

Community Policing

How to Get Started



Robert
Bonnie

Trojanowicz
Bucqueroux

Community Policing

How to Get Started

Robert Trojanowicz

Director, National Center for Community Policing
Professor, Urban Affairs Programs
Michigan State University

Bonnie Bucqueroux

Associate Director, National Center for Community Policing
Michigan State University



anderson publishing co.

p.o. box 1576
cincinnati, oh 45201-1576
(513) 421-4142

Community Policing: How to Get Started

Copyright © 1994 by Anderson Publishing Co./Cincinnati, OH

All rights reserved. No part of this book may be reproduced in any form or by any electronic or mechanical means including information storage and retrieval systems without permission in writing from the publisher.

ISBN: 0-87084-874-7

Library of Congress Catalog Number: 93-79363



The text of this book is printed on recycled paper.

Kelly Humble *Managing Editor*

Cover photos courtesy of the Lansing (MI) Police Department

Dedication

This book is dedicated to all of the police administrators, upper command, supervisors, and officers who took risks with implementing and practicing community policing. You often met resistance, were ridiculed, and even forced to leave the department because of your commitment to providing community policing services to those citizens you served.

We salute you!

Foreword

Hugo's adage "Stronger than an army is an idea whose time has come" accurately describes the philosophy of community policing in the 1990s. The lack of confidence in America's criminal justice system and the economic dilemma currently facing most American cities has created the need for viable alternatives to "reactive," or traditional, policing. This publication bridges the gap between "new ideas" of community policing and the implementation of new police procedures and practice.

Community policing is an innovative and more powerful way of focusing a police department's energies and talents on the underlying conditions that often give rise to crime and repeated calls for police assistance. With the exception of certain types of "directed patrol," traditional policing employs an incident-driven style—handling each incident as if it had neither a past nor a future related to other neighborhood issues or incidents in the community. By contrast, community policing challenges a department to employ a wider range of tactics and strategies rather than simply rushing to the scene of all reported crimes simply to take a report on a long-gone culprit. Community policing helps police officers and community-based collaborators analyze the reasons that certain incidents arise and helps them devise interventions that will reduce some of the underlying causes. Community policing expands the police officer's "medic bag" significantly by replacing some of the "band-aids" with effective diagnostic, curative, and preventive tools.

While community policing is not a panacea, it promotes mutual trust and cooperation between citizens and police. As the authors state, it helps to empower neighborhoods in danger of being overwhelmed by crime, drugs, and the poisonous mix of apathy, despair and unrest.

There is an air of impoverished drabness, of tired routine, of stagnant monotony in most police functions, but it has been focused in the lack of insight surrounding the causes of crime. The symptoms of the illness afflicting America's police involve conformity and timidity and are expressed by reliance on past practice. However, this is not meant to diminish the day-to-day contributions to public safety that the vast majority of dedicated and hard working police officers make.

Community policing is becoming the operating philosophy in a growing number of police agencies of all sizes throughout the United States and is the productive change that America's communities and neighborhoods need. It is both a philosophy and an organizational strategy that allows the police and community residents to work closely together in new ways to solve the problems of crime, physical and social disorder, and neighborhood decay. The philosophy rests on the belief that citizens in the community deserve input into the police process in exchange for their participation and support. It also rests on the belief

that solutions to contemporary community problems demand freeing both citizens and the police to explore creative, new ways to address neighborhood concerns beyond a narrow focus on individual crime incidents.

The authors make a substantial contribution to community policing by developing a hands-on, practical approach to the implementation of the community policing philosophy. By outlining a clear definition of community policing, the authors have laid a foundation that allows the implementation of community policing practices to be developed and easily understood—putting theory into practice.

Robert C. Wadman
Chief of Police
Wilmington Police Department
Wilmington, North Carolina

Preface

Community policing is being touted by some as the cure-all for the problems within and without the criminal justice system. However, it is not a panacea. There are many obstacles and challenges to community policing becoming a viable catalyst for changing public policy in the future.

Since its inception in 1983, the National Center for Community Policing at Michigan State University has conducted several training sessions, both on and off campus, and has provided technical assistance to numerous communities. The Center has also continued to conduct research and disseminate information via such mechanisms as the *Footprints* newsletter and the *Community Policing Series*. The Charles Stewart Mott foundation provided funding for many of the activities.

