Community Oriented Policing
What It Is - Why It Works - How to Get Started

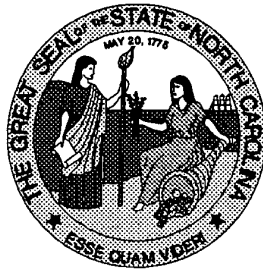An Effective Practices Manual
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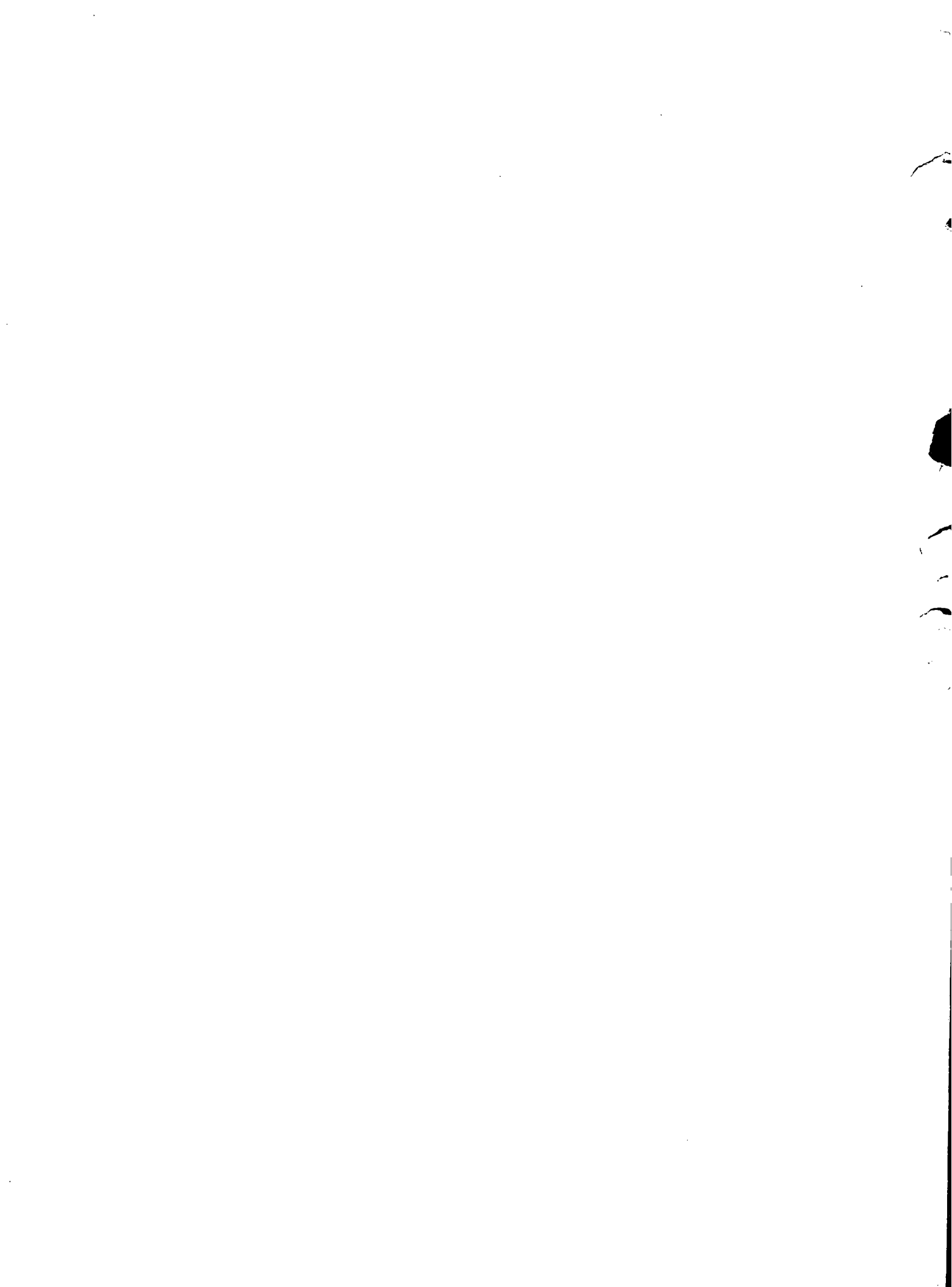Center for Urban and Regional Studies

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COMMUNITY ORIENTED POLICING

WHAT IT IS ~ WHY IT WORKS ~ HOW TO GET STARTED

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INTRODUCTION

Law enforcement agencies in North Carolina today face many challenges. The flow of drugs into our communities persists and crime in the state continues to rise, particularly among our young people. To combat these problems, citizens are demanding improved police services, yet budgets are tight.

To meet these challenges, several police departments in the state have adopted community oriented policing (COP). It promises lower crime rates, reduced fear of crime, better coordination with other city and county agencies, and improved police/community relations. But making the transition from traditional policing to community policing is not easy. It requires fundamental changes in the mission, the organization, and the day-to-day activities of police departments, and it must be handled with great care to minimize disruption and stress.

This manual is designed to assist those wishing to adopt or expand community oriented policing in their communities. It is based largely on the experiences of six North Carolina law enforcement agencies -- the police departments in Asheville, Greensboro, Lumberton, Whiteville, and Morehead City and the sheriff's department in Forsyth County. These pioneers of community policing in the state have learned a lot about what works and what doesn't. This manual is drawn from a 18-month-study of the programs in these communities. (The full report on the study, "Community Oriented Policing: The North Carolina Experience," is available from the Governor's Crime Commission.) In addition, there is a growing body of literature on COP programs around the country, which also contributed to the advice and recommendations presented in this manual.

CHAPTER I

WHAT IS COMMUNITY ORIENTED POLICING?

The term "community oriented policing" - or COP - has been used to describe a wide range of policing innovations, but unfortunately, there is no one commonly accepted definition. As one observer of the movement has commented, "In many quarters today, 'community policing' is used to encompass practically all innovations in policing, from the most ambitious to the most mundane, from the most carefully thought through, to the most casual."[1]

Three essential concepts, however, distinguish COP from traditional policing:

- shared responsibility;
- prevention and a problem-solving orientation; and,
- officer discretion.

Shared Responsibility

Shared responsibility means:

- both police and community residents are responsible for maintaining order in the community;
- there is frequent and sustained communication between community residents and police personnel to build mutual trust and cooperation;
- community residents become more actively involved in crime prevention by reporting crimes and organizing community watch or patrol groups; and,
- police are responsive to what community residents believe are the most important crimes and crime-related problems and are respectful of all community residents.

This typically means that officers are given time to attend community meetings, conduct foot patrols, and interact informally with community residents. It also means officers are assigned "permanent" beats so they and community residents can get to know each other.

Prevention and Problem Solving

Where traditional policing largely involves responding to calls for service once crimes have been committed, COP involves identifying the underlying conditions that lead to crime and then organizing efforts to alter those conditions. Typically, these efforts might involve the collaboration of police personnel, community residents, and other public and nonprofit

organizations in community improvement projects, such as demolishing a "crack house," cleaning up a local park, or developing recreational programs for local youth. This means that officers develop the skills and are given the time to work on these projects.

