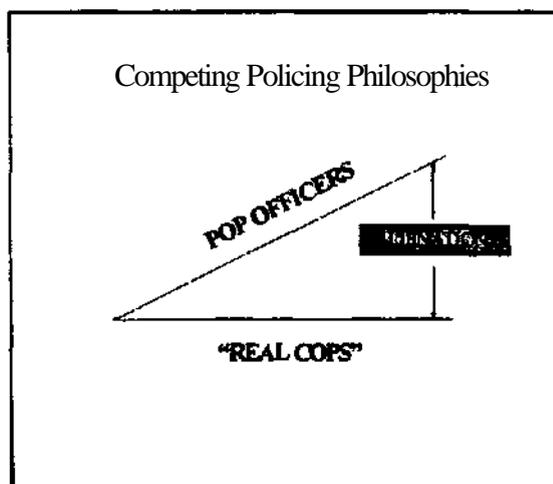
**Adding a POP box to organizational chart
creates alienation.**

Charting the Course

This prospectus represents comments, observations and insights from our department's Leadership Development Workshops. This foundation was coupled with community meetings, where members listened to presentations, participated in follow-up discussions and provided feedback. Many positive suggestions were proposed. These suggestions were forwarded to the appropriate *Initiative* committee as action items. (Public comments and suggestions are listed in Table 1 at the end of this document.)

Future Model

This document is a blueprint of San Bernardino's policing model. It capitalizes on our strengths and recognizes the unique characteristics of our community. We recognize that in order for any organization to be successful, there must be a plan, a roadmap. This prospectus is ours. We concede that no roadmap can pinpoint every detour or every distraction. This document is similarly limited. Therefore, we acknowledge from the outset that this prospectus and Training Guide must remain flexible and adaptable to unforeseen issues and changing needs,

Purpose

The goal of this prospectus is to provide a document that:
- capsulizes and chronicles the information developed and presented at our Leadership Development session, "Establishing Direction-A Common Frame of Reference".
- creates a model of policing that acknowledges current trends, anticipates the future and maps a direction on how this agency will respond to demands for police services.
- integrates the theory of Community Policing and Problem Solving with the operational realities of everyday police work.

Training Guide

The accompanying Training Guide identifies critical skills and provides a training format. It was developed by the individuals who can readily identify operational barriers and are best equipped to provide solutions: the managers, supervisors, and workers who do the work. It represents the collective efforts of the men and women who have been asked to "raise the bar" and set the standard for excellence. The Training Guide is a critical companion to the prospectus. It defines the necessary skills required to convert San Bernardino's Policing model into operational reality. The Guide provides the cement that binds the conceptual material presented in the prospectus.

Elements of San Bernardino Police Department's Policing Effort

San Bernardino's policing model consists of four elements: efficient structure, leadership, higher standards, and cooperative problem solving. These elements are interactive in nature, impacting one element affects the remaining three. Consequently, improving each element has a positive, synergistic effect and enhances performance. For instance, if we

achieve higher standards as an organization, we improve our ability to successfully impact our problem solving efforts. Likewise, if we improve our leadership skills, this will have a positive impact on other elements. Our capacity to achieve our best and build a positive future will be determined by our success in nurturing the four elements. Our vision is to "Establish the Standard for Excellence in Policing". Our ability to achieve this vision will be constructed upon the foundation of our four components as depicted in Figure 1.

Figure 1

^Performance Pyramid

- Setting the Standard for Excellence
- Problem Solving
- Efficient Structure
- Higher Standards
- Leadership

Achieving Our Vision
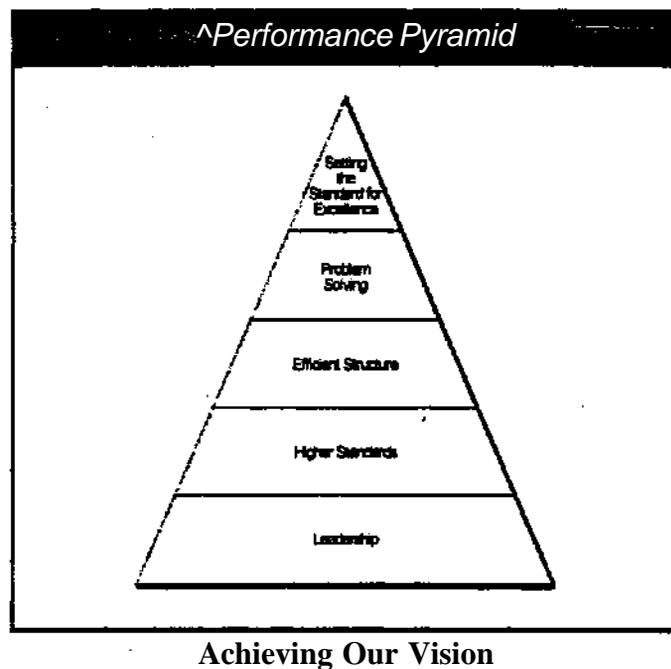
Our organizational effort is analogous to a train and its tracks. The tracks support the weight of the train and provide the direction that the train needs to head in order to reach its destination. So is it with the four elements of our policing model. The locomotive represents community and city leaders. The railcars symbolize service demands. The destination is articulated in our vision statement. All these components work together to move our efforts forward. For the past two years, our agency has used the following format to structure its organizational efforts:

- Planning
- Organizing
- Staffing
- Directing
- Controlling
- Feedback

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As a department, we have progressed through planning, organizing, and staffing. Now, the Prospectus and Training Guide will lay the foundation for directing and controlling. Quality of life in San Bernardino can be enhanced by careful stewardship of resources. From a public safety standpoint, this requires directing and controlling departmental efforts. These efforts, when synchronized and focused, will align the essential building blocks for our future, the four elements. A closer examination of each element adds detail to our roadmap.

Structure
In 1994, computer software was purchased to analyze patrol's workload in juxtaposition to the distribution of personnel. In 1995, an exhaustive workload analysis was conducted using the information contained in the new database. Information examined included the:

- frequency, distribution and types of calls for service
- distribution of patrol personnel
- existing boundaries of area commands
- alternative boundaries of area commands

One result of this analysis was: (1) increasing the number- of area commands from three to five. Changing the number and boundaries of the area commands improved the workload imbalance from a relatively high 15% to a remarkably low 5.9%. Aligning workload with available personnel not only achieved increased efficiencies, these changes also enhanced our ability to improve effectiveness.

A department's organizational chart defines the services provided. Structure defines function. In the San Bernardino Police Department's model, this means reducing bureaucracy, increasing responsiveness and streamlining problem solving. Many times, external mandates dictate parameters that limit a public organization's ability to meet service demands. Fiscal constraints facing San Bernardino presented one such recent challenge. Our response to these circumstances included an invitation to the men and women of this department, asking them to become part of a collective effort. Many participated. The weeks that followed were intense and resulted in our current organizational structure. It required the efforts of the entire organization to absorb the changes that followed.

Changes included collapsing the responsibilities of the three existing divisions into two divisions, which proved challenging. The services offered by Community Programs were decentralized to the five area commands, as were the Community Service Representatives. Placing these services closer to field personnel enhanced efficient service delivery and allowed the programs to be tailored to the needs of the area residents. Another critical change was the creation of the Area Detective and Area Corporal positions.

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Leadership

Leadership has been defined as influencing others towards a common goal or purpose, "doing the right thing". Conversely, management has been defined as "doing things right". Managing and leading are not competitors. One is not elevated above the other. Both are important in maximizing efficiency and effectiveness.

San Bernardino's approach to policing advocates that managers/supervisors lead people and manage things. This will allow our department to progress towards our vision of being *"A Leader in Establishing the Standard for Excellence in Policing".* However, improvement in organizational performance is dependent upon our department's ability to improve its leaders. The police department created Leadership Workshops for this purpose. They are:

- held every four months
- attended by all supervisors, managers, and administrators in the department
- formatted to engage active discussion and feedback
- designed to address formidable professional issues
- intended to successfully prepare participants to meet personal and professional challenges.

The Workshops stress the need for today's leaders to constantly focus on self-improvement and mentoring tomorrow's leaders, preparing them to meet tomorrow's challenges. Mentoring, as defined by San Bernardino's model, is a systematic and conscious process; a process that cultivates and develops managerial and leadership skills.

The leader's style should depend upon the skill level of the employee and the employee's willingness to perform required tasks. This is the basis for Situational Leadership. Improving internal leadership will manifest itself externally and will cause our officers to be better leaders when they interact with the community and other governmental agencies. Officers emulate the behaviors of supervisors and managers in their external interactions. For instance, if they are subjected to a top-down, order-giving relationship with their supervisors, chances are that they will interact with citizens in a similar manner. However, if employees are treated with dignity and respect inside the department, there is a great likelihood that this is how they will treat the public. Both approaches mentor the police officer, with drastically different results.

It is critical that officers learn good leadership skills since they will be required to mentor community members, enhancing the leadership abilities of our citizens. In many instances, training for Cluster Groups, Neighborhood Watch, and individual citizens will focus on:

- Establishing an equitable distribution of responsibility in solving neighborhood problems
- Educating the public about crime prevention measures
- Creating an awareness of available governmental services.

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Beyond transferring information to citizens, community meetings provide an excellent opportunity for officers to learn of citizen concerns. Officers can increase their effectiveness by listening to the people who are directly impacted by neighborhood problems, which may deteriorate into police problems if not mitigated in early stages. Increased effectiveness occurs because officers gain valuable insights from the people who experience neighborhood problems everyday.

