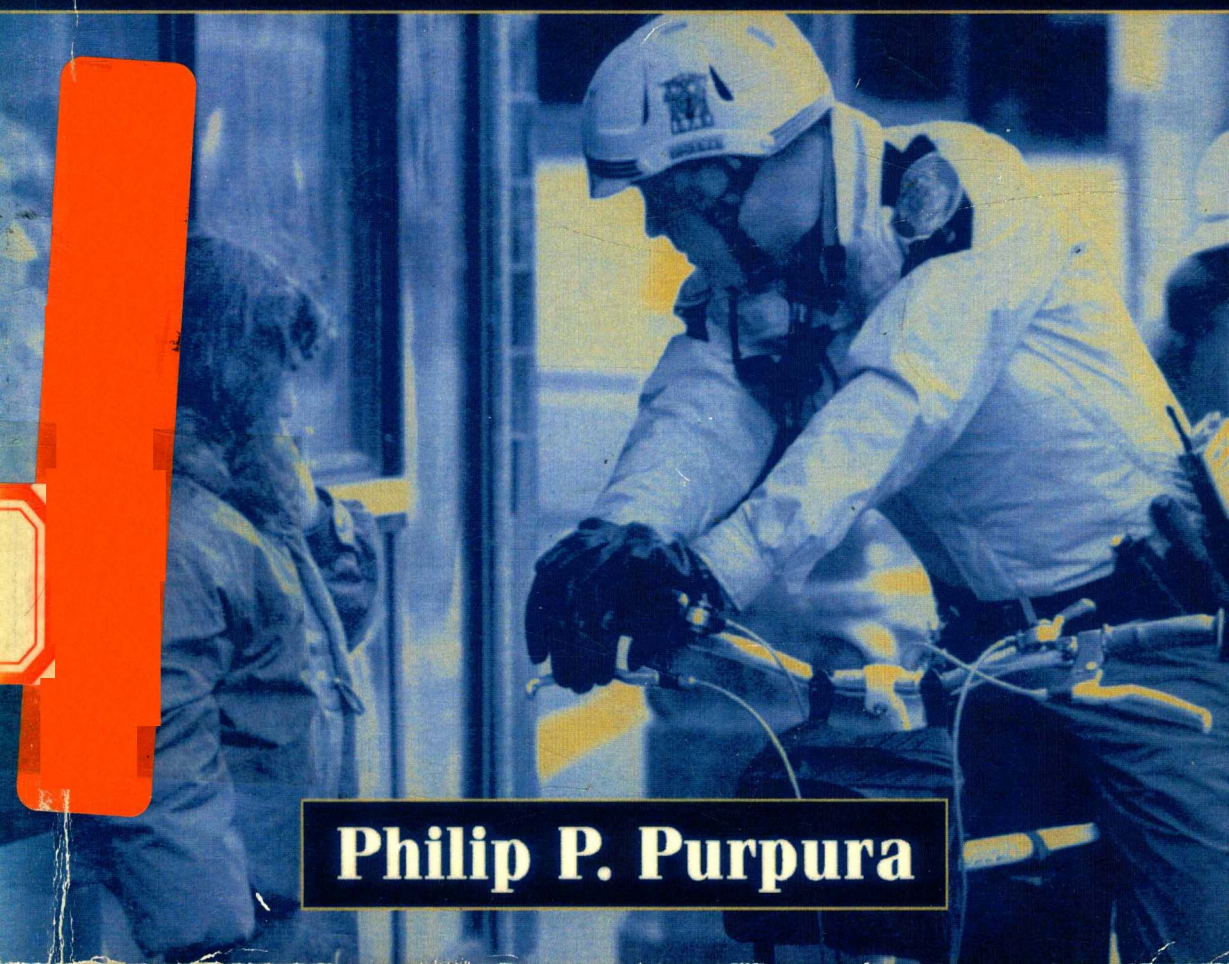# POLICE

AND

COMMUNITY

Concepts and Cases

Philip P. Purpura

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To my family

To the millions of dedicated and professional
law enforcement officers worldwide

Preface

Police and Community: Concepts and Cases focuses on the interaction of police and the community. This book is designed for students, practitioners, and educators. Citizens with an interest in community and police crime control strategies will find this book helpful. It was born of a need to assist the reader in understanding both concepts and cases through one volume. For many years, as a criminal justice educator teaching police–community courses, I repeatedly switched from books on concepts to books on cases. Realizing that both concepts and cases are important and helpful to students and practitioners, multiple books became my tools for police–community courses. *Police and Community* contains the best of both worlds. An easy-to-read, user-friendly style offers simplicity to the reader as terminology, concepts, theories, strategies, tools, examples, and practical applications are covered.