Officer Discretion

If officers are to be responsive to community concerns and build community trust, they need greater discretion in performing their jobs. Within reasonable limits, they must be given the flexibility to handle problems in ways they believe will be most effective rather than by a rigid set of rules and procedures. Officers are asked to be creative in addressing community problems without resorting to arrest. Operationally, this often requires a more decentralized organization and a flattened command structure.

Major Changes Required

Adopting a COP program often involves making significant changes in the organization, policies, practices, and even the basic mission of a law enforcement agency. COP's emphasis on responsiveness and problem solving stretches both officers and staff in new directions, and the transition from traditional to community policing can be rough, even under the best circumstances.

To be effective, COP should not be simply an "add-on" but part of an entirely new approach to policing, otherwise its effectiveness in reducing criminal activity, residents' fear of crime, and local problems will be drastically limited. COP should be both a citywide approach to problem solving and a department-wide approach to policing. Ideally, *all officers* and *all support staff* participate in the COP program. Although the COP officer may be the most visible symbol of this new policing strategy, the department as a whole must be committed to forging a new partnership with community residents.

COP requires organizational reform by:

- decentralizing operations;
- eliminating some mid-level positions in order to flatten the organizational structure;
- increasing the accountability and responsibility of officers;
- changing departmental performance and evaluation systems;
- and training officers in new skills.

COP aims to alter the relationship between officers and the community by replacing impersonal, reactive traditional policing with the more personal, proactive community oriented approach. This new philosophy of policing cannot evolve without proper recruitment and training

A New Role for Officers

The most dramatic difference between traditional and community policing is found in the new roles of COP officers. With its emphasis on problem solving and working with residents, COP requires that officers learn new skills, knowledge, and attitudes while refining and modifying their traditional policing skills.

These new skills include:

- working with local residents as partners in solving problems;
- making presentations to community groups; and,
- involving other public and nonprofit agencies in community improvement efforts.

This new role requires new attitudes toward community residents, toward policing activities, and most importantly, toward law enforcement ethics. Residents are no longer seen as part of the problem, but instead become partners in the solution. Policing goals remain essentially the same, but the *means* of achieving those goals change - from a focus on rapid response, reactiveness, and arrest to a proactive strategy of problem-solving and community involvement. Finally, the greater individual autonomy associated with COP means that it is essential that officers hold a strong belief in the fair and ethical use of police powers.

What COP is NOT

In order to fully understand what community oriented policing is, it is helpful to know what it is not.

- Community oriented policing is not "soft" on crime;
- Community oriented policing is not a top-down approach;
- Community oriented policing is not risk free; and,
- Community oriented policing is not a quick-fix.

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Not Soft on Crime

COP does not mean that officers do not make arrests or refuse to answer calls for service, nor does COP turn officers into social workers. COP officers, like any other officers, do make arrests, but they consider arrests to be *only one tool* in solving community problems. Other strategies, which can include input from community residents or help from other city agencies, are equally valid and useful and have always been part of policing. The measure of successful policing should be not merely the number of arrests but the extent of community involvement in addressing community problems.

Not a Top-Down Approach

COP seeks fundamental changes in the paramilitary command structure of traditional policing by shifting more power, authority, responsibility, and accountability to officers. COP asks supervisors to empower officers by encouraging creative problem solving, by supporting them when they make honest mistakes, and by giving them the freedom and autonomy to solve problems in their communities. Supervisors do not dictate these organizational changes but include officers and support staff from all levels of the organization in planning and implementing them.

Not Risk Free

COP is not a risk free way to solve local problems. By challenging officers to be creative and to take chances when dealing with community problems, COP can lead to failure or mistakes. Officers need to be aware of these possibilities and to know that honest mistakes will not reflect negatively on their performance evaluations. In addition, COP is not risk free in that it asks officers to get out of their cars, meet residents, and interact with local organizations. To meet these new challenges, officers must be equipped with new safety procedures.

Not a Quick Fix

COP is not a panacea. Although community-based problem solving can yield immediate successes, COP is a long-term investment in a new policing strategy and its impact on the local community may not become fully evident for years. This is especially true for interventions with juveniles. Neither does COP mean that all community residents will come to love the police. Yet once officers show they are committed to this new strategy, residents are likely to respond more positively to them.

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Community oriented policing offers great promise for departments willing to accept changes in organization, in the role of officers and supervisors, and in the relationship with the community. COP will not make crime go away or cause all residents to love police officers, but it can dramatically improve police/community relations and prevent some crimes from being committed.

CHAPTER II

WHY ADOPT COMMUNITY POLICING?

In spite of the large-scale changes involved in adopting community oriented policing, there are compelling reasons to institute such programs:

- to prevent crime;
- to improve police/community relations;
- to reduce the fear of crime; and,
- to develop political support.

Preventing Crime

Traditional policing, with its emphasis on motor patrols, has had limited success in deterring and controlling crime. Many types of crime, such as burglary and larceny, typically have quite low clearance rates. This is because:

- crimes often are committed out of view of motor patrols and are not discovered and reported until well after the offenders have left the area;
- the ratio of police officers to possible crime targets is extremely low, and officers are not likely to come across crimes in the course of routine patrols; and,
- traditional policing techniques place most of the effort on apprehending offenders after crimes have been committed rather than on deterring the commitment of crime.

Community policing, on the other hand, emphasizes preventing crime before it is committed by encouraging community residents to become the "eyes and ears" of the police.

Improving Police/Community Relations

Community policing has been shown to improve police/community relations by building trust between the police and the community and by changing the perceptions of each toward the other. In many communities, there are deep divisions between the police and some segments of the community. Residents do not trust the police to treat them fairly, and the police do not trust residents to come to their aid in a crisis. These feelings are sometimes based on real events and sometimes on stereotypes and misperceptions. Regardless of their source, the lack of person-to-person contact between residents and police tends to deepen their mutual mistrust.

COP provides opportunities for citizens and police officers to get to know each other as people. In their book, *Community Policing: How to Get Started*, Robert Trojanowicz and Bonnie Bucqueroux write, "Community policing reduces and even eliminates anonymity on both

sides. It reduces the likelihood that officers will abuse their authority or use excessive force, not only because they may be less likely to abuse people they know, but also because community policing officers know that they will be back in the community the next day ... The residents cannot be anonymous either, they need to 'step forward' and do their part."[2]

Reducing the Fear of Crime

Traditional policing methods do little to lessen the fear of crime, which causes emotional distress and keeps people in their homes at night or away from certain places, abandoning the streets to the criminals. Research has shown that the level of fear is only loosely associated with actual crime rates. More important are incivilities - those physical and social signs of disorder, such as abandoned houses, broken windows, litter, and groups of teens hanging out on street corners. To lessen the fear of crime, community policing programs address these incivilities by enlisting the aid of other city agencies and of community residents.

Developing Political Support

In this era of budget cutbacks, police departments needs as much support as possible, because they are likely to fair much better at budget time if they have the support of civic and business leaders and other community residents and organizations. COP activities can help develop this crucial support.

CHAPTER III

WHAT EVIDENCE IS THERE THAT
COMMUNITY ORIENTED POLICING WORKS?