Higher Standards
The principles of a free society demand that police officers be held to a higher standard of conduct than the general public. We endorse these tenets. Such conduct is the result of aligning individual and organizational core values. Our policing model applies higher standards to performance as well. We know that increased performance is achieved through proper training. We know that a police department can effectively impact the conditions that generate crime by holding itself to high standards of performance and conduct. Consequently, higher standards reduce crime. Elevating an organization's performance starts with one individual at a time. Growing as a professional means confronting challenges and applying successful solutions. Also, an individual cannot own the vision without dedicating themselves to achieving higher individual and professional standards.

As noted earlier, higher standards manifest the internal values of an organization. They "raise the bar" of performance. In order for our department to "clear the bar", the collective efforts of individual employees must be focused, deliberate, and coordinated. Effectiveness will require dedication, training, focused collaboration, and hard work. Concurrently, success builds upon success. Successful organizations continue to improve, as do the individuals within them. For this to occur, leadership is required. Proper leadership will guide the process and prepare individuals for new challenges. Quality leadership demands higher standards. Higher standards translate into improved performance. Improved performance increases efficiency. Increased efficiency elevates a line officer's ability to successfully engage in problem solving. Here again, we find the interactive relationship of the four Elements, as depicted in Figure 3.

Figure 3
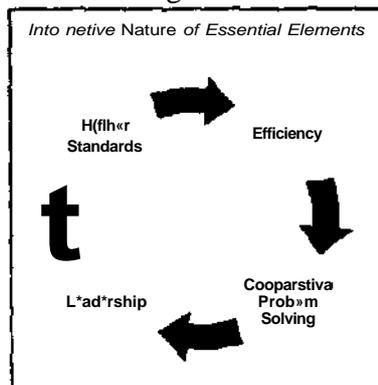
Improving one element improves others.

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Cooperative Problem Solving

A cooperative problem solving philosophy allows officers to identify similarly related incidents, analyze underlying conditions that generate the incidents, and apply an appropriate response by using an array of community resources. It is the convergence of systematic thinking with wide-ranging initiative. People regularly solve problems by stopping to think about them and plan a solution. Organizations rely on employees to find ways to solve recurring problems. But like most police departments, we have not articulated the importance of having each officer take responsibility for creative problem solving; and, like most other agencies, have not organized and managed to facilitate such activity.

Rarely can patrol officers solve problems alone. They must persuade others-other units within the department, other units of government, and community members-to assist them. Properly engaged, a broad base of potential problem solvers can be expected to work with us on any given, mutually identified problem, thereby increasing the scope of problem-solving efforts and the likelihood of success.

In a significant number of calls for service, die calls are simply symptoms of recurring problems. Typically, they are associated with repeat offenders, victims, and/or locations. In conceptualizing crime problems and solutions, it is important to recognize that there are substantially different offender rates among suspects and substantially different victimization rates among victims and locations. A national study by John Eck and William Spellman reported that 10% of the suspects are involved in 55% of the crimes; 10% of the victims are involved in 40% of crimes; and, 10% of the locations are involved in 60% of crimes. In order to "work smarter and not harder", it is important that we dedicate an appropriate portion of our resources to addressing these 10%'ers. Common sense dictates that when a suspect and a victim converge at a location, a crime will occur. This relationship is depicted in Figure 4.

Figure 4

Crime Triangle

SUSPECT   VICTIM

LOCATION
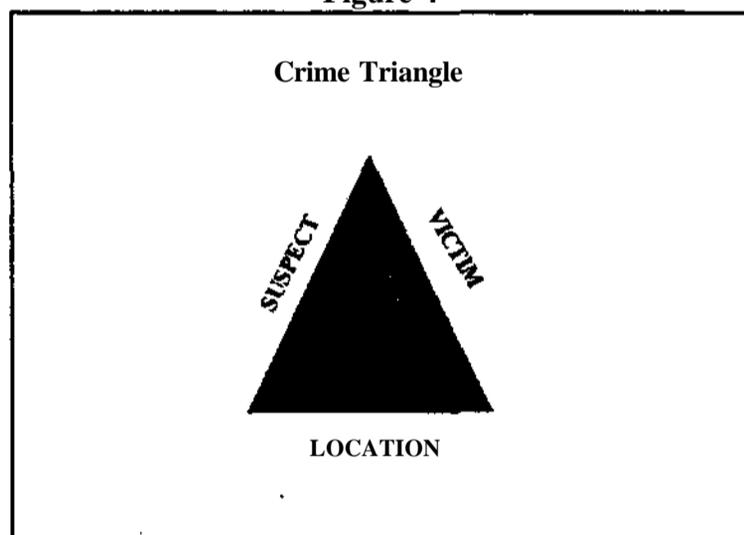
Focus on all sides of the Crime Triangle.

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Removing one or more sides of the Crime Triangle creates a condition where a crime cannot occur. Our agency, like many others in America, has become very proficient in arresting the suspects. However, suspect apprehension is only one tool in our policing toolkit. Problem solving adds others. Determining the most effective response to crime, fear, and public disorder is the goal of problem solving, *whether or not* that response includes arrests.

In sharp contrast to a problem-solving methodology, is the traditional reactive policing model. Under a reactive model, insuring that the responsibilities of the emergency service system are met is the highest priority. The pressure to react insures the high priority of responsive ability and acts to constrain innovation.

The perception of crime and danger, whatever its comparative reality, puts increased pressure on a police response. As this pressure is increasingly felt by the police, either through calls for service or complaints by citizen groups about increases in crime, the more this immediacy of pressure is likely to undermine the possibility of redirecting police resources to innovative problem solving tactics.

A reactive response to service demands has a limited capacity to meet current and future community needs. We advocate using the SARA model to initiate a structured, proactive response to successfully address the needs of our citizens.

The SARA Model
We use the "SARA" problem solving method for solving problems. This model is an adaptation of the scientific method. This acronym stands for:

Scanning: Identifying the issue/concern(s). Issue/concem(s) are typically expressed as calls for service. In a significant number of cases, the issue/concern(s) are only symptoms of the underlying problem. This function is usually performed by line personnel, other segments of government and citizens.

Analysis: Gathering information and learning what is the genesis and nature of the problem. Accurately defining the problem is the most critically aspect of problem solving because implicit in the problem definition is the solution. Because of the importance of Analysis, supervisors should be actively involved with line personnel to insure employees are on track.

Response: Alternatives are evaluated and selected by balancing impacts and resources.

Assessment: The final stage of the SARA model assesses whether or not the chosen response worked and did the response have the intended impact.

Policing, today and in the foreseeable future, requires officers to view their role as street-level criminologists, not just law enforcers. This requires officers to see their responsibilities as much broader than strictly law enforcement; that is, enforcing the law is a single tool in their policing tool kit. In fact, the term "police" means to put in, and maintain, order.

What problem solving offers the line officer is an additional way to respond to chronic service drains. Successfully implemented, the officer's efforts will effectively mitigate the source of calls for service. Hence, repeat calls for service become indicators that flag an officer's attention and may demand formulating a plan of action to break the cycle of repeat calls. Seen from this perspective, calls for service act as a thermometer, gauging the seriousness of the drain on community resources.

Our problem-solving philosophy does not view calls for service as inconsequential. It does not advocate breaking the thermometer (neglect calls for service) that is measuring the seriousness of the malady. What problem solving seeks is an understanding of what is producing the symptoms. It advocates dealing with the real issue(s), which normally generates multiple symptoms.

Being able to recognize the difference between those calls for service that can be classified as incidents and those that are problems is the challenge for all employees. How to balance the need to respond to incidents and problems is the challenge for supervisors and managers.

Directing

Initiative Management
To reach a higher level of performance, we must plan for the future by understanding contemporary issues and translating that understanding into customer service based on today's needs and tomorrow's challenges. Proactive problem solving motivates the manager to incorporate accountability to the customers and the organization we serve as we become empowered to solve problems. This is the essence of *Initiative Management.*

Steering Committees were established for the four Initiatives. (See Figure 5.)

- Cooperative Problem Solving
- Violent Crime/Gangs/Drugs
- Efficiency
- Information Management.