The writing style seeks to involve readers in the material, not as passive recipients but as active participants. A major aim of the book is to provide a bridge from theory to practice. These goals are accomplished through the following: A critical thinking approach and an interdisciplinary perspective are offered to the reader. The beginning of each chapter contains an outline, key terms, and one or two "prime your mind" questions. The chapters also contain sidebars, boxed topics, international perspectives, Web exercises, and cases at the end of chapters that present real-world challenges requiring solutions. The end-of-chapter cases concentrate on sensitive issues, place the reader in the shoes of police practitioners to illustrate the dilemmas they face, and facilitate the application of chapter content to strengthen problem-solving skills. The cases make the text information more meaningful and help the reader to understand how police interact with other police, community residents, and society. The cases complement the concepts so the reader can develop an improved understanding of the challenges, risks, disappointments, successes, and rewards of a police career.

An instructor's manual assists the educator by providing objectives and examination questions for each chapter. For the end-of-chapter cases, the manual contains suggested solutions that were developed with the assistance of police practitioners.

This book describes what the police are doing, how they are doing it, their successes and failures, and how they can improve. An emphasis is placed on the interaction of police and the community by describing relevant problems and how each group can support the other to control crime and solve problems.

For police to improve their performance, they must understand themselves, the police institution, and the society in which they interact. The police must look to the community and its residents as essential partners to control crime and solve problems. Police must facilitate innovative solutions as they respond to community and customer needs. These are the hallmarks of community policing and the major points of this book.

In Part I, "Historical Foundation," Chapter 1 departs from traditional chapters on the history of policing by offering the reader a critical perspective and tools to think critically about policing and its history. Chapters 2 and 3 continue the historical foundation for police–community interaction by helping the reader to understand where the police fit in government, politics, and the community.

Part II, "Understanding Police and Community," contains Chapters 4 to 8 and explains what the police are doing and how, and the forces that impact their duties, responsibilities, and behavior. Whereas Chapter 4 describes the strategies of the police in controlling crime, Chapter 5 focuses on controlling police in a democratic society. Chapter 6 covers the police subculture and the problem of police misconduct. Chapters 7 and 8 provide avenues for police to understand themselves and others in a diverse society.

In Part III, "Strategies of Police in the Community," Chapters 9 to 12 provide methods for police to improve their relationship with the community they serve. Chapter 9, on marketing, presents proven business tools to help police meet their customers' needs. Chapter 10 describes police community relations programs and problem-solving techniques. The origins and elements of community policing are explained in Chapter 11, along with its implementation, criticism, and research. Chapter 12 seeks to improve the effectiveness and stature of the police through such strategies as performance measures, professionalism, and accreditation. The book concludes with Part IV, "The Future." It contains Chapter 13 and offers questions and issues on policing and anticipates the future.

Philip P. Purpura

Acknowledgments

Writing a book is a multi-year process requiring almost daily attention and work and support from a variety of people. I would like to thank the many people who contributed to this book. Numerous criminal justice practitioners either sent documents and information, researched questions, provided ideas and feedback to improve each draft, or sent photos. I appreciate their frank replies to sensitive questions, which are reflected in this book. Those practitioners who shared information on sensitive issues will remain anonymous. As a writer and educator, I strive not to "tiptoe around" sensitive issues, especially because the reader deserves to know "up-front" the issues and dilemmas practitioners face.

Philip P. Purpura

About the Author

Philip P. Purpura has been a criminal justice and security educator for over twenty-five years. He has directed criminal justice, security, and paralegal programs, and has practical experience as an expert witness, police officer, and security investigator. Mr. Purpura is the author of five other books, and numerous articles published in newsletters, magazines, and journals. His most recent project is as Director of the Security for Houses of Worship Project based in South Carolina.