The Center has been contacted more than 8,000 times by people seeking information and assistance. Increasingly, police officers and officials have said that they are either doing community policing or are about to begin participating in it. However, there is some question as to whether some of these efforts reflect the necessary elements of community policing or are merely reactions to a contemporary political thrust for police reform. Is community policing just a contemporary "buzz" word with no long-term commitment?

Because of the different perceptions about community policing and the wide variations in its implementation, staff of the Center and staff of the Behavioral Sciences Unit of the Federal Bureau of Investigation have conducted a nationwide survey of all departments that have at least 100 sworn officers or serve populations of more than 50,000 to determine if they are doing community policing, and if so, according to what definition. The return rate of the 17-page questionnaire has been greater than 80 percent, and the results will be shared in a forthcoming publication. There will also be a follow-up questionnaire to sample jurisdictions smaller than 50,000, which represent the vast majority of cities and towns in the United States.

Regardless of how community policing is implemented, its basic elements must be identified so that the community policing officer will have reference points and procedures for carrying out tasks. This book is not meant to provide an answer to every specific contingency that may occur in every community that is implementing or embarking on the journey to implement community policing. Rather, this is an attempt to provide the reference points and logical steps necessary to make community policing a viable reality. In other words, this publication attempts to provide the "skeleton." The specific actors in the community will need to put the "meat on the bones" so that the approach meets the needs of the particular jurisdiction.

This book has been divided into seven sections, with most followed by questions and answers. These questions and answers are the result of queries to the staff at the Center over

the years from hundreds of people interested in community policing. Obviously these are not the only questions that may arise and, likewise, these are not necessarily the only answers. Two examples of commonly asked questions and their “answers” are provided below.

At what speed should a police department proceed in order for community policing to be effective? The department should progress fast enough so that it creates enough tension for change to take place, but not so fast that there is irreparable animosity among the key players. Such animosity could develop between the community policing officer and his or her sergeant, the community policing officer and “regular” motor officers, the department and political leaders, or the department and citizens who are not initially the recipients of the personalized services of community policing. It is like fishing—keeping enough tension on the line to reel in the fish, but not so much tension that the line breaks.

As shown in the above example, an answer may not address the question in absolute terms but may provide a helpful guideline. Other answers may be more definitive:

Is permanent assignment of an officer to an area necessary for community policing to be effective? Permanency (at least 18 months) is necessary so that the officer gets to be known by name, so that trust is established and long-term solutions to problems can take place.

The sections of this book range from the theory and definition of community policing, to the actual duties of the officer, to supervising and evaluating the officer. It is surely not the last word on the subject. Community policing will continue to evolve.

We would like to acknowledge the following people for their assistance with this project: Bruce Benson, Andrew George, Elaine Hoekwaker, Gene Hoekwaker, Tina McLanus, Armilla Simon, Ron Sloan, David Sinclair, Elise Trojanowicz, Susan Trojanowicz, and DeVere Woods.

Contents

Dedication	iii
Foreword	v
Preface	vii

Section One **What is Community Policing?**

1

The Challenge of Defining Community Policing	1
The Big Six	2
The Police Department	2
The Community	2
Elected Civic Officials	2
The Business Community	2
Other Agencies	2
The Media	2
Basic Definitions	2
An Expanded Definition of Community Policing	2
A Concise Definition: The Nine P's of Community Policing	3
Philosophy	3
Personalized	3
Policing	3
Patrols	3
Permanent	3
Place	3
Proactive	4
Partnership	4
Problem Solving	4
The Ten Principles of Community Policing	4
Philosophy and Organizational Strategy	4
Commitment to Community Empowerment	4
Decentralized and Personalized Policing	5
Immediate and Long-Term Proactive Problem Solving	5
Ethics, Legality, Responsibility, and Trust	5
Expanding the Police Mandate	5
Helping Those with Special Needs	5
Grass-Roots Creativity and Support	6
Internal Change	6
Building for the Future	6
What Community Policing is <u>Not</u>	6
The Theoretical Basis for Community Policing	9
Normative Sponsorship Theory	9
Critical Social Theory	9
Enlightenment	9
Empowerment	9
Emancipation	9
Community Policing: A Background	9
Early Foot Patrol Experiments	9
A Growing Trend	10
External Backlash	10
Internal Backlash	11
The Ideal versus the Achievable	11
A City-Wide Strategy	11
Local Conditions	11
Empowering Line-Level Personnel	12