Figure 5

San Bernardino Police Department's
Initiative Management
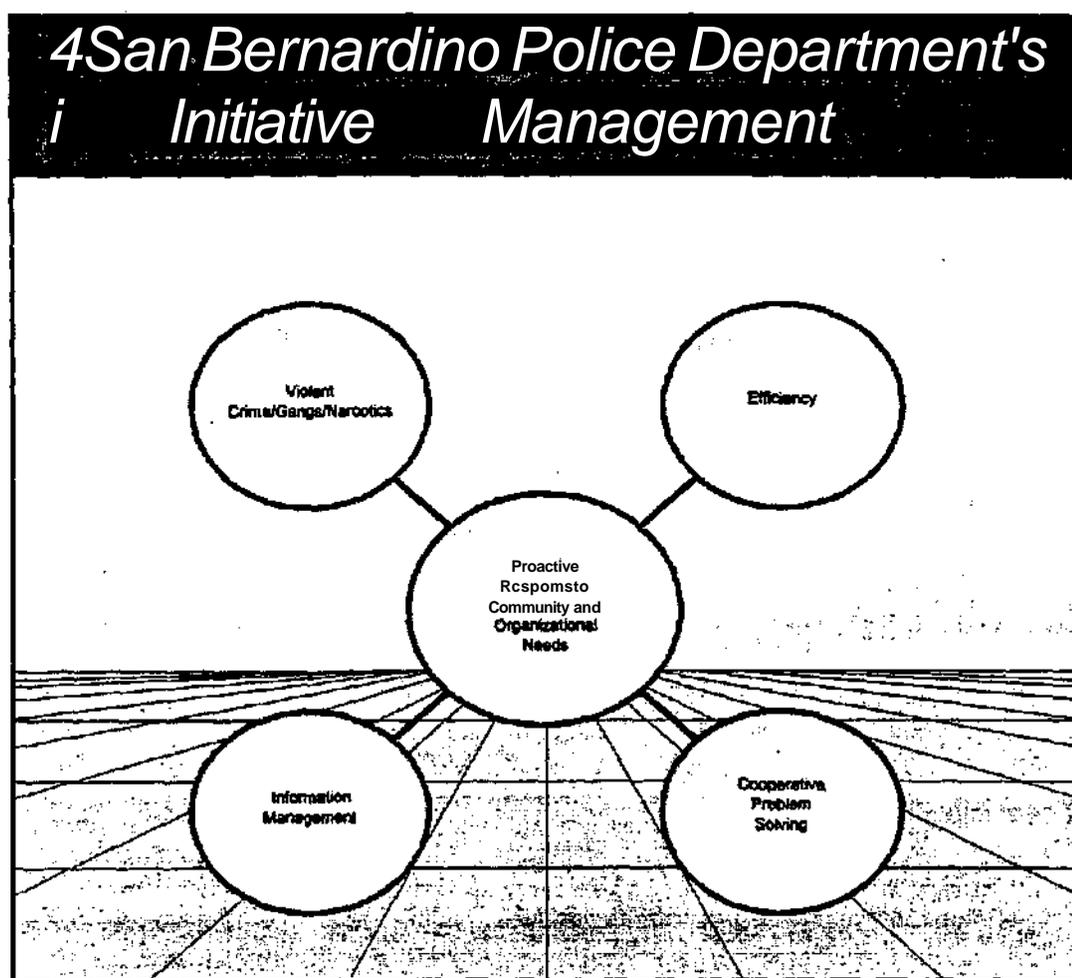
Each Initiative is made up of a cross-section of employees; and, has a chair and co-chair responsible for guiding the Initiative effort. The diversity of Initiative members enhances our ability to readily identify potential stumbling blocks, streamline processes, and

integrate solutions quickly. To insure accountability, a matrix was designed to:

• identify tasks
• track progress
• measure success
• create leadership roles to promote professional growth
• ensure timely completion

Our Report on Operational Initiatives is published semi-annually. This is an effective self-audit of accountability and effectiveness. It is our report card.

Integrating a Problem Solving Philosophy

One of our goals is to eliminate the distinction between patrol officers and officers specifically assigned as problem solvers. This will also eliminate the inherent inefficiencies and ineffectiveness caused by this unrealistic division of responsibilities. We want all line personnel to be able to apply problem-solving measures when the circumstances warrant a more analytical approach. Consequently, we need to prepare our department for the challenges of evolving from a reactive agency to one that is proactive in managing calls for service. This evolution will take place in two phases: a transitional and a permanent phase. The transitional phase can be characterized as:

- Eliminating the distinction between Patrol/Administrative sergeants
- Encouraging and facilitating problem solving at all levels
- Developing and promoting an organizational problem solving mentality
- Eliminating bureaucracy
- Establishing and maintaining first line accountability

During the transitional phase, two POP (Problem-Oriented Policing) training officers will be assigned to each of the five area POP teams for one year. Their assignments will overlap for six months. Each line officer will be assigned to a POP team for eight-week training period. During these eight weeks, line officers will become familiar with the SARA model and apply it. The purpose here is not to create experts in problem solving, but to create an uninterrupted learning environment that will allow individual officers to acquire the necessary problem solving skills.

One responsibility of the Area Detective will be to educate the officer and evaluate the level of proficiency achieved by that officer at the end of the training cycle. Because a significant number of line officers have already been assigned as POP officers, it will not be necessary to cycle them through the training. Consequently, training the entire Patrol Division will take about 18 months.

It is the responsibility of the managers to ensure that all personnel have been properly trained. Once this occurs, the department will transition into the permanent phase. The responsibility of POP training will be assigned to training officers of probationary employees.

Because communication is critical to any organizational effort, managers should create and maintain "POP Project" status boards. The boards should be posted in the briefing room, community service offices and other appropriate work areas. Placing POP projects in the computer is possible.

Permanent Phase

Once all patrol employees have been trained and an officer demonstrates a need to work on a problem, the officer's supervisor will review the request, modify it as necessary, approve it, and assign timelines. The officer will be relieved of responding to calls for

service during the approved timelines. Also, the length of time an officer will not be available for call-responding responsibilities will vary.

Balancing Calls for Service and Problem Solving
Taking the initiative to proactively address public disorder and crime sets reasonable expectations and provides San Bernardino the means to improve the quality of life for its citizens. Successful problem solving depends on a balance of responding to calls for service and dedicating time and resources to ameliorate the underlying conditions that are generating those calls. A reasonable balance is required if we are to "get ahead of the curve" in managing calls for service, instead of letting them manage us.

In the above section on problem solving, it was pointed out that an appropriate portion of resources should be dedicated to problem solving, especially focusing on the 10%'ers. However, this must be balanced with responding to requests for assistance by citizens. The key to effectively balancing external demands for services and problem solving is good communication, laterally and vertically.

One of the most opportune times for line personnel to communicate with other personnel is during briefing. Consequently, when an officer plans to work on an approved POP project during the shift, he/she should make this information known at briefing. As a guide, the officer should inform shift personnel about the:
- target population/location
- impact on other resources
- expected benefits
- anticipated length of POP project

At the conclusion of the POP project, the officer is expected to brief the shift about what was gained.

Few POP projects require an officer to dedicate 100% of their shift time to the project. Therefore, officers are expected to respond to calls for service when they are not working on their POP projects. Because of the positive long-term benefits of POP projects on an officer's workload, supervisors are expected to support the officer's efforts. In some extraordinary situations, circumstances and/or staffing levels may dictate the cancellation of an officer's POP efforts during a shift. However, every reasonable effort will be made by the watch commanders and shift supervisors to avoid this if possible. In the event that it is necessary to cancel a POP effort during a shift, the supervisor making the decision will notify the officer's immediate area supervisor and area commander. This can be done through e-mail, voice-mail, or by placing a note in the supervisor/area commander's box.

Area Detective
Each Area Command has been assigned a detective. The detective's caseload will be determined by the unique demands of the area. The focus of the area detective will be to take a long-term perspective of an area's intractable, complex problems. In most

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circumstances, area detectives will work closely with Crime Analysis to identify chronic service drains and current crime trends. Most situations will require the area detectives to dedicate their efforts to the suspect and/or location side(s) of the Crime Triangle (Figure 4). To accommodate these needs and to ensure operational continuity, the length of assignment will be from three to four years.

Community Input
Creating an opportunity for the community to jointly develop the future direction of the department ensures our efforts are on target. The following table captures the comments and suggestions made by community members who participated in the workshops. As noted earlier, these items have been assigned to the Cooperative Problem Solving Initiative for follow-up.

Table 1
Community Input

Leadership

Communication
- Resource directory
- Two-way process
- Feedback
- Channel 3
- Area newsletter
- Web site
- Area coordinator
- Between groups
- Use citizen patrol to facilitate communication

PD awareness, to
- Cultural diversity
- Mental health issues
- Age issues

Training needs for community members
- Problem solving
- Inner workings of government
- Overcoming apathy
- Crime prevention
- Proper use of 911

Structure

Neighborhood association realignment
- Include small groups under large groups where possible; common goals/concern

Area coordinator position

Citizen advisory panel
- Incorporate citizens into decision-making loop

Extend area office hours to five days

Reexamine are boundaries
- Ward lines/
- Natural neighborhoods?

Central community meetings

Cooperative Problem Solving

Enhance image of police/ government

Citizen volunteers for code enforcement

Provide officers with directory of association memberships

Make information available to public regarding issues

Phased problem solving

Community workshops
- Similar workshops structured around the area commands

Collaborative relationships

Higher Standards

Public disorder
- Zero Tolerance
    - Blight
    - Code violations
    - Prostitution
    - Drug houses
    - Vacant houses
    - Abandoned cars

Community responsibilities
- Shared ownership

Reflect
- Cooperation
- Good attitudes
- Awareness of who to contact
- Visibility of citizens
- Safe appearance of neighborhood
- Landlord accountability

Expectations
- Reasonable response times
- Feedback
- Courtesy/respect from city employees
- Visible area commanders
- Professional service
- Open door policy
- Make citizens feel safe

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Introduction

As we refine our services to meet changing community needs, we must identify and develop skills consistent with those demands. You have just read through the Prospectus. Its purpose is to provide you with an overview of our department's direction in the upcoming years.

Now, it is important to understand how to apply this information to your specific assignment. Therefore, this Training Guide has been produced. Included are various job classifications throughout the department. You are encouraged to read all sections to gain a greater understanding of the interconnectivity of assignments.