Contents

Part I Historical Foundation

1

The History of Policing: A Critical Perspective

Key Terms

kin police	feudalism	Bow Street Runners
blood feud	comitatus	Peelian Reform Movement
Hammurabi Code	frankpledge system	vigilantism
polis	tithing	three eras of policing
Praetorian Guard	Magna Carta	Progressive Movement
vigiles	watch system	community policing

Prime Your Mind

- How do you know that the history of policing presented in this book and in other police books is objective?
- What methods can be applied by you to probe the accuracy and objectivity of the history of policing?

This chapter breaks with the traditional chapters on the history of policing found in many police and criminal justice books. Something new and different was needed, because many police history chapters seemed similar. This is not to say that the author will re-write history. Rather, some "spice" is added to the topic. Think about answers to the following questions as you read:

- Why study the history of policing?
- Why think critically about the history of policing?
- How can we think critically about the history of policing?
- What is the history of policing?
- How does the history of policing relate to community policing?

Why Study the History of Policing?

We should study the history of policing because:

- We learn of the origins of policing and how it developed over many years.
- We learn of noted police leaders, their contributions, the obstacles they faced, and their successes.
- History has a tendency to repeat itself. Perhaps we can learn from past mistakes.
- History shows us that calls for change in the way police operate have occurred often since the beginning of policing.
- New movements in policing are often highly touted, politicized, based on limited, if any, supporting evidence, and result in debatable success.
- Policing in the past can be compared to policing in the present to note areas of improvement and areas needing improvement.
- Many new movements and initiatives in policing are modifications of earlier ideas.
- Solutions from the past can possibly be revived and modified as viable solutions for the present.
- We can learn how social, economic, political, and technological forces have impacted police agencies, police officers, and crime control.
- The past helps us to understand the present and anticipate the future.

Do you think knowledge of history can help you with your career decisions? Explain your answer.

Why Think Critically about the History of Policing?

Recorded history is offered to us through the research and writing of historians and other scholars. Their interpretation of history is filled with bias. They must answer many questions as they write about historical events: What subjects should be included in recorded history and what subjects should be excluded? Which countries, ethnic groups, religions, men, women, and minorities have had the most significant impact on historical events? How should social, political, economic, and technological events be interpreted? In *Civilization in the West*, 3rd ed., by Kishlansky, Geary, and O'Brien (1998: xviii), the authors write of their efforts to be more objective and less biased in their interpretation of history:

> . . . we stepped back and asked how we might recast our treatment of historical events to account for a diversity of actors. How did ordinary men, women, and children effect the course of historical events? . . . We took the same approach to the coverage of central and Eastern Europe that we did to women and minorities. Even before the epochal events of 1989 that returned this region to the forefront of international attention, we realized that, in too many textbooks, the Slavic world was treated as marginal to the history of Western civilization.

In reference to the history of policing, how can we be more objective and less biased in our interpretations of events? The author of this book is not exempt from this challenge. What subjects should be included in the history of policing that are presently lacking? What subjects have been overemphasized? *Is there too much emphasis on the minority of corrupt, brutal, and incompetent police, while too little attention is paid to the many commendable deeds of police in protecting citizens and promoting public safety? Does the history and research of policing reflect a bias toward urban police, at the expense of rural police?* The author answers these last two questions with a "yes." In Chapter 6, The Police Subculture, we see research by Westley, Skolnick, and Niederhoffer, written in the 1960s and 1970s, that paints a negative view of both the police personality and their behavior. This research has an urban bias, is often overemphasized in the literature on policing, results in stereotyping of police, and does not portray the many professional, dedicated police of yesterday and today. Chapter 13, Present & Future Challenges, includes a section on issues of policing in the rural United States.

The literature on the history of policing in the United States is dominated by the influence the English have had on our policing system. Why is this so?

Furthermore, why is there an English influence over so many policing systems throughout the world? As we will see in subsequent pages, our policing system has deep roots in England. Our heritage, culture, and political and legal system are English in origin. The history of England shows that this country began the Industrial Revolution and, in the 1700s, became the world's richest manufacturing country. The English ruled the seas and were the greatest traders. By 1900 the English empire, through colonialization, covered about a fourth of the world's land and included about a fourth of its people. It was said that "the sun never set on the British Empire." The English way of life was spread throughout their empire—North America, Africa, India, and Australia, among other lands. During the 1900s, the British Empire declined, but its influence remains today in many cultures of the world.