Evidence on the effectiveness of community policing comes from studies on COP programs in other states and the experiences of six North Carolina law enforcement agencies. Based on this research, we find that COP has a positive impact in four areas:

- community satisfaction with police services;
- officer satisfaction with their jobs;
- fear of crime; and,
- actual crime.

Community Satisfaction with Police Services

Perhaps the strongest argument for community policing is that it offers the potential to improve relations between the police and citizens by sharing responsibility for solving community problems. Police are more visible to community residents and have more opportunities to interact with them on a more personal level. In this way, officers become more knowledgeable about community problems and can provide better service to the community.

According to existing research, COP programs have consistently improved citizen evaluations of police services:

- eight Neighborhood Oriented Policing programs reported improvements in police/community relations as well as increases in the levels of community involvement and organization;[3]
- COP programs in six large cities found improvements in the popular assessments of police performance;[4] and,
- in a COP program in Madison, Wisconsin, "the community did notice the difference in the police service they received and showed a statistically significant increase in faith that police were paying attention to 'important' problems."[5]

A survey of five North Carolina cities with COP programs resulted in similar findings. Asked whether police protection in their neighborhood had gotten better, stayed about the same, or worsened over the two-year-period in which community policing was adopted in their communities, residents were much more likely to respond positively than negatively.

(See Figure 1) These responses are even more impressive given that the residents live in neighborhoods with traditionally poor police/community relations. Large majorities also felt the police were doing a "good" or "very good" job in dealing with problems of neighborhood concern and were "somewhat polite" or "very polite" when dealing with residents.

Figure 1: Citizen Perceptions of Change in Police Protection Over Last Two Years
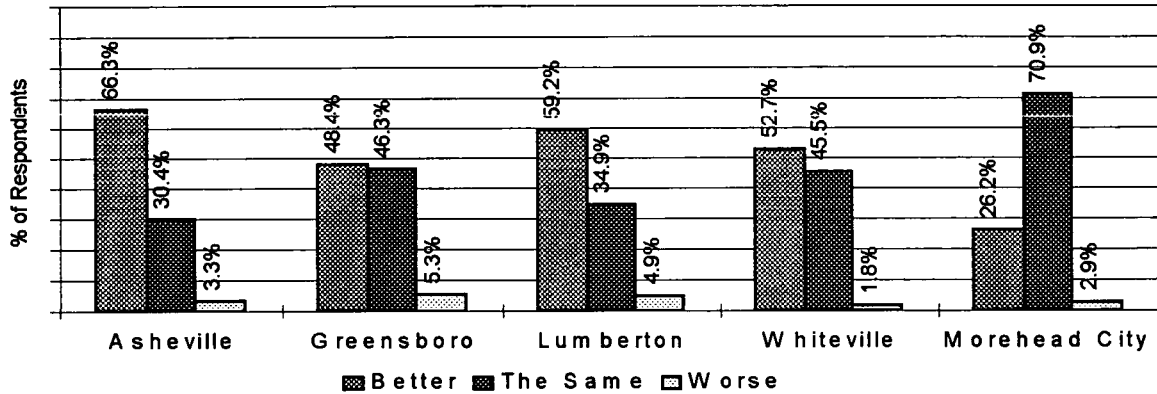
Officer Satisfaction

Community policing supporters maintain that COP improves job satisfaction by giving police greater discretion, decision-making authority, and control over their work environment.

The research on the impact of COP on job satisfaction is limited but consistent, with most studies showing that officers involved with COP are more satisfied with their job and have more positive attitudes toward the local community, their police department, and their supervisors. Officers also reported more opportunities for personal growth.[6]

A study in New York City[7] found that officers assigned to a special community policing unit enjoyed the flexible work hours, the opportunity to try something different, the ability to interact more directly with the community, and the opportunity to be independent and "off the radio."

On the other hand, they complained about the loss of excitement, dull foot patrol beats, a lack of opportunity for advancement, and a lack of a clear reward.

The experiences of the six North Carolina law enforcement agencies confirm these findings. The COP officers were much more likely to enjoy nearly all the things they do on

the job, feel a great sense of personal satisfaction, and decide on their own how best to do their jobs. (See Figure 2.)

Figure 2: Job Satisfaction among Police Officers In the Six Communities Studied

My job assignment permits me to decide on my own how to do the job.

I enjoy nearly all the things I do on my job.

I feel a great sense of personal satisfaction when I do my job well.

COP Officers   Other Officers
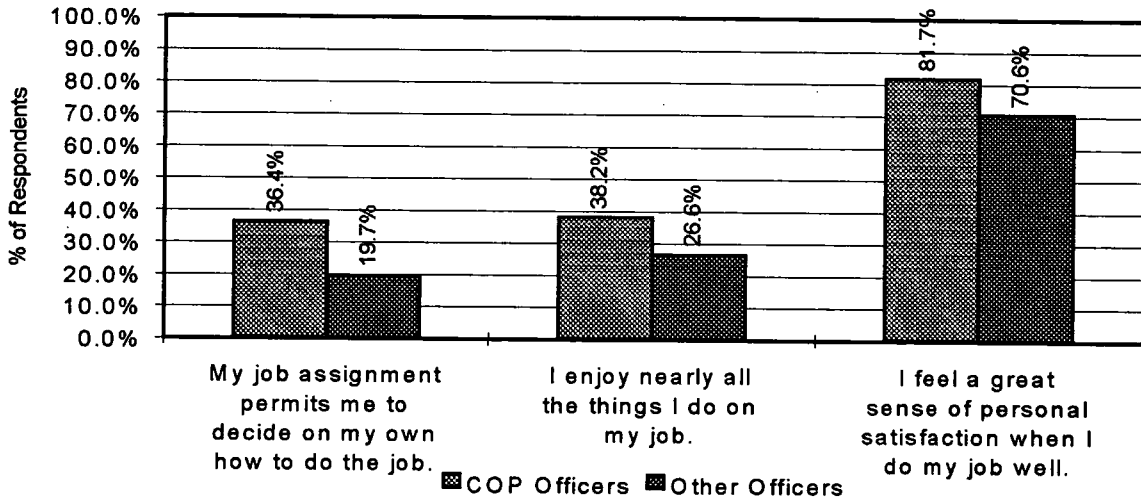
A large majority also supported the adoption of community policing in their departments. (See Figure 3.)