Training Guide Overview

The San Bernardino Police Department (SBPD) is made up of several distinct, but linked, working groups. For instance, Dispatch, Patrol, Records and the Detective Bureau perform functions that blend together and form a total policing operation. Also, there are other, more specialized, units within the department that support the overarching *mission* of the SBPD. These include the Narcotics Bureau, Identification Bureau, and Personnel & Training. The linkage between members of the department depicted in Figure 1 below.

Figure 1
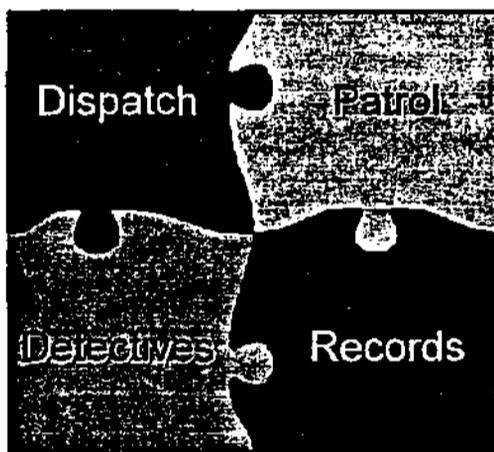
As pieces of a puzzle fit together to form a complete picture, so do divisions of an organization blend in order to convert concept into operational reality. If any portion of the organizational puzzle is removed, or not functioning at an optimal level, then the entire organization suffers. The organization would be incomplete and ineffective without any one unit. Understanding this interdependency is essential in the pursuit of *higher standards* of performance and *quality police service.* One organizational shortcut

to understanding is training. Therefore, it is essential that all personnel are trained about the integrative nature of departmental functions.

To this end, this document presents brief descriptions of classified positions within each division, followed by hypotheticals on how to employ the S.A.R.A. problem-solving methodology. The information used in the examples was gathered through conversations between employees and their supervisors. The examples outline circumstances that might *"trigger"* action by an employee and what that action might be. The intent of this manual is to assist each member of the department in understanding their role in our pursuit of *Setting the Standard of Excellence in Policing.*

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The Problem-Solving Process in Review

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The SARA Problem-Solving Model has four components: Scanning, Analysis, Response, and Assessment. During *Scanning,* a public issue(s)/concern(s) is recognized and stakeholders identified. The issue/concern should be written in the form of a problem statement and phrased as a question to remind problem-solvers to look for underlying causes and avoid misidentifying symptoms as problems. In *Analysis* phase, the stakeholders, along with others that may be able to assist in developing a response, come together to consider the problem as a team. This collective approach is effective and will yield the best results. The preferred response should be chosen based upon the following criteria: practicality, feasibility, measurability, legality, and moral/ethical considerations. A method of evaluating the impact of the selected intervention should be selected. Once resources are identified, the problem-solving team implements the *Response* and monitors the situation in order to conduct an *Assessment* on how well the intervention worked. There are basically five ways of impacting the problem.

- Eliminating the problem.
- Reducing the harm caused by the problem.
- Reducing the number of incidents or problems
- Improving response.
- Referring the problem to proper authority.

As an appendix to this training guide, the reader will find the *SARA* format. The format is available in the department's computer system. This will allow all employees to access the *SARA* screen and begin the problem-solving process as soon as a problem condition is identified.

The information in the guide is presented in a sequence that simulates the way most information comes to the attention of the police department. Consequently, we begin with Dispatch. The Patrol Division will then be presented, followed by the Detective Bureau. The final element to be discussed will be the Records Bureau.

Dispatch

Effective communication is essential to every organization. The police *dispatcher* acts as a conduit for passing sensitive information to individual work units and provides a communication link between the *community* and the *department.* Typically, the initial contact many citizens have with the department is through *Dispatch.* First impressions are important. Our *community* relies on a professional response from *Dispatch.* Obtaining accurate information during an initial call for service is critical in determining how well the request for service is handled. When accurate and detailed information is passed along to the responding *officers,* quality of service can be dramatically improved.

Dispatch has an integral role in identifying situations that are prime candidates for a problem-solving approach. Certain addresses and situations begin to form patterns. They become predictable. *Dispatchers* become aware of repeat victims, locations, and suspects. The question becomes, How can *dispatchers* initiate the problem-solving process? (A problem is defined as something similar in nature that occurs two or more times).The following scenarios illustrate the connective role between the *dispatcher,* the *community,* the *officers* and other members of the SBPD.

Scenario 1

While working as a "call taker" , a *dispatcher* receives a call from a *victim* who is frantic. The victim says that her live-in boyfriend has been beating her. She thinks her arm is broken. The *victim* provides her name and address as the *dispatcher* works through the "call screen," preparing the call for broadcast. The boyfriend's name is familiar to the *dispatcher.* As more information is gathered, the *dispatcher* recalls that *officers* have been to this residence two other times in the previous month. After preparing the call for broadcast, the *dispatcher* does additional research on the boyfriend/,sw.spec/ and finds that he is a *parolee.* What is most significant to the *dispatcher* is that the *boyfriend* was in prison for rape. Aware that there have been several "all points bulletins" (APB's) about a string of rapes in the area of this call, the *dispatcher* brings the information to the attention of the *dispatch supervisor.* The description of the parolee is close enough to the description of the *suspect* on the APB to warrant further action. A decision is made to notify the a *field sergeant* and the *watch commander.*

Responding *officers* arrive after the *suspect* has fled the scene. The *officer* responsible for taking the initial report uses the MDT to collaborate the information developed by the *dispatcher* and incorporates this information into the written report. The investigation is

forwarded to the *Detective Bureau.* With the research conducted by the *dispatcher, detectives* place the *parolee* in a photo line-up. This is shown to victims in the sexual assault cases. Two of the rape victims positively identify the *parolee* as the man who assaulted them. Also, *detectives* obtain a set of "rolled" fingerprints from prison officials. These are compared with latent fingerprints lifted at the crime scenes. The *Identification Bureau* is able to link the *parolee* to two more cases through fingerprint comparison.

The observations of this *dispatcher* played a significant role in connecting infonnation about these crimes. The problem extended beyond a routine call for service in a domestic violence case. Because the *dispatcher* viewed the situation from a larger perspective, a series of crimes were solved. The effective response to this scenario was to remove the suspect side of the crime triangle.

Scenario 2
A *motor officer* calls out a vehicle stop, providing the *dispatcher* with the location and license plate number. The *dispatcher* enters the call into the computer-aided dispatch (CAD). While doing so, the *dispatcher* recognizes the license plate as being on an APB in connection with several residential burglaries. A back-up officer is routed to the *motor officer's* location. The *dispatcher* notifies the *dispatch supervisor* of the situation. The *dispatch supervisor* verifies the license plate given by the *motor officer* as related to the APB and notifies the *field patrol sergeant.* The plate on the vehicle and the license number on the APB are verified as being the same. Other *officers* respond to the *motor officer's* location.

With additional investigation and collaboration on the part of *officers* and the *dispatcher,* the vehicle is found to contain property that appears to be from several burglaries. The *dispatcher* notifies the appropriate *area detective,* who responds to the location of the traffic stop. *Dispatch* also initiates a request for the property list from a few of the recent burglaries in the area. The property in the vehicle is compared with property listed by the various *victims.* Many of the articles in the vehicle match those in the reports. The motorist now becomes a *suspect* and is placed under arrest. Not wanting to accept total responsibility for the burglaries, the *suspect* begins to make spontaneous statements about who else was involved. He also tells the *area detective* where additional property can be found. The successful response to example #2 impacted the *suspect* side of the crime triangle. As noted earlier, the attentive *dispatcher* can play a vital role in initiating the problem-solving process.

Patrol

Historically, many policing professionals considered the *patrol division* to be the *"backbone of the department. "* However, the traditional view that other work units exist to support the patrol operation is redirected in a community-policing environment. Just as we look to the community to become partners to solve crime and disorder issues, we must also partnership internally and recognize that our strength is our interdependence.

Police Records Clerk I

Police record clerks (PRC's) assigned to area offices are among the first points of contact with the department for many citizens. **PRC's,** along with *Community Service Representatives* and *Police Dispatchers,* are *the gateway* to police services. *PRC's* are responsible for receiving information about a wide variety of problems from community members. Their duties include directing citizens to work units within the department for· follow-up, as well as referrals to outside agencies that may be more appropriate to address their problem. It is important that *PRC's* have a clear understanding of their role. Their knowledge and application of problem-solving skills are vital. The following examples provide practical steps that can be taken by community service office *PRC's.*

Scenario 1

A Neighborhood Watch Block Captain walks in to a community service office to let the police know that a house on her block has been vacant for two months. Recently, she noticed one of the side windows is broken and children from the neighborhood are playing in the backyard of the house. Aware that a house left unoccupied often becomes a target for vandalism, theft, use/sale of narcotics, as well as a danger to children, the *PRC* gathers as much information as possible from the citizen. The **PRC** reviews the area files on blighted properties currently being addressed. Not finding an open project, the *PRC* prepares a case file with the information provided by the citizen, including a telephone number and address where the reporting party can be contacted for additional information and follow-up.

The next step is to contact either the *Area Sergeant* or *Area Detective* to pass along the information and new file. *Officer(s),* under the direction of *an Area Supervisor,* assemble information on the problem property. With the assistance of Code Enforcement and the Fire Department, the *officers* generate a case file for abating the property. Notification letters, prepared by the **PRC** are sent to the property owners. Shortly after the letters are mailed, the **PRC** receives a telephone call from the property owner who is quite concerned about the property. The **PRC** addresses the concerns of the property owner

and receives assurance that the problems will be remedied. The following week *officers* and *code enforcement officials* meet with the property owner at the vacant house. The violations are corrected, and the house is ready to be occupied. The **PRC** telephones the *Neighborhood Watch Block Captain* to let her know the results. This case illustrates a positive impact on the *location* side of the crime triangle, since it was the *location* that served to attract nuisance, crime and blight.