With these historical notes in mind, would it be correct to state that the history of policing in the world began with the English and their innovations shaped policing globally? Imagine a conference of police historians, from all the countries of the world, gathered to answer this question. How do you think they would answer?

Is the U.S. and English interpretation of the history of policing too biased in favor of the English influence? What about the French influence, or the Oriental influence, among other groups? Although this chapter stresses the English influence on policing in the United States, the French influence is also covered to stimulate research and writing on contributions to policing from other countries of the world.

We can see that thinking critically results in numerous questions, and the questions are easier to produce than the answers. The challenge is to develop quality questions and answers, because, when history is misinterpreted, we distort our understanding of the past and present, which impacts future policing efforts. Furthermore, distortion of history can really be a subtle attempt to influence policy.

At this point in your education, you have studied history for many years. Thinking back on your history lessons, your former teachers, and what you learned, what biases do you think appeared in the historical information presented to you?

How Can We Think Critically about Policing and Its History?

First of all, the author of this book is biased, just like other researchers and writers. Attempts have been made to write an objective book, but it is an impossible task for any writer. Throughout any work, biases surface. In this book, to promote critical thinking and objectivity, and to help the reader understand the concepts and cases of police and community, each chapter begins with one or two "prime your

mind" questions, followed by sidebars and boxed topics that stimulate thinking, an international perspective, and Web exercises. The cases at the end of chapters also stimulate critical thinking by asking the reader to make decisions as a practitioner.

Because our world is filled with many efforts to persuade us, critical thinking skills are essential. The media, advertisers, politicians, teachers, and writers are among the many sources that seek to persuade us. With competing views on many topics, choices become difficult and confusing. We need a method of sorting conflicting claims, weighing "evidence" or "proof," being perceptive to our biases and those of others, and arriving at the best possible decision. David Ellis (1991: 184–185) notes that critical thinking underlies reading, writing, speaking, and listening—the basic elements of communication—and a process that occupies most of our waking hours. Ellis states that the critical thinking process represents a four-step strategy:

Step 1: Understanding the point of view. Effective understanding requires listening without early judgment because many factors shape others' viewpoints. These factors include upbringing, culture, good and bad personal experiences, habits, values, and preferences. Without living in other people's worlds, it is difficult to understand their perspective. When speaking with people, sum up their viewpoints in your own words and revise your summary until they agree with your stated position. When reading, write a summary of what you read and then scan the written work to see if you are on track. Once you understand, you move to the next step.

Step 2: Seek other views. Many viewpoints exist on every critical issue—how to improve education, prevent war, reduce crime, and many others. Each generation produces new answers and solutions. Many voices want to be heard, so seek alternative viewpoints on issues.

Step 3: Evaluate the various viewpoints. Look for assumptions (i.e., the opinion that something is true) when comparing viewpoints. These are at the foundation of a writer's or speaker's argument. Identifying assumptions may be tricky, because they are often unstated and offered without evidence. For example, when an advertiser states, "Successful college students have large vocabularies, so register for our seminar on word power!" this claim contains these assumptions: a cause–effect relationship exists between a large vocabulary and success in college; a large vocabulary is the most important factor for success in college; and the advertiser's seminar is the avenue to a large vocabulary. These assumptions are debatable because many factors result in success in college and the advertiser's seminar may not be as effective as other methods. To test the truth of viewpoints, look for assumptions, exceptions, gaps in logic, oversimplification, selective perception, either/or thinking, and personal attacks.

Step 4: Construct a reasonable view. Each viewpoint we encounter on an issue is one of many approaches to explain an issue. *By studying multiple viewpoints we are able to combine perspectives and produce an original viewpoint. This creative act is the essence of critical thinking.*

When sensational media reports expose police corruption and brutality, do you think the general public applies critical thinking skills, or do they stereotype all police?

What Is the History of Policing?