Figure 3: Officer Support of their Department's Move to COP

Asheville   Greensboro   Lumberton   Whiteville   Morehead City   Forsyth County

Support   Don't Support

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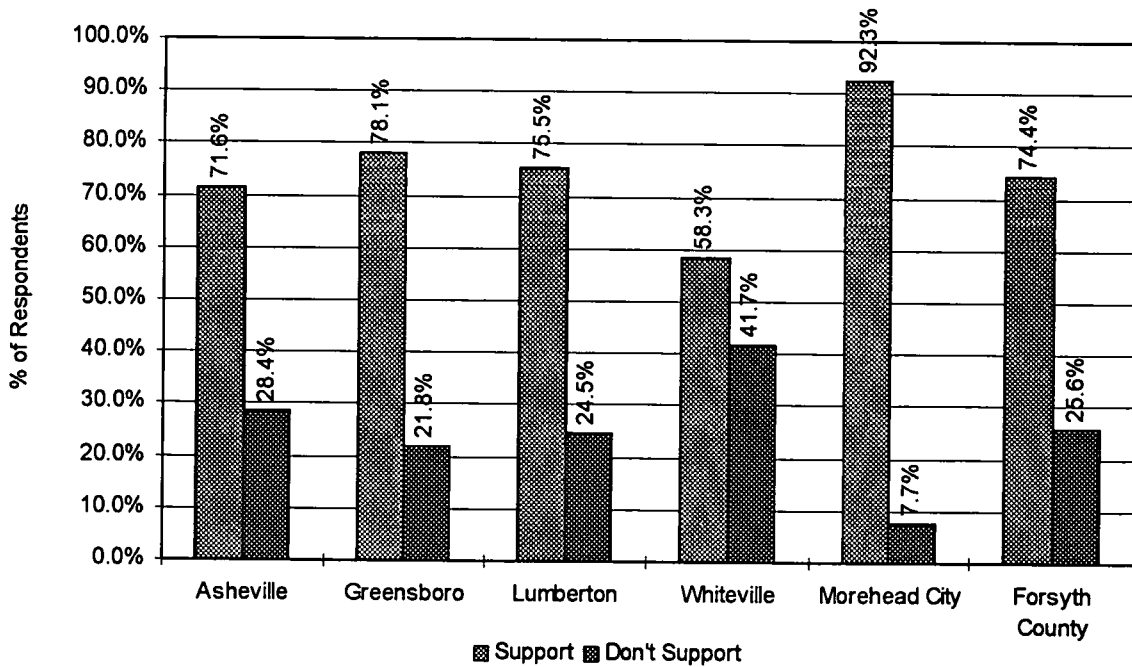
Fear of Crime

Evidence is varied on the impact of COP on the fear of crime. Two studies have found positive impacts:

- in Newark, N.J., and Houston, Tex., community oriented strategies, such as neighborhood substations and door-to-door contacts, reduced citizen fear of crime;[8] and,
- in Baltimore County, Md., a problem-oriented approach to COP reported a drop in fear levels in target areas, with the greatest decrease during the problem-oriented stage of the program.[9]

Other studies, however, found that the impact of COP on the fear of crime was either mixed or nonexistent:

- in one study, only six of the eleven programs reported that fear or worry about crime decreased;[10] and,
- an assessment of eight COP programs reported mixed results.[11]

Although it is difficult to document changes in the level of fear, the North Carolina study showed that residents in two communities (Lumberton and Morehead City) felt less fearful than they did prior to COP. (See Figure 4.)

Figure 4: Changes in Citizen Fear Levels over Last Two Years
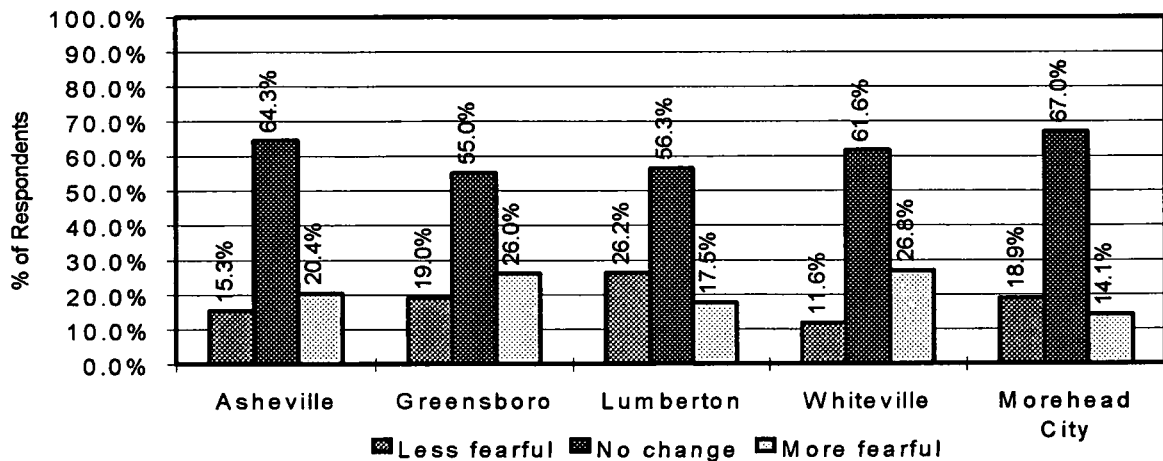
It is unclear why fear has not decreased in some of the cities, given that most residents where COP programs are in place think their neighborhoods have become better places to live and are more satisfied with police service. It may be that increased media attention to the nation's crime problem is at least partially responsible for the persistent fear of crime.

Actual Crime

Again, the scant research on the impact of COP on service calls and crime rates is mixed:

- in Philadelphia, the implementation of COP is credited with a decline in the number of service calls in that city;[12]
- in Baltimore County, a problem-oriented approach is credited with moderate reductions in reported crime and services calls;[13]
- in Chicago, robbery and auto thefts declined in three of five districts;[14]
- in only three of fifteen areas studied, victimization declined significantly;[15] and,
- in a public housing development, foot patrols without a more comprehensive COP program showed no overall reduction in either service calls or drug arrests.[16]

In North Carolina, the results were also mixed. The reported crime rate in Asheville dropped sharply between 1992 and 1995, while the crime rates in Greensboro, Lumberton, and Morehead City increased slightly, largely due to crimes against property rather than violent crimes. In both Greensboro and Whiteville, the areas targeted by the COP programs showed either a leveling or a decline in crime rates in the most recent year studied.

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Given the relative newness of community policing, its full potential is yet to be known. The early evidence suggests that COP may be most effective in improving citizen/police relations and in increasing job satisfaction among officers. Its impacts on the fear of crime and crime rates are more uncertain. Based on initial experiences in North Carolina agencies, however, the evidence is encouraging that community policing can and will reduce both the fear of crime and actual crime.

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CHAPTER IV

HOW DO YOU BUILD SUPPORT FOR
COMMUNITY ORIENTED POLICING?

Experience shows that the key to a successful COP program is to build support for community policing both within the department and within the wider community *before making any changes*. This will:

- make the transition to COP easier;
- reduce resistance to change among officers; and,
- ensure the help and support needed from outside to implement the program.

Internal support, especially among officers, can reduce resistance to COP within the department. It is equally important, however, to have the support of local community groups, politicians, representatives of social service agencies, and business leaders. Several strategies used by law enforcement agencies both in North Carolina and across the country to build external and internal support are suggested here.

Building External Support

Building external support for COP is usually much easier than building internal support, because most residents, local politicians, and social service agency representatives like the philosophy underlying COP. Of the six participating agencies in North Carolina, only Greensboro experienced any resistance from outside the department. It came from two groups and was short-lived. Several social service agencies were concerned that COP would adversely affect their city funding. In addition, the leaders of some neighborhoods outside the initial COP areas believed the program would push crime from the COP areas into their neighborhoods. Once the department expanded COP to a citywide effort, however, the neighborhood leaders became program supporters.

There are several steps in establishing external support:

- explain the philosophy and benefits of COP to all community groups;
- establish a leadership council;
- maintain contact with all groups through regular meetings and progress reports;
- highlight accomplishments; and,
- sustain the effort to move the department toward COP.