Scenario 2
Over the course of several weeks, a **PRC** receives six calls from some of the *Cluster Group Presidents* concerning unfamiliar people in their neighborhoods. Also, there have been several burglaries reported in a few of the Cluster Group areas. From the tone of most of the callers' voices, tensions are high. To address the fear of crime issue, the **PRC** passes the information to the area *Community Service Representative II.* The two collaborate, compile a history of the area and conduct a series of crime prevention programs for the *Cluster Groups.* To address the crime issue, the area crime history is made available to the area officers. The actions taken by the **PRC** helped educate the citizens; lowered their apprehension and fear; and, hopefully, allowed the area officers to develop enough information to arrest a suspect. The approach taken in this case had a positive effect on the *victim* side of the crime triangle in lowering the potential for and fear of crime.

Community Service Representatives

As mentioned earlier, *Community Service Representatives,* whether working the *front desk,* in the *field,* or a *community service office,* provide a critical link between citizens and the department. *CSR's* working at the front counter have a wide range of duties which include: preparing crime and incident reports, gathering information from citizens, and directing citizen inquiries to the appropriate work unit. Anyone serving in a *people business* likes to know that they had a hand in providing useful assistance. Taking this concern into consideration, the following scenarios demonstrate problem-solving mechanics as they apply to **Community Service Representatives.** The first example demonstrates how a *front desk* **CSR** might be involved with other members of the department in affecting a problem. The second shows how collaboration between *afield* *CSR* and a *crime prevention specialist CSR* impacts recurring problems.

Scenario 1
It's not uncommon for a *citizen* to walk into the station and turn in a lost wallet. Typically, the **CSR** taking the report will look for a way to notify the owner by looking for some form of identification. In this case, the **CSR** found a business card, and since the incident is taking place during normal business hours, called the owner at work. The owner is quite surprised. He informs the **CSR** that after he arrived at work, he realized that he had left the wallet at home. Aware that a burglary has probably occurred, the **CSR** causes *a field patrol unit* to go to the owner's home to investigate. The *officer* finds forced entry into the back kitchen door and notifies the **CSR** by MDT. The **CSR** informs the citizen that it appeared that his home had been burglarized. The *victim* responds to

his home. The *officer* initiates an investigation. Latent fingerprints are lifted from the interior of the residence by an *Identification Technician* and submitted to Cal I.D. in an attempt to identify the suspect. The identity of the burglary suspect was determined. An arrest warrant was issued. The suspect was arrested. The *suspect's* arrest has made a positive impact on the *suspect* side of the crime triangle

Scenario 2

A *field CSR* noticed that over the past months she had taken several burglary reports within the same reporting district. Furthermore, the *CSR* noticed that in each case a specific type of property has been targeted by the *suspect(s)*. Keeping in mind that a problem is defined as two or more incidents similar in nature, *the field CSR* contacted the *Area Detective* to share the observation. Together, the *field CSR* and the *Area Detective* began to collect information about similar activities from *Crime Analysis* and from area officers. The *crime prevention specialist CSR* was asked to conduct several community meetings to make area residents aware of the activity. Through their intensive efforts, a suspect is identified and arrested. When *detectives* made the arrest, they did so in conjunction with serving a search warrant on the *suspect's* residence and recovering a large quantity of stolen property. The property was linked to many of the other burglaries in the series identified by the *field CSR.* The *victims* were contacted and much of their property returned. The *crime prevention specialist CSR* accompanied by the *Area Detective,* scheduled a meeting with many of the *Neighborhood Watch* and *Cluster Groups* to share the success and to acknowledge assistance rendered by *the community.* In this instance, all three sides of the crime triangle, *victim, suspect, and location,* were effected through the response.

Problem Solving from the Sworn Perspective

The next three examples of *problem solving* focuses on *police officers.* These hypothetical highlight the interactive role of swom members of the department as they collaborate with others to develop problem resolutions. Keep in mind that an *officer* may become aware of, and work on, problems on any shift or in any assignment.

Scenario 1

A graveyard *officer* is dispatched to a residence to "see the woman." The *officer's* MDT message states that the resident wants to give the police a videotape of what she believes to be drug activity at a neighboring house. The *officer* takes possession of the tape and documents additional information provided by the *resident.* At the conclusion of the shift, the officer contacts the area *sergeant* and begins to work on what appears to be a potential problem. The *sergeant* and *officer* work together on the preliminary steps of identifying the parties affected by the problem. The *officer* and *sergeant* contact their *area detective.* They ask the *Narcotics Bureau* to conduct a surveillance to establish the extent of suspected drug activity. Working with the *Narcotics Bureau,* the *officer* is afforded the opportunity to assist in a "buy" made by an informant at the house. Subsequently, the team determines that they have developed enough probable cause to obtain a search warrant. They decide the best strategy to employ in executing the search

warrant will be a "buy/bust." On the day of the search warrant execution, *Code Enforcement officers* accompany the *police* to the house. *Code Enforcement* address violations that fall within their area of responsibility. The effort is successful. Two persons, along with a substantial amount of narcotics and money, are seized. Because the reporting *resident* was the *"trigger"* for the operation, the *officer* contacts her, during the assessment phase, to inform her of the outcome. All sides of the crime triangle are effected through the strategy chosen by problem solvers.

Scenario 2

A *motor officer* receives a complaint from a school *principal* of vehicles speeding through the school zone. The *motor officer* suggests to. the *principal* that there are several course of action, but recommends that they start with the *motor officer* attending a PTA meeting to advise the parents about the situation and request their assistance by observing the posted speed limit. At the same time, the *motor officer* requests a "statistical picture" of the location to assess whether the problem, as stated by the school staff, is documented as significant. The data confirms the principal's perception. The *motor officer* brings the problem to the attention of their *sergeant.* The motor officer and *sergeant* determine that enlisting the assistance of *city traffic engineering* will be necessary in developing a solution to the problem. Also, they notify the *school police* of the problem and arrange a meeting. An agreed upon approach is developed and the response implemented. After three weeks, the response is evaluated and assessed successful. While the focus was to address the potential harm to the school children, the entire crime triangle is effected through this response.

Scenario 3

An *officer* suspicions that a particular location is a chronic service drain. The *officer* requests supporting data from *Crime Analysis,* who verifies the suspicion. Next, the *officer* documents the work done up to this point in a *SARA* project and presents it to the *sergeant* for recommendations, approval, and prioritization with other projects. The two review the data. They determine that assistance will be needed from two other shifts and the *Multiple Enforcement Team.* **The *sergeant*** confers with the *area lieutenant* to obtain assistance in marshalling the necessary resources to work the project. The *sergeant* arranges a meeting with two shift *sergeants,* the *MET sergeant,* and the *officer* who originated the *SARA* project. Together, they develop a response. The selected response involves the coordinated efforts of personnel on two shifts and will be monitored for a four-week period. The lead *sergeant* provides liaison between the shifts and *MET,* as well as coordinating the documentation of the project with the *officer.* Once the designated implementation time period has passed, the *problem-solving team* calls for follow-up data from *Crime Analysis* and conducts their assessment to determine the effectiveness of the response. The *location* side of the crime triangle is the primary focus of this effort in eliminating a chronic service drain.

Jail Specialists

Staff working in the jail are an extension of the SBPD, although employed by a contract vendor. They are closely linked to Patrol, and have become vital in minimizing time

spent by sworn officers in the booking process. They are charged with maintaining the overall operation of the SBPD holding facility and are responsible for inmate processing, care, and welfare. Also, the *jail specialists* are charged with transporting inmates to county detention centers. They ensure that all necessary information regarding the booking of inmates is entered into the department database. The following examples should prove useful in illustrating how the *jail specialist* may parlay an item of information into a vital element of solving a critical problem.

Scenario 1

An inmate approaches *a jail specialist* He says he has information about a recent armed robbery. This contact is the *trigger.* The jail specialist listens to the inmate's story and realizes that the information should be passed along to the *detective bureau.* If a member of the detective bureau were on duty, *the jail specialist* would telephone the bureau and make the necessary contact. In this instance, the information has come to light during the graveyard shift. There are no Investigations personnel available. The *jail specialist* approaches the *watch commander* with the information. After listening to what the *jail specialist* has learned, the *watch commander* decides to contact a *sergeant* from the *detective bureau.* The next business day, the information on a potential *suspect* is provided to the *Crime Analysis Bureau* and, a flier on the suspect is developed and delivered to the *Patrol Division.* A few days later, officers from the *Bicycle Mounted Enforcement Team* locate the *suspect* in the downtown area and make an arrest. Further investigation reveals that this suspect is responsible for a half dozen armed robberies. Apprehension of the *suspect* attacks this problem from the *suspect* side of the crime triangle.

Scenario 2

The *Detective Bureau* develops information on a "cat burglar" that has a severe speech impediment. The information is passed to all personnel, including the *jail specialists.* After several months, a prisoner is brought into the jail for identification purposes. He has refused to speak with the arresting officers. The officers asks the *jail specialists* to notify them should the subject decide to talk. The officers go back into service. Two hours later, the prisoner asks *the jail specialist* if he can make a phone call. The prisoner has a pronounced lisp. Recalling the "cat burglar" information, *the jail specialist* contacts the *watch commander* with this information. The *Detective Bureau* is notified. The Identification Bureau is requested to compare the prisoner's fingerprints with those taken from the scene of a dozen burglaries. Subsequent print comparisons implicate the prisoner. Burglary charges are filed.