A Department-Wide Commitment	13
Achieving Critical Mass	13
Specifics for Motor Patrol Officers	14
Community-Based Problem Solving	14
Support for Community Policing Officers	14
"Zero Tolerance" of Excessive Force, Abuse of Authority, Incivility, Discourtesy, and/or Insensitivity	14
A New Vision	14
Conclusion	15
Questions and Answers	15

Section Two **The Planning Process:** **A Community Policing Approach to Change**

19

Leadership from the Top	20
Applying Community Policing Internally	20
Involving the Big Six	21
The Police Department	21
The Community	22
Elected Civic Officials	22
The Business Community	23
Other Agencies	24
The Media	24
Strategic Planning	25
A Definition	25
The Elements	25
Clarifying Values	25
Mission Statement	26
Conclusion	27
Self-Assessment Questions: A Checklist	27

Section Three **Understanding and Involving the Community**

33

Defining the Community	33
Technological Changes	34
Involving the Citizens	35
Action Steps	36
Step 1: Information Gathering	37
Encouraging Coalitions	39
Specific Tasks	39
Step 2: Analysis of the Community	40
Step 3: Relevant Group Identification	41
The Initial City-Wide Meeting	41
Choosing a Site for the Meeting	42
Equipment	42
Scheduling the Meeting	43
Publicizing the Meeting	43
The Agenda	43
The Neighborhood Meeting	44
Final City-Wide Meeting	45
Identifying Beats	45
Criteria for Prioritizing Areas	46

Step 4: The Identification of Leadership	47
Step 5: Bringing Leaders of the Relevant Groups Together	48
Step 6: The Identification of Areas of Agreement and Disagreement	49
Step 7: Implementation	49
Step 8: Quality Control and Continuous Development and Updating	50
Conclusion	50
Questions and Answers	50

Section Four **Preparing the Department**

55

Free Patrol Time	55
Benefits of Interaction	56
Parallels to Undercover Work	56
The Commitment to Train the Entire Department	57
Mission-Driven Training	57
Introduction or Orientation Training	58
Basic Academy Training	59
"Dedicated" Community Policing Training	59
Traditional Training	59
Speciality Areas	60
Public Speaking	60
Writing Skills	60
Interpersonal Skills/Racial and Ethnic Relations	61
Crisis Intervention	62
Knowledge of Community Resources and Services	63
Other New-Hire Training	63
Police Officer Field Training	64
Setting the Tone	64
Job Task Categories	65
In-Service Training	66
Maintaining and Reinforcing Momentum	66
Other Specialized Training	66
Educating Supervisors and Managers	66
Sharing of Current Literature and Documentation	67
Ongoing Information Sharing	67
Conclusion to Training	67
The Function of Training	67
Community Input	67
Training and Selection	67
Other Subject Areas	68
Conclusion	68
Questions and Answers	68

Section Five **What Community Policing Officers Do on the Job**

75

General Duties and Activities	76
Sample Specific Job Description	78
Community-Based Problem Solving	79
Examples of Community-Based Problem Solving	79
Problem Identification	79
Disorder	80
Anti-Drug Initiatives	80
At-Risk Youths	81

Women	81
The Elderly	81
Logistical Issues	82
Identifying Beats: Community of Interest	82
Determining Beat Boundaries	82
Optimal Size of the Beat	83
Selecting an Office: Decentralization	83
What the Officer Should Do First	84
Introduction to the Community	85
Daily Routine Activities	85
Specific Responsibilities	86
The Neighborhood Network Center	86
Selection of Community Policing Officers	88
Rookies versus Veterans	89
Selection Criteria	90
Conclusion	90
Questions and Answers	90

Section Six

Supervising and Evaluating Community Policing Officers

97

A New Kind Of Management	97
The Perspective of the First-Line Supervisor	98
Sources of Resistance	98
What Sergeants Want	99
Internal Functions	100
Support from the Administration	100
Inter-Unit Interaction	100
Individualizing Supervision	101
Team Building	101
Supporting the Officers	102
Preventing Burnout	102
Rewards	103
External Functions	104
The Community	104
Elected Civic Officials	104
The Business Community	104
Other Agencies	105
The Media	105
Other Functions	105
Performance Evaluations	105
Opening Up the Process	107
Goal Setting and Problem Solving	108
Building an Evaluation	109
Community Policing Officer Performance Evaluation	109
Outcomes Indirectly Related to Officer Performance	109
Outcomes Directly Related to Officer Performance	110
Quantifiable Activities	110
Opportunities for Understanding	114
Sample Performance Evaluations Analysis Report	114
The First-Line Supervisor	115
Quantifiable Activities	115
Conclusion	117
Questions and Answers	117