Explain the Philosophy and Benefits

The first step in building external support is to meet with community leaders, local politicians, other city and county agencies, and local business groups to explain in clear language what COP is, and what it is not. These meetings should stress the potential benefits of COP to each of these groups. For example, one benefit of COP is better, unbiased service to minority communities. Another benefit is that a law enforcement agency working with residents reflects well on local politicians.

The meetings also need to stress the limits of community policing. COP should not be oversold. Officers still arrest criminals, issue citations, and investigate crimes, just as they did under traditional policing. Criminals do not disappear as soon as COP goes citywide, and every resident does not suddenly welcome officers into the neighborhood. Community problems are addressed, but COP cannot solve long-term endemic problems, like poverty and unemployment. COP is not *the* solution to all problems.

Establish a Leadership Council

Another way to build outside support is to include all interest groups in planning and implementing the program. A good way to do this is to establish a leadership council. In Whiteville and Lumberton, the leadership councils are made up of citizens, business people, media representatives, elected officials, representatives from public service agencies, such as public works and social welfare, and police officers. The councils typically meet quarterly or as often as necessary to work with the department in setting goals and priorities. The councils also provide a forum for the department to keep the community informed about changes in policing strategies and for members to give the department feedback on how well the priorities and goals are being met.

Maintain Contact

Building external support requires constant communication with individuals and groups outside the department. Community Watch groups, media outlets, and newsletters are other ways to maintain contact with community residents and keep them informed about changes in the program.

Highlight Accomplishments

Even more important than announcing changes in the program, however, is the need to publicize its accomplishments. Good communication allows the department to highlight ways in

which officers and residents work together to solve local problems. Listen to community residents. Let them know what you are doing. Let them know how you are doing it.

Sustain the Effort

Finally, the move toward COP requires a long-term commitment. There is a history of short-term efforts to improve the quality of life for residents in minority or poor communities. They usually last only as long as they are in fashion and then are dropped for some new fad in community improvement. If COP is to maintain shared responsibility and build lasting relationships within the community, it cannot be offered as a new policing strategy and then changed to something else after a few years. If the department is to move toward this new policing style, it must be committed for the long-haul. *Consistency* in your effort is the best way to build and maintain community support.

Building Internal Support

The strongest, most prevalent, and most persistent challengers to COP are some rank and file officers and mid-management personnel. In each of the six North Carolina departments, the most serious obstacle to COP was officer resistance to the changes in behavior, control, and supervision that COP required. In Asheville, for example, some officers felt that the department was "going soft" and did not want to get out of their cars to do foot patrols. In the Forsyth County Sheriff's Department, rank and file officers saw the program as making their jobs more difficult by reducing the number of patrol officers. In Lumberton, the internal backlash to COP became so intense, the chief almost lost his job.

Only in Whiteville and Morehead City was officer opposition relatively mild. There the chiefs worked hard to prepare their departments for the transition and involved officers in designing the programs. Based on these experiences, there are a number of concrete steps that can be taken to build support within the department:

- train officers on the concept and benefits of COP;
- identify COP supporters and use them to build additional support;
- communicate clearly to all departmental personnel support for COP; and,
- go slowly but stay the course.

Train Officers

The relatively mild resistance to the transition to community policing in Whiteville, according to the chief, was due partially to the fact that during the first year of his tenure community policing was not mentioned. Instead, the focus was on changing the organizational

culture of the department and empowering officers. Courses were offered on Total Quality Management, which focused officers' attention on how to improve services to the department's "customers" (i.e., community residents), and on the characteristics of highly effective people, concentrating on how officers could take more control of their careers and better handle situations in their beats. These courses set the foundation for future changes.

Contrast this to the troubled transition to COP in Lumberton, where the local community expected significant changes in the department over a very short time. Despite the chief's best efforts, he did not have time to prepare the department for COP, and officers felt the transition was being imposed on them and that COP officers were not doing "true" police work. This strong resistance to COP colored the entire move in Lumberton to community policing.

Identify Support

Identify officers who are most supportive of COP and slowly move them into positions of power and influence. They can also become the first COP officers in the department, showing others the benefits of this new policing strategy. In addition, supporters in middle management positions are vital to the success of COP. Perhaps not all middle managers can be replaced with COP supporters, but having some in leadership positions greatly reduces the chances of backlash and provides a base of support within the department.

Communicate Support

Departmental personnel must believe that the chief is genuinely committed to COP and that COP is not just another policing fad that is here today and gone tomorrow. Work to gain support among middle managers by:

- involving them in the design of the program;
- providing additional training; and,
- encouraging and rewarding appropriate behavior.

This commitment to COP must also be communicated directly to officers through meetings and by sponsoring ongoing training sessions on community policing. Chiefs can set an example by attending community meetings and participating in problem-solving activities.

Go Slowly

Building support within the department will take time. COP requires significant changes in the organizational culture of the department, the structure of the department and the role of officers, none of which comes easily. All law enforcement agencies will experience some

resistance to this new style of policing. Go slowly in efforts to build support, taking the time to bring the officers and managers along. *Making too many changes in a short period of time is a prescription for strong backlash and opposition from officers.*

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The move to community policing requires support from both within and without the department. Ideally, the process of building support begins well in advance of the organizational changes, so that as many local groups as possible are involved in planning the COP effort. This is the best way to garner support. People who feel they have a hand in building the program will be much more supportive. Education and communication also help ease the transition.

CHAPTER V

HOW DO YOU DESIGN A COMMUNITY ORIENTED POLICING PROGRAM THAT IS RIGHT FOR YOUR COMMUNITY?

These suggestions on designing a community oriented policing program are based on the experiences of six law enforcement agencies in North Carolina. Although the North Carolina COP programs have some common features, each is unique. In designing a COP program, it is important to remember that COP is not a "one size fits all" style of policing and there is no single COP program, nor a single strategy for developing such a program.

Each department must assess its resources and the community's characteristics in order to design a program that reflects the specific needs of its community. Communities differ in many ways, in racial composition for example, or in how urban or rural they are. Foot patrols may work well in a densely populated section of a city, but car patrols may be the only effective means of covering large suburban or rural areas.

The Importance of Process

Remember that putting together a community oriented policing program takes both planning and time. Do not try to develop a program all at once, for you can never be certain of what will work and what won't. The design phase is a process during which many different things are tried before you decide what is right for *your* department and community. In addition, always look for ways to improve the program. Focus on:

- developing a strategy for implementing COP gradually;
- getting feedback from the community and officers on specific COP proposals; and,
- making changes where necessary.

The ultimate goal is to give officers discretion so that they can work with citizens to solve local problems and prevent crimes before they happen.

Designing a COP program for your community should include the following steps:

- revise the mission statement;
- establish a transition team;
- include all ranks in planning the transition;
- stay focused on the goal of a department and city/county wide program;
- visit other programs to see what they are doing; and,
- do not be afraid to experiment.

Revise Mission Statement

Since an organization's mission statement provides the touchstone for all organizational activity, it should reviewed to see if it captures the philosophy of COP. If necessary, it should be revised to emphasize the ideas of respect for all citizens, community involvement, a customer service orientation, crime prevention, problem solving and collaboration with other city and non-profit agencies. (See Appendix A for examples of mission statements.)