Citizens' Patrol

At any time, a member of *Citizens' Patrol* may become aware of a pattern of crime activity. This may come to their attention by contacts with other *citizens* or through their own observations. When this occurs, *Citizens' Patrol members* need to seek out an on-duty *police supervisor* or the *watch commander.* Again, an issue/concern to be addressed through the problem-solving method may be defined as two or more incidents similar in

one or more ways. The "rule of thumb" is, when in doubt ask a *supervisor*. Whenever a project is initiated by a member of the *Citizens* Patrol,* the *officer(s)* overseeing the project will make every effort to keep the *Citizens* Patrol* member updated on the status of the project.

Detectives

The *Detective Bureau* is responsible for conducting follow-up investigations to a variety of crimes and critical incidents. An important goal of the *Detective Bureau* is the successful clearance of reported crimes through the identification and apprehension of *criminals. Detectives* use a may tools to impact the *suspect* side of the crime triangle. For many years, the *Detective Bureau* has been exceptional in conducting very complex investigations. Now the *Detective Bureau* will focus on evaluating their caseload for the "underlying causes" of crime. Hence, collaboration with other units in the department is increasingly significant. As discussed in previous examples, each division relies on the other for the accomplishment of its mission. The following examples deal with members of the *Detective Bureau* and how they might apply the problem-solving approach to their daily activity.

Typist Clerk II

Typist Clerk IPs (TC II) assigned to the Detective Bureau perform a wide variety of duties, such as preparing citation release cases for the District Attorney's Office. They provide a gateway to the *Detective Bureau's* services. *TC IPs* must deal with individuals from all spectrums of society, from *suspects* to highly respected members of the community. Because of this, *TC IPs* must have the manners of a diplomat and the insight of a detective. Through routine contacts with the public, the *TC II* has a unique opportunity to identify circumstances best addressed through problem-solving.

Scenario 1
An *elderly lady* comes to the *Detective Bureau* reception desk, informs the *TC II* that she is the victim of a burglary, and states that she would like to see a *detective.* The *TC II* retrieves the case by accessing the department's computer system. While researching the case, the *TC II* notices that the case has been classified "no further action." Additionally, the *TC II* notices that the woman has been the victim of three other burglaries during the past month. Each report was marked "no further action" by the responding *qfficers/CSR's* since there were no potential leads or solvability factors. Since the burglaries were discovered during different shifts, it is unlikely that the responding officers/CSR's were aware that a problem exists. The *TC II* notifies the *detective*

sergeant in charge of property crimes. The *TC11* informs the *sergeant* that the *victim* believes that she knows the *suspects* although there are no *witnesses. A detective* is assigned to interview the *victim.* The *victim* informs the detective that she's sure that the *burglars* are a pair of neighborhood children. The *victim* says she has seen these youngsters watching her each time she has left the house, prior to being burglarized. The *detective* notes that the burglaries have occurred during the time when these particular youngsters should have been in school. The *detective* decides to call the school attendance office at the junior high school nearest the *victim's* home to check on the attendance history of the youths whose names the *victim* has provided. The inquiry reveals that the youngsters were truant on the days of the burglaries. Developing additional probable cause, the *detective* makes contact at the school to interview the students. The subsequent investigation and interviews reveals that the youths suspected by the *victim* are actually the *suspects.* Furthermore, it is determined that these juveniles are responsible for several other daytime/school time burglaries.

Problem solving like this is only possible when every member of the department has a clear idea of how they fit into the process. In this case, the focus of the effort was on the *suspect* side of the crime triangle.

Scenario 2
A *citizen* approaches the *TC II* working at the reception desk of the *Detective Bureau* with questions that are not directly related to her criminal case. The opportunity presents itself for the *TC 11* to engage in problem solving. The specific question raised by the *citizen* has to do with child support and how to go about getting something done to encourage the father to pay his share. Knowing that the *Detective Bureau* is not directly involved in this kind of activity, the TC II obtains additional information from the *citizen* and initiates a call to the *Child Support Division* of the *District Attorney's Office.* Cutting through the "red tape," the *TC II* makes an appropriate referral to the agency with the correct jurisdiction. This is the first step in bringing about some resolution to a chronic problem that will affect the *victim* and the *suspect* sides of the crime triangle. The referral is made possible through the Reference Guide. Many potential problems can be handled in this manner when appropriate resources are available.

Community Service Representatives

The *Community Service Representative II* has become an essential addition to the *Detective Bureau. CSR IPs* handle cases involving missing persons, the disposition of firearms, and some investigation of misdemeanor cases. The fact that *CSR IPs* carry a caseload puts them in a position of observing components of the crime triangle much the way *sworn police officers* do. Good problem-solving skills are a must for a *CSR* assigned to the **Detective Bureau,**

Scenario
A *CSR II* investigating Forgery/Fraud cases has received a significant number of counterfeit check cases from a small family-owned and operated market. There are

multiple *suspects* passing the checks. In preparing to take some type of action, the *CSR II* calls the market and arranges a meeting with the owner to discuss the situation. The *CSR II* suspects that there may not be an acceptable standardized method of accepting the checks. The *market owner* acknowledges that neither he nor his family have discussed a procedure to accept checks, nor had they thought to institute one. The *CSR II,* having extensive experience working this particular type of crime, suggests that a standardized method of accepting checks would help decrease the number of bad checks. Together the *market owner* and CSR // develop a business policy. The procedure mandates that any person cashing a check must present valid identification issued by a governmental agency, which includes a photograph. Additional policy items are collaboratively developed to ensure acceptance by the *market owner.* With the new policy in place, the *CSR II* anticipates a 75% reduction of cases from this particular market. A month later, the *CSR II* observes not one new case from the market. This approach addressed the *victim* side of the crime triangle. By developing stronger store policy, the *owners* have strengthened their business against the *suspect* element of the crime triangle.

Dete. fives*

Detectives are the investigative component of the organizational puzzle responsible for taking information in the preliminary report and working toward the identification of *offenders. Also, the detective* is charged with coordinating cases presented to the *District Attorney's Office* for prosecution. Often, the task of insuring that witnesses are available and present in court to testify is the job of the *investigating detective.* The effectiveness of a detective depends on developing a wide variety of contacts. Many times, these contacts are vital in preparing a case for successful prosecution. Typically, these contacts include the *District Attorney's Office, Child Protective Services, Parole, Probation, private citizens,* other *law enforcement agencies,* as well as other work units within the police department.

The next examples illustrate the problem-solving approach from a detective's perspective. Additionally, the scenarios feature an essential ingredient of *community policing,* internal and external partnershipping.

Scenario I
A *detective* assigned to domestic violence cases realizes that there are several victims' names that frequently appear in his caseload. Reflecting on years of service, the *detective* recognizes that continuing to arrest the *suspects* may have limited long-term impact. The *detective* contacts other *detectives* in the unit. There is a consensus that a problem exists.

The *detective sergeant* suggests that the unit apply problem solving. The *area detective* assigned to the area that has been hardest hit by these cases is brought in to assist. After

brainstorming, one of the *detectives* suggests that other affected parties should be involved. The group decides to contact the *District Attorney's Office,* County *Department of Behavioral Services (Mental Health),* and a coalition of local church groups. Once this group begins to work on the problem, several issues are identified. A proposal is drafted. It requires that each group member take ownership of their portion of the solution. A tracking system is devised to assess the effectiveness of the response. The collaborative group might meet monthly, or as needed, to chart the progress. This scenario illustrates how new awareness and new skills serve to reduce harm to the *victim* side of the crime triangle.

Scenario 2

A *detective* assigned to the Crimes Against Property Detail has a series of daytime residential burglaries as a part of the caseload. All of the burglaries occurred within a 10-block radius, between the hours of 6:30 a.m. and 6:30 p.m. and have few solvability factors. The *Identification Bureau* conducted investigations at each crime scene and lifted latent fingerprints from most of them. *Cal ID.* was unsuccessful in identifying the suspect from the latent fingerprints. Recalling that the problem-solving approach can be an effective tool to deal with two or more crimes/incidents that are similar in one or more ways, the *detective* sets out to identify those who might be of assistance. The *area detective* assigned to the area is notified and asked to assist. A pin map is requested from *Crime Analysis.* The burglaries are charted on a pin map. The *detectives* note that a high school is centered in the affected area. The lead *detective* suggests networking with *School Police.* The *School Police* offer to conduct a truancy program to help identify potential *suspects.* *Detectives* request a list of *chronic truants* so that they can check the names against known *juvenile offenders.* Several of the *chronic truants* have juvenile records with fingerprints on file with the department. The lead *detective* requests that the *ID. Bureau* compare the list of known *juvenile offenders* against the latent fingerprints from the crime scenes. Two of them are positively identified as *suspects* in seven burglaries and, after being interviewed, clear three other cases. Here the problem-solving effort focused on the *suspect* side of the crime triangle.

The **Identification Bureau**

As illustrated in many of the preceding scenarios, the *Identification Bureau* plays an essential support role. The collection, preservation and presentation of physical evidence often provide a corroborative link between the statements by *victims, witnesses,* and *officers.* *Identification Technicians* are in a unique position to observe similarities between crimes through the examination of trace evidence and fingerprints, as well as observing similarities at different crime scenes.