The police protection of communities today evolved over thousands of years. Many of the questions about policing asked years ago are still being asked today (Purpura, 1997: 116):

- Should police be under local or national control?
- How will the police be funded?
- Should policing and protection be government-operated or contracted to the private sector, or both?
- What role should citizens play in protecting communities?
- What are the functions of the police and what strategies should they employ?
- Should the police serve as social workers, and if so, to what extent?
- How much power should be in the hands of the police, and what restraints should be placed on them?
- Who will police the police and how will this be accomplished?
- To what extent should politics influence police? To what extent should police influence politics?
- In what ways can policing be improved?

Early Civilizations

Germann, Day, and Gallati (1974: 43) write that ancient social order was maintained in small family groups affiliated with clans or tribes. A chief exercised executive, legislative, and judicial powers. The chief would appoint clan members to enforce rules. The idea of **kin police** developed, whereby family, tribe, or clan sought justice, which was retaliatory. Mutilation and branding created the first criminal record, and people were able to quickly identify an offender. Awful punishments were inflicted on offenders, including burning, stoning, flaying, and exposure to wild beasts, among other methods. The **blood feud** developed, which was characterized by prolonged vengeance between families or groups.

As humans changed their way of life—through the domestication of animals and plants, and by living in permanent shelters—commerce and trade grew and the need for law and order (Brinton, Christopher, and Wolff, 1973: 12–17). The blood feud gave way to civil restitution. King Hammurabi (1792–1750 B.C.), of Babylon, gave us the famous **Hammurabi Code**—one of the first codes of law in history—which contained laws outlining the responsibilities of the individual to the group, private dealings between people, and retributive penalties. From this code came "lex talionis," the theory of equal injury inflicted for injury suffered, or "an eye for an eye."

Holden (1992: 4) writes that the Egyptians were one of the first civilizations to develop a police system and written law. About 1340 B.C., river police were formed to patrol the Nile River. They protected commerce, searched ships, and fought pirates.

About 850 B.C., Greece blossomed as an advanced commercial and culturally rich civilization. The Greeks protected themselves through the use of the **polis,** or city–state. The word *police* is derived from the word *polis*, which refers to civic or collective authority. A city–state consisted of a city and surrounding land, protected by a centrally built fortress. Each city–state had its own laws and judicial system. No police system was established. Greek rulers did not view local policing as a state responsibility. Rather, kin police applied tribal custom. Each family served as law enforcers and brought offenders to judicial authorities. *As was the case with most emerging civilizations that were without police forces, when internal conflict arose, the army dealt with the problem* (Brinton, et al., 1973: 46–47; Purpura, 1998: 6–7).

Ancient Rome also developed as a commercial and culturally rich civilization before the birth of Jesus. The Roman army provided internal law and order, besides waging war. Rome sat on seven hills overlooking the Tiber River, which provided advantages for defense. The Romans also created an effective alarm system by placing geese at strategic locations so their very sensitive hearing would trigger squawking at the sound of an approaching army. Augustus Caesar became the first emperor of Rome and ruled between 27 B.C. and A.D. 14. He took the name Gaius Julius Caesar Octavianus, in 44 B.C., after his great-uncle, Julius Caesar, a dictator, was murdered. Augustus Caesar established the **Praetorian Guard** for protecting his life and property. These urban cohorts of 500 to 600 men also served to keep the peace in the city and became an effective police force. Because Rome was ruled by the wealthy, a large underclass was involved in crime and rebellion. Next came Rome's nonmilitary **vigiles,** who developed coordinated patrolling and preventive security. They served as night watchmen who were active in innovative fire fighting. Rome used slaves for fire fighting, plus hand pumps and leather hoses. People carried water in jars to fires or brought large pillows to help victims who jumped from tall buildings. The completion of the aqueducts to Rome improved the availability of water to fight fires (Purpura, 1998: 7; Post and Kingsbury, 1977).

Which of the earlier civilizations do you think contributed the most to the development of modern policing?

The Middle Ages and English Influence

Brinton and associates (1973: 134) write that the centuries between the fifth and the fifteenth were the Middle Ages, that portion of history in the West that lies between ancient and modern times. The early Middle Ages, known as the Dark Ages, was a period following the destruction of Greek and Roman empires. This was a time of **feudalism** in Europe. Because central authority was absent on the