Section Seven
The Future of Community Policing

121

Coping with Change	122
The Changing Economy	123
The Changing Family	124
The Changing Face of the United States	125
Civil Disturbance	126
Future Challenges	128
Questions for the Future	128
Conclusion	129

References

131

Appendices

Appendix A:	Comparison of Community Policing to Police-Community Relations	133
Appendix B:	Community Analysis Worksheet	135
Appendix C:	Sample Letter of Introduction	145
	Sample Letter of Routine Property Check	147
Appendix D:	Sample Community Input Questionnaire	149
	Sample Questionnaire to Determine Community Policing Effectiveness	153
Appendix E:	Sample Work Plan for Community Policing Officers	155
Appendix F:	Sample Union-Management Agreement	157

Additional Resources

159

Section One

What is Community Policing?

The Challenge of Defining Community Policing

Community policing has made the transition from being a promising experiment to becoming the wave of the future. Recent research conducted by the National Center for Community Policing in cooperation with the FBI Academy's Behavioral Sciences Unit verified earlier findings that the majority of police departments in major jurisdictions have already adopted some form of community policing reform, or they plan to do so in the near future.

Yet confusion persists concerning precisely what community policing is. What definition are departments using when they claim to be doing community policing?

Is community policing only a philosophy—a new way of thinking? Or must police also change what they do—adopting a new organizational strategy? Is community policing merely a new program, based on stationing community policing officers in beats in high-crime neighborhoods? Or does it require changes in the way that all police personnel, civilian and sworn, interact with and deliver services to the community?

Is community policing just a name for what the best police departments have been doing all along? Is it just another name for problem-solving/problem-oriented policing? How does it differ from other programs, such as crime prevention and police-community relations? Does it turn police officers into social workers?

Community policing's ultimate success or failure rests on reaching a consensus about what the concept of community policing means. If the definition is too vague, then too many programs qualify as already participating in community policing, and it is therefore perceived as requiring no substantive change. And if competing definitions persist, the term is rendered meaningless. It is time to draw clear lines between what community policing is—and what it is not.

This section will define community policing in various ways, to serve different needs. There will be times, such as when a TV reporter thrusts a microphone in front of you and there is no time for detail, that a broad definition serves the purpose. In training sessions or in community meetings, a definition that can both educate and inspire is often needed.

When it comes time to write concrete plans to implement community policing, you will need to grasp the nuances required to explore how and why community policing should be adopted as a city-wide (jurisdiction-wide) strategy with a department-wide commitment.

The Big Six

The Big Six refers to the six groups that must be identified and work together to ensure the success of any community policing efforts.

1. **The Police Department**—including all personnel, from the chief to the line officer, civilian and sworn.
2. **The Community**—including everyone, from formal and informal community leaders such as presidents of civic groups, ministers, and educators; to community organizers and activities; to average citizens on the street.
3. **Elected Civic Officials**—including the mayor, city manager, city council, and any county, state, and federal officials whose support can affect community policing's future.
4. **The Business Community**—including the full range of businesses, from major corporations to the "Mom & Pop" store on the corner.
5. **Other Agencies**—including public agencies (code enforcement, social services, public health, etc.) and non-profit agencies, ranging from Boys & Girls Clubs to volunteer and charitable groups.
6. **The Media**—both electronic and print media.

Basic Definitions

In this media age, even the most complex issues risk being reduced to a 10-second sound bite on the evening news. The reality, of course, is that community policing is far too important and far-reaching a concept to fit into the format of "25 words or less." Yet a failure to provide simple and concise definitions risks having others (who do not understand the concept) write them for you. The following is **an expanded definition of community policing**:

Community policing is a philosophy and an organizational strategy that promotes a new partnership between people and their police. It is based on the premise that both the police and the community must work together to identify, prioritize, and solve contemporary problems such as crime, drugs, fear of crime, social and physical disorder, and overall neighborhood decay, with the goal of improving the overall quality of life in the area.