Establish a Transition Team

The transition team, composed of officers from all ranks and support staff, develops a strategic plan identifying the organizational changes needed to implement COP and establishes a time-line for making those changes. The strategic plan should reflect the suggestions, concerns, and criticisms of all team members.

Include All Ranks

Incorporate suggestions from officers, middle management, and support staff in planning the transition. Since officers and supervisors will be responsible for implementing the changes, giving them a voice reduces the perception that COP is being imposed from the top down. Including officers in the planning and implementation is also part of the philosophical change COP brings to law enforcement management. Rather than maintaining the top-down, paramilitary command style associated with traditional policing, as much as possible practice participatory management.

Stay Focused

During the design and implementation phases, you may have to deal with resistance or morale issues. The key to success is to always stay focused on your goal of expanding COP throughout both the department and the city (or county). If you are committed to community policing and stay focused, other officers and support staff will come around.

Visit Other Programs

The transition team can gain valuable information by visiting other law enforcement agencies and learning about their COP programs. Remember, the more information you have, the easier it is to develop a plan. Some of the questions team members will want to ask are:

- What changes did the department make and how long did it take to make them?

- What were some of the problems the department encountered, and how did it overcome them?
- How were community members and local public officials persuaded to participate in COP initiatives?
- If the department received outside funds to implement COP, where did they come from, and how were they located?

Experiment

Finally, do not be afraid to experiment with something new and different. COP encourages innovation and creativity, and the best place to begin is in the design process. Encourage the transition team to think about policing from a problem-solving perspective and consider all possibilities: flexible work schedules, cooperation with drug and alcohol treatment centers, decentralized substations, merging patrol and detective functions, etc.

A good example of how experimentation can work comes from Lumberton, which had a major prostitution problem in 1996. The police department first employed a traditional tactic; they arrested the prostitutes and used undercover female officers to write citations for soliciting. But the situation became so intense the chief eventually had to pull the female officers off the street. They could not keep up with all of the tickets, and they had to identify themselves as officers in order to stop men from soliciting them.

The department then began to look at the situation from a COP perspective. A social worker was hired to work with the women, some of whom had not been to a doctor in years or were addicted to crack. Today, over half the women are in treatment or halfway houses. "The social worker did more to solve this problem in a month than officers could have done in two years under traditional policing," Lumberton Police Chief Harry Dolan said. In addition, this one experience prompted many officers to think there might be something to COP, that other professionals might be able to help the police in their work, and that there might be more to policing than making arrests and issuing citations.

Examples of COP Activities

No single policing activity makes a COP program, nor do myriad activities. COP is officers and residents working together to solve local problems. COP is residents establishing new relationships with officers and officers adopting new attitudes and behaviors toward residents.

The following activities are only some of the strategies that could be used to implement this new philosophy of community oriented policing:

- fixed beats;
- foot and bicycle patrols;
- decentralized substations;
- organizing community watch groups; and,
- working with other city/county agencies.

Perhaps the most common COP activities, and ones that are used by all six North Carolina agencies, are having officers on fixed beats and on foot or bicycle patrol.

Fixed Beats

Having a fixed beat means an officer is assigned to the same patrol area for an extended period rather than being moved around the department's jurisdiction. Officers stay within their assigned areas, leaving only to assist other officers in an emergency. Having a fixed beat is an excellent way for an officer to establish rapport with community residents, because the officer can see residents and interact with them on a regular basis. With a fixed beat an officer gets to know one area well, which improves the chances that the officer will see a problem before it develops into something serious.

Foot and Bicycle Patrols

Foot and bicycle patrols get officers out of their cars and interacting with residents face to face, reducing the physical and social distance between officers and residents. Foot and bicycle patrols, however, are also the COP activities officers seem to resist the most. It is easy to see why this is the case. The patrol car is a comfortable refuge during the hot, humid summer and the cold, damp winter. It is also a protective shield against aggressive citizens. On the other hand, the patrol car separates officers from the community and limits their interaction with residents. An officer on foot or bicycle patrol uses sight, sound, and smell to gather information; an officer in a car can use only sight.

Decentralized Substations

Decentralization, which usually means opening a permanent substation in a neighborhood or community within the jurisdiction of the agency, is another strategy for closing the distance between the agency and the community. At the same time, decentralization increases officer discretion. In Lumberton, for example, where the police department has a permanent substation with both officers and detectives in each of the city's four sections, the station commander is a

mini-chief, with the authority to assign officers and allocate resources without prior approval of the chief.

Community Watch Groups

Community Watch groups empower residents to solve problems in their neighborhoods and give officers another opportunity to interact with residents. In Asheville, for instance, officers help residents develop and maintain Community Watch groups. There are extensive volunteer opportunities for residents. In 1995, there were 176 active community watch programs in the city. The department also sponsors four citizen patrol groups with fifty-two active participants. Officers regularly organize and attend community meetings to discuss crime problems and what can be done to address them. The Asheville Police Department also developed a community resource directory that lists police department contacts for commonly asked questions.

Working with Other Agencies

Working with other agencies allows the department to stretch resources to solve crime-related problems. For example, extra lighting along certain streets can deter criminal activity and make residents feel safer, but officers cannot add the lights themselves. They need to work with the public works department.

In Greensboro, the COP program has greatly improved the relationship between the police department and other agencies. COP officers work with the Greensboro Housing Authority, helping residents address problems and identifying and evicting tenants who may be engaged in criminal activity. During training, new officers learn about other city agencies and sources of support within these agencies, and now many officers know where to go for assistance. For example, when COP officers wanted to conduct a citizen survey in their district, they visited the planning office for help designing the survey.

By working with individuals and organizations outside the department, officers can expand the resources available for reducing both crime and fear of crime.

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CHAPTER VI

HOW DO YOU IMPLEMENT
COMMUNITY ORIENTED POLICING?

To implement a COP program, a law enforcement agency will need:

- a plan;
- financial support;
- a new recruiting strategy;
- a new training focus; and,
- new performance standards.

A Long-Range Plan

Making the transition from traditional to community policing requires an explicit plan, but one that is *implemented slowly*. This is usually a five-year plan specifying how the department will move toward community policing. Although the chief is responsible for its development, the plan must be *understandable to the officers*. Why are certain organizational and performance evaluation changes being made? What is expected of officers, middle management, and support staff under community policing? What is the sequence of steps the department will take in its move to COP and when will each step be completed? These and other questions need to be answered to the satisfaction of the officers. A beautiful document, with colorful charts and complex flow diagrams, is not useful if it is not comprehensible to the officers who will have to implement and live with any changes.

It is imperative to go slowly with the move to COP. The best way to reduce resistance to COP is to:

- prepare officers and staff for the change;
- include them in the design process; and,
- make the transition over a number of years.

The experiences of the six North Carolina agencies show that the faster you try to implement COP, the more likely you will be to encounter strong resistance from officers.