Scenario

One of the duties of an *Identification Technician* is to classify "rolled" fingerprints which are obtained when a *suspect* is booking. Each person's fingerprints are distinct.

While classifying a set of prints, an *I.D. Tech* comes across a pattern that consists of the letter V at the core of the right thumbprint The */.D. Tech* recalls that six months ago there was a string of commercial burglaries with no solvability factors; but latent fingerprints were lifted at several crime scenes. Coincidentally, the *I.D. Tech* recalls the uniqueness of one of the latent fingerprints because of the presence of what appeared to Be an "n" or a "z." The 7.D. *Tech* informs the *LD. Bureau supervisor.* They contact the *sergeant* in charge of the Crimes Against Property Detail. A *detective* is assigned to the cases. The detective uses CAD to search for similar burglaries committed in a similar manner. Latent prints from those burglaries are compared with the rolled prints. Once this is done, the "rolled" fingerprints are positively matched to over a dozen burglaries. The focus here is on apprehending a *suspect* in order to reduce the number of incidents and affect the *suspect* side of the crime triangle.

Crime Analysis Bureau

The *Crime Analysis Bureau* is another indispensable component of the police department. The services provided by *Crime Analysis,* as those provided by the *I.D. Bureau,* provide the mortar that binds the efforts of many units and details together with statistical information. *Crime Analysis* identifies crime patterns and trends through requests from the various work units and routine analysis. There are a tremendous number of circumstances in which *Crime Analysis* plays a key role in the problem-solving process. Many of them have been illustrated in preceding examples. A graphic representation of how *Crime Analysis* fits into the organizational puzzle is shown in Figure 2.

Figure 2

Problem Solving

Crime Analysis

Patrol

Detectives

28
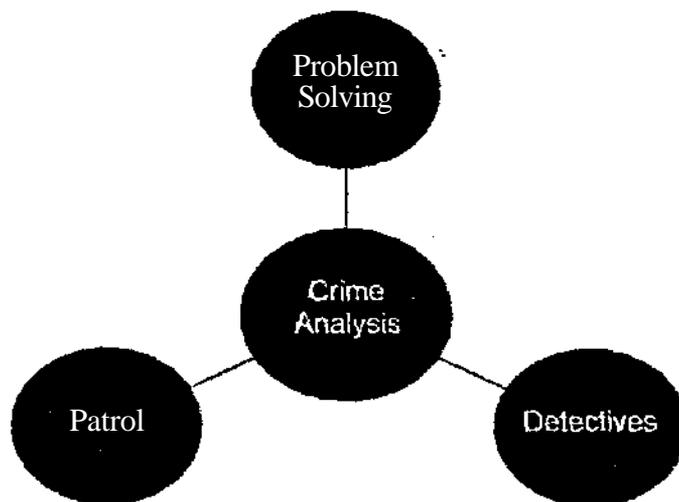
Crime Analysis is routinely at the "hub" of many problem-solving efforts. It can provide the baseline to measure effectiveness of the selected intervention.

Here are two examples of how the *Crime Analysis Bureau* plays a lead role in problem identification and problem solving.

Scenario 1

A crime analyst notes a sharp increase in sexual assaults within a reporting district. The *analyst* initiates a detailed computer search, attempting to link the "method of operation" and potential *suspects*. After obtaining the results, the *analyst* notifies the *Detective Bureau lieutenant,* the *sergeant* in charge of Crimes Against Persons, the *area commander* and *area detective* about an emerging burglary trend. The *analyst* provides them with information revealed in the "MO" and suspect searches. In addition to this information, the *analyst* provides a list of persons recently paroled who have a history of burglary and/or drug addiction. Field interview cards from the last six months are examined. The Parole LEADS files are accessed. The *analyst* meets with members of the Detective Bureau and personnel from the *Area Command.* The group begins to develop possible suspects through link analysis of the available information. Subsequently, a *suspect* is developed and identified by several *victims.* The focus of this problem-solving effort is primarily on the *suspect* side of the crime triangle.

Scenario 2

A significant number of Southern California police agencies have been plagued by a serial rapist/robber over several months. The *suspect* targets women working alone in offices after dark. *Analysts* have noted that the *suspect's* "method of operation" is to surprise the *victims* by crashing through locked doors or windows. One of the recent attacks resulted in the *victim* being murdered. Descriptions of both the suspect and his vehicle have been broadcast to all police agencies and the *crime analyst* has made note of details. One afternoon while in the area of the *watch commander's* office, the *crime analyst* heard a radio broadcast of a short pursuit involving a vehicle matching that of the serial rapist/murder. This time, the *suspect* unsuccessfully tried to rob a female. The *analyst* shared the information about the serial criminal with the *watch commander.* The appropriate investigative personnel were notified and an arrest was made. Subsequently, fingerprints and DNA linked the arrested person to the sexual assaults and homicide. Information relative to the *suspect* element of the crime triangle was key to solving this crime problem.

Records

By now it should be clear that each division, bureau, unit, and member of the SBPD plays a vital role in the problem-solving process. *Records* is no different. In fact, it plays a critical role as our *Information Management Center*. The entire department relies on the ability to access archived information to detect crime trends and patterns. Also, *Records* personnel provide a variety of services to the general public and are another gateway to the department. Members of *Records* are tasked with processing and entering information generated by other work units within the department. *Records* responds to thousands of inquiries for data retrieval from *officers, detectives, dispatch* and the *public.* Lastly, *Records* is responsible for preparing files for the *Detective Bureau* and the *District Attorney's Office.*

Because members of the *Records Bureau* handle large quantities of information every day, they are able to identify emerging problems. This may come from reading reports or from the service provided to members of the *community* who share information while receiving assistance by *Records* staff.. The following scenarios illustrate the connectivity of *Records and* the rest of the organization; and, demonstrates how *Records* clerks identify problems and initiate the problem-solving process.

Scenario 1

A *Police Records Clerk (PRC),* completing data entry from crime reports, notices that a female has been the *victim* of spousal abuse and battery ten times over the past year. This *victim's* situation seems to be the perfect opportunity to initiate the problem-solving process. The *PRC* copies each of the cases and consults with the *Records supervisor.* Together they begin the preliminary identification of those parties that might have an impact on the problem. The *Records supervisor* initiates a meeting with members of the *Detective Bureau* and the *Area Detective.* The *PRC* is afforded the opportunity to be a part of the meeting and share her perspective. A strategy is developed to facilitate an opportunity for the *victim* to break the cycle of violence.

The initial observations by the *PRC* assisted in impacting all sides of the crime triangle, starting with the *victim.* Members of the department who carried the problem-solving process forward provided feedback on the outcome to the *PRC*

Scenario 2

Twenty-five vehicle burglaries have occurred over the past week during nighttime hours at a popular nightclub. The *PRC* completing data entry of the reports notifies the *Records supervisor* on the shift of the emerging problem. The problem-solving process begins. The *Records supervisor* facilitates a meeting with the *Area Detective* and the *sergeant* of the Crimes Against Property Detail. The purpose is to share the information. From this point, other *members* of the department move the process forward, involving the *club owners/management* and others who may be able to affect the problem. The proposed resolution to this problem will target all sides of the crime triangle.

Where to From Here?

Members of the department should document their problem-solving efforts as soon as they are initiated. Supervisors are responsible for coordinating projects to insure that proper attention, resources, and time is given to those projects that, due to their nature, require an immediate response. Progress and results should be entered into the computerized database as soon as possible to ensure that current information is available to others. This will also help avoid duplicator of effort.

A component of San Bernardino Police Department's *Mission* is the *reduction of crime through problem recognition and problem solving.* This training guide was created to provide a clearer understanding of each employee's role in achieving our goal. Although it is intended primarily for use by members of the SBPD, we believe that all of our community partners will find it useful in illuminating the role we all play in building *a safe environment to improve the quality of life* in San Bernardino.

San Bernardino Policing Training Outline

Introduction

This training outline is designed to assist supervisors presenting the San Bernardino Community Policing Prospectus and Training Guide to subordinates. The objectives represent the minimum training requirements for the program. Instructors are encouraged to use this outline to maintain consistency. Also, instructors are encouraged to draw upon their personal knowledge and experience, especially in module two. This will ensure the success of the training.

The Training Outline is divided into three modules. The first contains an overview of the history and evolution of community policing and problem solving at our agency; also included, are the four essential elements of our policing philosophy. Training in this module should be consistent throughout the department.

The second module examines the problem solving process and includes the S.A.R.A. (Scanning, Analysis, Response, and Assessment) methodology. Instructors should tailor this portion of training to the specific job assignments of their students. The third module is a recap of the first two and provides an opportunity for feedback from line personnel.

Modules are designed to be presented in a series of separate training sessions, and must be presented in order, with the module two presentation preferably within one to two weeks of module one. The third module is a review and will be presented, twice, after the students have had an opportunity to apply the problem solving philosophy to their day-to-day operations.

This training program is designed to be presented by the employees immediate supervisor. It is unrealistic to think a change in procedural philosophy can occur after four training sessions. Training must continue between the sessions on a more individual basis. Each supervisor is encouraged to interact with employees, one-on-one between the sessions. This will support the learning process and adoption of the problem solving philosophy.