Community policing requires a department-wide commitment from everyone, civilian and sworn, to the community policing philosophy. It also challenges all personnel to find ways to express this new philosophy in their jobs, thereby bal-

ancing the need to maintain an immediate and effective police response to individual crime incidents and emergencies with the goal of exploring new proactive initiatives aimed at solving problems before they occur or escalate.

Community policing also rests on establishing community policing officers as decentralized “mini-chiefs” in permanent beats, where they enjoy the freedom and autonomy to operate as community-based problem solvers who work directly with the community—making their neighborhoods better and safer places in which to live and work.

A Concise Definition:

The Nine P's of Community Policing

Community policing is a **philosophy** of full service **personalized policing**, where the same officer **patrols** and works in the same area on a **permanent** basis, from a decentralized **place**, working in a **proactive partnership** with citizens to identify and solve **problems**.

Philosophy. The community policing philosophy rests on the belief that contemporary challenges require the police to provide full-service policing, proactive and reactive, by involving the community directly as partners in the process of identifying, prioritizing, and solving problems including crime, fear of crime, illicit drugs, social and physical disorder, and neighborhood decay. A department-wide commitment implies changes in policies and procedures.

Personalized. By providing the community its own community policing officer, community policing breaks down the anonymity on both sides—community policing officers and community residents know each other on a first-name basis.

Policing. Community policing maintains a strong law enforcement focus; community policing officers answer calls and make arrests like any other officer, but they also focus on proactive problem solving.

Patrols. Community policing officers work and patrol their communities, but the goal is to free them from the isolation of the patrol car, often by having them walk the beat or rely on other modes of transportation, such as bicycles, scooters, or horses.

Permanent. Community policing requires assigning community policing officers permanently to defined beats, so that they have the time, opportunity, and continuity to develop the new partnership. Permanence means that community policing officers should not be rotated in and out of their beats, and they should not be used as “fill-ins” for absences and vacations of other personnel.

Place. All jurisdictions, no matter how large, ultimately break down into distinct neighborhoods. Community policing decentralizes police officers, often including investigators, so that community policing officers can benefit from “owning” their neighborhood beats in which they can act as a “mini-chief,” tailoring the response to the needs and resources of the beat area. Moreover, community

policing decentralizes decisionmaking, not only by allowing community policing officers the autonomy and freedom to act, but also by empowering all officers to participate in community-based problem solving.

Proactive. As part of providing full-service policing, community policing balances reactive responses to crime incidents and emergencies with a proactive focus on preventing problems before they occur or escalate.

Partnership. Community policing encourages a new partnership between people and their police, which rests on mutual respect, civility, and support.

Problem Solving. Community policing redefines the mission of the police to focus on solving problems, so that success or failure depends on qualitative outcomes (problems solved) rather than just on quantitative results (arrests made, citations issued—so-called “numbers policing”). Both quantitative and qualitative measures are necessary.

The Ten Principles of Community Policing

These ten principles should inform all policies, procedures, and practices associated with community policing. Many groups use them as a guide when writing their plans, referring to specific principles as justification for or explanation of certain decisions or actions.

1. **Philosophy and Organizational Strategy.** Community policing is both a philosophy (a way of thinking) and an organizational strategy (a way to carry out the philosophy) that allows the police and the community to work closely together in new ways to solve the problems of crime, illicit drugs, fear of crime, physical and social disorder (from graffiti to addiction), neighborhood decay, and the overall quality of life in the community. The philosophy rests on the belief that people deserve input into the police process, in exchange for their participation and support. It also rests on the belief that solutions to today's community problems demand freeing both people and the police to explore creative, new ways to address neighborhood concerns beyond a narrow focus on individual crime incidents.
2. **Commitment to Community Empowerment.** Community policing's organizational strategy first demands that everyone in the police department, including both civilian and sworn personnel, must investigate ways to translate the philosophy of power-sharing into practice. This demands making a subtle but sophisticated shift so that everyone in the department understands the need to focus on solving community problems in creative, new ways that can include challenging and enlightening people in the process of policing themselves. Community policing implies a shift within the department that grants greater autonomy (freedom to make decisions) to line officers, which also implies enhanced respect for their judgment as police professionals. Within the community, citizens must share in the rights and responsibilities implicit in identifying, prioritizing, and solving problems, as full-fledged partners with the police.