Financial Support

COP is not a strategy for saving the department money. It is, in fact, more labor intensive than traditional policing, and you may need additional funding to pay for this new style of policing. In the six North Carolina departments, funding for COP came from federal, state, and local governments. Direct federal funding supported the programs in Greensboro, Lumberton, Morehead City, and Whiteville, with each receiving a U.S. Department of Justice grant to hire and equip community police officers. Grants from the North Carolina Governor's Crime Commission helped start the COP programs in Asheville, Forsyth County, Lumberton, Morehead City, and Whiteville. The North Carolina Drug Cabinet granted funds to the Greensboro Police Department. In Forsyth County, Greensboro, and Morehead City, local governments have made special appropriations to support COP programs; in Asheville and Greensboro, financial assistance was provided by local housing authorities.

Most departments continue to rely on a series of grants to fund their COP programs. In Lumberton, for example, of the 69 sworn officers currently in the department, 53 are financed by the city, six by the 1993 Crime Bill, seven by the U.S. Department of Housing and Urban Development, two by the city's Housing Authority, and one by Robeson County. In Morehead City, the program has financial support from the North Carolina Governor's Crime Commission and from the U.S. Department of Justice. In Whiteville, most of the money to cover the cost for the two community police officers and the community policing sergeant comes from a grant from the North Carolina Department of Crime Control and Public Safety.

An important concern is what will happen to these programs when state and federal grants funds are exhausted. In Forsyth County, the sheriff's department became the only agency to finance its COP program solely with local funds after its original two-year grant from the North Carolina Governor's Crime Commission expired. The department receives $50,000 annually and an office, renovated and furnished with the help of local businesses, from each of the four participating municipalities to support each town officer. Any additional costs of the program are paid out of the sheriff's annual budget.

Recruiting

An integral component to community oriented policing is recruiting the right kind of person. Traditionally, the ideal officer was someone who was distant and impersonal in their dealing with the public and who followed rules and procedures. Rightly or wrongly, these officers were often perceived by some segments of society as overly aggressive. Departments also tended to hire people who liked to make arrests, write tickets, and act aggressively toward suspects. These were people who enjoyed the adventure of police work.

A different set of skills is needed, however, for community policing. For example, COP requires good communications skills, the capability to develop rapport with local residents, and the ability to conceive innovative solutions to local problems. Should good communication and social skills be a precondition of employment or should any deficiencies be targeted in training, after hiring? Most of the chiefs in the six North Carolina agencies believe that a "good" hire is someone who at least is willing to acquire the skills and knowledge necessary for COP. They also like recruits who are willing to take risks and rock the boat when trying to solve problems. (See Appendix B for examples of COP job descriptions.)

It is essential that law enforcement agencies add women and minorities to their ranks, since COP developed partially in response to problems between police and minority communities. Sensitivity to cultural and racial issues requires departments to hire not only people who can work with diverse groups but who are themselves members of those groups. Women and minority officers may also:

- help improve a department's image;
- help improve community relations; and,
- foster a more flexible, less aggressive approach to keeping the peace.

Training

The movement from traditional to community policing, according to Robert Trojanowicz and Bonnie Bucqueroux, "requires a dramatic shift in training from a focus on mastery and obedience to a focus on empowerment."[17] Community oriented policing does not mean that trainers can ignore courses on patrol procedures, investigations, or the use of force. These topics are important, but they should be taught within the larger context of community policing principles of problem solving, community cooperation, and ethical practices. *COP should be a common thread running through as much of these "traditional" courses as possible.* An officer training in the use of force, for example, should become technically proficient in order to protect self and others, but the training should also include an awareness of the community's concern about certain methods. Training needs and resources are covered in more detail in Chapter VII.

Performance Standards

If traditional criteria are used to evaluate officers, then it is only logical that officer behavior will conform to traditional policing practices. Community oriented policing requires an evaluation system that reflects the new duties and role expectations of the COP officer.

In Asheville, for example, performance evaluation is now based on six "core competencies" that include interpersonal skills, customer satisfaction, and organizational skills, all

important for effective community policing. The chief also sent officers a memo detailing his "mental list of what employees can do to improve their chances for promotion or transfer," which includes many COP activities.

In Morehead City, the move to community policing led to a shift in performance evaluations, from an emphasis on the number of arrests to an emphasis on the "quality of arrests." In addition, one evaluation criterion is how well officers are doing in getting to know community residents and whether residents know their beat officer. The extent to which officers have been involved in problem solving activities is another important consideration. (See Appendix C for examples of COP reporting and performance evaluation forms.)

CHAPTER VII

WHAT TRAINING IS NEEDED AND
WHERE CAN YOU GET IT?

This chapter reviews some of the main components and addresses several issues surrounding community oriented policing training:

- the critical ingredients for a complete basic training course;
- the importance of field and in-house training to reinforce basic training;
- the S.A.R.A. model of problem identification and problem solving;
- the importance of COP training for supervisors and support staff;
- training needs for individuals outside the agency; and,
- training opportunities for both officers and supervisory personnel in North Carolina and elsewhere.

At least four distinct groups should receive training in COP:

- officers;
- supervisors and managers;
- support staff; and,
- individuals outside the department, including local residents, elected officials, members of the media, the business community, and officials from social service agencies.

Training should be tailored to the audience. Supervisors and command staff, for example, need basic COP training as well as an introduction to a new leadership style that stresses decentralized authority, autonomy for subordinates, and participatory decision-making.

A Basic Training Course

All officers, from recruits to senior commanders, should receive training in community policing, because it encourages a rethinking of "traditional" skills and knowledge. To this end, COP training can be divided into two categories: courses focused exclusively on community policing, and traditional courses with a COP orientation.[18]

COP training courses should address the following topics:

Philosophy of community policing: Includes a history of policing and how community policing solves some of the problems officers have faced over the last 25 years. The course should stress what community policing is and what it is not.

Problem solving: Includes problem identification, research skills, and analytical abilities. It also includes a background in crime prevention techniques.

Community engagement: Includes an in-depth understanding of the term "community," which entails knowledge about community development and empowerment, cultural and race issues, social and economic factors affecting local communities, and local agencies and resources.

Customer service orientation: Includes developing a genuine interest in citizens and in working with them to solve local problems. This orientation also emphasizes communication skills, conflict resolution, organizing meetings, and working with teams of officers and citizens.

These courses should include concrete examples of COP practices that have worked elsewhere and provide class members with opportunities to talk about why their department is moving to COP and what changes are likely to occur. New recruits, especially, need to be aware of the role and organizational changes that come with COP.

COP philosophy and skills should also be incorporated into traditional courses on investigation, traffic control, arrest control, and defensive tactics. These examples of how community policing can alter the focus of traditional training are drawn from *Community Policing: How to Get Started* by Robert Trojanowicz and Bonnie Bucqueroux.[19]

Patrol Procedures: Strategies for becoming more community-directed and concerned with quality of life and fear of crime issues while on "normal" patrols.

Investigations: Strategies for directing investigative efforts toward identifying the underlying causes of crime and disorder.

Law Enforcement Ethics: Establishment of the ethical confines of a law enforcement role in the context of increased community involvement and the potential for a return to bias, favoritism, and improper use of influence in a community-based model of policing.

Arrest Control and Defensive Tactics: An underlying philosophical approach to the use of force and physical restraint that includes the principles of the minimum force necessary for humane control and concern for community acceptance of methods.