Employees should be encouraged to use the training and begin practicing the philosophy immediately after each module. There will likely be some confusion during initial implementation. Module three is designed to address this confusion, where employees will be able to share their successes and failures in a collaborative setting.

Supervisors are responsible to arrange training for all their subordinates and report to Personnel and Training when each subordinate completes each module. Supervisors will complete module one and two training, for all their subordinates, by June 30, 1998. Module Three will be presented twice, once during each quarter, from July 1998 to December 1998.

Topic: The evolution of Problem Solving at San Bernardino Police Department.

Learning Objectives
Upon completion of the Evolution Module the student will be able to:

      1.1   Discuss the history and evolution from "traditional policing" to COPPS at
            SBPD.
      1.2   State the reasons changes are necessary in organizational and policing
            methodology.
      1.3 Define the four essential elements of the SBPD
            organizational and policing effort and how they interact.
      1.4   State the difference between "Value Driven" versus "Policy Driven"
            organization.
      1.5   Describe the difference between a Philosophy and a Program.
      1.6   Discuss the organization's transition.

Supplementary Information
In 1983, the mayor of San Bernardino visited Houston, Texas and was introduced to the
emerging concept of Community Policing. Upon his return to San Bernardino he initiated
a similar program. Area Commands were formed and the first Community Oriented
Police (COP) office was opened at 1 Oth and Medical Center Dr. Within a short period of
time the City was divided into six geographical areas with an Area Commander assigned
to each.

In 1993, the Police Department realized COP was incomplete. Officers were assigned to
specific areas of the town but were basically doing the same form of policing as before.
The need to focus on problem solving was recognized. San Diego, California was
practicing a form of Problem Oriented Policing (POP). Managers from San Bernardino
visited San Diego and returned with direction to align local policing efforts with a POP
philosophy. Shortly afterwards the department consolidated to three area commands
under the POP philosophy.

(Historical information relating to the present five area command and present COPPS
program is available in San Bernardino's Policing Prospectus, page 3 and Organizational
Development and Community Service. June 1996.)

Objective 1.1: Discuss the history and evolution from traditional policing to COPPS at SBPD

Outline
A. Policing prior to 1983
B. Change from "Traditional Policing" to COP
C. Change from COP to POP
D. Combining COP and POP to COPPS (Organizational Development and Community Service. June, 1996)
E. Development of San Bernardino's policing model (Prospectus. page 1)

Objective 1.2: Student will state the reasons changes are necessary in organizational and policing methodology

Outline
A. Balancing resources with needs (Prospectus. page 1)
B. 10% factor (Prospectus. page *1)*
C. Problem solving
D. Change begins with the individual

Objective 1.3: Student will know and be able to define the four essential elements of the SBPD organizational and policing effort and how they interact

Outline
A. Define Leadership as it pertains to SBPD
   1. Leadership Philosophy
   2. Leadership versus Management
   3. Foundation for improvement

B. Define Structure as it pertains to SBPD
   1. Structure defines Function, streamlining problem solving
   2. Changes to organization
      a. Five Area Commands
         1) balancing calls for service - work imbalance from 15.6% to 5.9%
         2) criteria for realignment - natural boundaries, natural neighborhoods, calls for service, types of call requests, etc.
      b. Role of Area Sergeants, Area Detectives, Area Corporals
      c. Decentralization of community programs
      d. POP-Patrol Joinder: Going to the next level
         1) evolving beyond a program
         2) why a programmatic approach to POP cannot survive

C. Define Higher Standards as it pertains to SBPD's (converting statements to action):
   1. Core Values
      a. Regulates individual/organizational conduct, which impacts performance.

   2. Vision Statement
      a. Paint a mental destination - describe what // looks like.
      b. Minimizes organizational conflict if there is collective buy-in.

   3. Mission Statement
      a. Defines purpose of organization, *why* it exists.

D. Define Problem Solving Philosophy as it pertains to SBPD
   1. "Broken Windows" Public Disorder.
   2. Interaction of essential elements (Prospectus, page 6).

Objective 1.4: State the difference between "Value-Driven" versus "Policy-Driven" organization.

   Outline
   A. Define "Value-Driven" organization
      1. Core Values control conduct of organization members.
      2. Empowerment encourages creativity and imagination.

   B. All members are encouraged to take reasonable risk.
   C. Energy and ideas flow upward through the organization.

   D. Define Policy-Driven organization
      1. Policy and rules control conduct of organization members.
      2. Stay within the lines, follow the rules.
      3. Stifles imagination.

Objective 1.5: Students will describe the difference between a Philosophy and Program

   Outline
   A. Philosophy
      1. Organizational commitment.
      2. No boundaries or time frames.
      3. Common methodology adaptable to all activity.
      4. Value-driven.

   B. Program
      1. Has time frames and boundaries; a beginning and end.
      2. Must be modified for change.
      3. Controlled by rules and policies (Prospectus, page 4).

Objective 1.6: Student will be able to discuss the organization's transition.

> *Outline*
> A. Where to from here?
> B. The journey started two years ago and continues.
>   1. Planning
>   2. Organization
>   3. Staffing
>   4. Directing
>   5. Controlling
>   6. Feedback
>
> C. Goal is to complete the transition in two years (Prospectus, pages 3,11).

Module Two
(Three Hours)

Topic: The Problem Solving Process

Learning Objectives
Upon completion of the Problem Solving Module the student will:

2.1 Know the three sides of the "Crime triangle" and how it relates to the 10% factor.
2.2 Know the difference between "Problem Solving Policing" and "Reactive Policing".
2.3 Know the definition of a "Call for Service", "Problem", "Hot Spot", and "Chronic Service Drain".
2.4 Discuss the need to balance calls for service with problem solving.
2.5 Discuss the interaction of Dispatch, Patrol, Detectives, and Records in the problem solving process.
2.6 Know the "SARA" methodology of problem solving.

Supplementary Information;
The SARA method of problem solving is one of several structured ways created to logically confront issues/concerns that we wish to ameliorate. Almost all of them are based upon the scientific method that many learned in high school.

Objective 2.1: Student will know the three sides of the "Crime triangle" and how it relates to the 10% factor.

> *Outline*
> A. Crime Triangle
>   1. Victim
>   2. Suspect
>   3. Location
> B. 10% factor (Prospectus, page *1)*

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Objective 2.2: Student will know the difference between "Problem-Solving Policing" and "Reactive Policing".

Outline
A. Reactive Policing
B. Problem Solving Policing (Prospectus, page 8).

Objective 2.3: Student will know the definition of a "Call for Service", "Problem", "Hot Spot", and "Chronic Service Drain".

Outline
A. Call for Service: single request for police services.
B. Problem: two or more incidents, similar in nature, where police are expected to do something.
C. Hot Spot: repeat responses for service to the same location within 8-12 weeks.
D. Chronic Service Drain: repeat response for service involving a suspect, victim, or location over an extended period of time.

Objective 2.4: Students will discuss the need to balance calls for service with problem solving.

Outline
A. The need to respond to police emergencies.
B. The need to improve organizational efficiency.
   1. Increasing service demands.
   2. Decreasing revenues.

C. Increased efficiency of reducing repeat calls for service.
D. Supervisor's role in coordinating Calls for Service (CFS) and problem solving.

Objective 2.5: Students will discuss the interaction of Dispatch, Patrol, Detectives, and Records in the problem solving process.

Outline
A. Synergy, how in relating to each other, they expand their circles of influence.
B. How synergy affects our ability to accomplish our vision of being the leader in establishing the standard of excellence in policing.
C. How synergy affects our ability to accomplish our Mission (Training Guide, page 15).

Objective 2.6: Students will know the "SARA" methodology of problem solving.

> *Outline*
> A. SBPD accepted problem solving model
> B. SARA - Phased Problem Solving
>   1. Implicit in the problem definition is the response
>   2. The most critical part of the problem solving process is the analysis. Sergeants need to be very involved in this segment of SARA. (Prospectus, page 8)

Module Three
(One Hour)

Topic: San Bernardino Police Department Community Oriented Problem Solving Review

Learning Objectives
Upon completion of this module the student v ill:
> 3.1 Review the previous training
> 3.2 Share successes they enjoyed using the problem solving philosophy
> 3.3 Discuss perceived failures and obstacles

Supplementary Information
By the time personnel are brought back together for this module, they will have had an opportunity to have field-tested the problem-solving skills that were taught to them in the previous modules. The purpose in Module Three is for supervisors and employees to iron out obstacles, misunderstandings, and impediments that frustrate the employee's opportunity to successfully engage in reoccurring issues in their work environment.

Objective 3.1: Student will review previous training

> *Outline*
> A. Four essential elements: Leadership, Structure, Higher Standards, Problem Solving
> B. Philosophy versus Program
> C. The need to change our approach to policing
> D. Crime Triangle and the 10% factor
> E. Problem-Solving Policing versus Reactive Policing
> F. Synergy: the interaction of various divisions and assignments within the department
> G. SARA: the problem solving methodology

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Objective 3.2:   Student will share successes they enjoyed using the problem solving philosophy

Outline
A.   Identify problem-solving successes
B. Impact of success on service delivery
 1.   Reduced calls for service (CFS)
 2.   Improved operation internally
 3.   Improved service delivery to the public

Objective 3.3: Students will discuss perceived failures and obstacles

Outline
A.   Identify perceived failures
 1.   Why is the incident perceived as a failure?
 2.   Unrealistic expectation, balance CFS versus problem solving
 3.   How could the incident have been successful?