Implementing community policing may entail a fundamental shift in some traditional courses, such as the use of defensive tactics and force. In the past, most officers responded to service calls in patrol cars and arrived at the scene relatively fresh. This is very different from arriving at the scene after being on bicycle patrol for 30-45 minutes in the middle of a hot, humid August day. Training in the use of firearms, for example, must take these new realities of policing into account in order to ensure the safety of officers and citizens alike.

The Importance of Field and In-House Training

Field Training

In their book, Robert Trojanowicz and Bonnie Bucqueroux write:

> The most profound impact on how a police officer works and acts during the early years of his or her career comes from the direction and example set during field training. Put bluntly, if an FTO does not both believe in and practice principles of community policing, it will be virtually impossible for rookies--even those who are enthusiastic about community policing--to perform well following field training that ill prepares them for the job or which undermines their commitment.[20]

In addition to a well-trained and committed field training officer, departments must also change the structure of their field training program. The daily tasks assigned to the officer during field training must reflect the philosophy and practice of community policing. Field training performance standards and evaluation methods must also be redefined. Thus, an officer is not only assigned to interact with community residents but is evaluated on the quality of the interactions. Finally, upper management must monitor the field training program closely with weekly or monthly evaluations to help ensure that everyone stays focused on community policing and that problems are corrected quickly. In daily interactions on the street, supervisors and managers can also reinforce the department's commitment to COP by their example.

In-House Training

Moving a department toward community policing can be difficult, and formal in-service training is a critical aspect of maintaining and reinforcing the changes mandated by COP. Such training is a way to refresh existing skills, build new ones, and keep the momentum going. Workshops on community empowerment, problem solving, total quality management,

performance evaluation guidelines, and updated police strategies ensure that community policing remains part of the department long after those who initiated COP are gone.

The S.A.R.A. Model

Perhaps the most widely used model for identifying and solving problems is S.A.R.A.-- *scanning, analysis, response,* and *assessment.* Originally developed by the Newport News, Va., Police Department,[21] S.A.R.A. is an explicit, step-by-step problem-solving process that can easily be taught to both officers and community residents.

Scanning means problem identification. A "problem" is a cluster of similar or interrelated incidents with a common underlying cause. As a first step, officers or citizens identify problems in their beat or neighborhood. Calls for service or citizen complaints can be helpful in this phase.

Analysis means researching the extent and harmfulness of the problem and who the perpetrators are. It is the heart of the S.A.R.A. Model. What is the relationship among the offender, victim, and location of the problem? Does a bus station, for example, offer cover for drug dealers, which then leads to bus riders being robbed? Can third parties, such as building owners or apartment managers, help or hinder a response to the problem?

Response means developing long-term, innovative, and tailor-made solutions to the problem. While it is all right to use the same identification methods for different problems, applying the same solution to each is not.[22] Officers should work with residents to develop several different solutions, going beyond the standard police practices of arrests, sweeps, or increased patrols, even though some may be discarded as impractical or too expensive.

Assessment means evaluating the effectiveness of the responses. This stage reflects the previous three stages and emphasizes the importance of measuring baseline conditions and documenting their change. The success of COP rests on demonstrating that preventive, proactive approaches can solve problems and improve the quality of life in a community. One of the challenges of COP is to define results in ways that go beyond official crime statistics. Chapter VIII examines how to conduct program evaluations.

S.A.R.A. training takes place in both the Lumberton and Whiteville departments and is the main focus of the course in "Problem Solving for Community Police Officers" at the North Carolina Justice Academy. It is effective and easily taught to both support staff and community members.[23] (See Appendix D for examples of problem solving forms.)

Training Supervisors and Support Staff

Supervisors

More than any other group in the department, supervisors and managers can make or break COP, because they must use different management skills from those needed in traditional policing. Instead of rewarding compliance to rules and procedures, staying out of trouble, and making arrests, supervisors need to encourage officers by giving them more freedom to address problems on their beat and holding them more accountable for developing solutions to those problems.

Any fears supervisors have about a diminished managerial role must be addressed right away. They must understand how their role will change from that of enforcer to one of "facilitator" or "coach." Supervisors must be prepared to intercede on an officer's behalf to remove obstacles to problem solving and to support officers even if they make mistakes. Supervisors also need to know that community engagement and problem solving are not just for patrol officers. They have to get outside the department to monitor COP activities, and they also may conduct foot or bicycle patrols, identify problems, and attend community meetings, working with officers to build a partnership of mutual trust. (See Appendix E for a list of good supervisor qualities.)

Supervisors and managers also need training in new performance standards and officer evaluations, because if traditional evaluation criteria continue to be used, community involvement and problem solving activities will decrease. They may also benefit from specialized skill training in many of the same COP areas in which officers need training: developing goals and objectives, organizing and facilitating community self-help groups, and public speaking.

Support Staff

Non-sworn personnel also need training in community oriented policing, because they often provide officers with information that is vital to COP activities. For example, officers would find problem solving difficult if dispatchers were concerned only with eliminating pending calls and not with the problem solving activities of community police officers.

The aim of COP training for support personnel is to assist them in:

- supporting and promoting the COP concept within the department and the community;
- adopting a service orientation; and,
- knowing the resources in the police department and the community.

COP training may also give them a willingness to:

- work with all department employees and community residents to identify and solve local problems;
- to share information with other government and social service agency members; and,
- to evaluate and improve their own performance.

Among the six North Carolina agencies, those in Asheville, Lumberton, and Whiteville require all personnel, sworn and non-sworn, to take community policing training.

Educating Others

If police and sheriff departments do not want to be overwhelmed by citizen demands for services, they must educate people outside the department on their new role in a community policing environment.

The success of community policing, in the end, rests upon the involvement of citizens working with officers to identify community problems and to develop and implement solutions to those problems. COP not only alters the role of officers but also the relationship of citizens to the police. They are now partners, and together they solve community problems. To build a partnership, however, citizens need training in problem solving and identifying resources.

Community Watch meetings and a "Citizen Police Academy" are two excellent ways to educate citizens. All six North Carolina agencies studied sponsored Community Watch programs. The programs are perfect opportunities for officers to meet residents in their beat and work with them to identify and solve local problems. The meetings can also educate citizens about their responsibilities in this new partnership and how they can take charge of conditions in their communities. It is common for residents to come to a police chief and ask what the department is going to do about some local problem. In a COP program, the chief would likely respond by asking, "What are you going to do to correct the problem?" Or, "How can we work together to solve the problem?" *Residents cannot depend on the police or sheriff's department to do everything.*

A Citizen Police Academy trains residents in police procedures and crime prevention and teaches them about the philosophy and concepts of COP. Both the Asheville and Morehead City Police Departments sponsor such academies.

Business leaders, elected officials, members of other governmental and social service agencies, and members of the media also need to learn about community policing and how they can coordinate some of their activities with COP by working with officers to identify and solve local problems. The owner of an apartment complex, for example, may be unaware that community officers can provide information to help screen potential tenants, keep the apartment area clear of abandoned vehicles, and help to evict tenants engaged in illegal activities.

Educating the mayor, city council members, and city manager is also critical to the success of COP because they can be important supporters of community policing. They should know, for example, that rapid responses to calls do little to improve the overall quality of life in the community and are not as effective in lowering crime as educating the public to report crimes quickly. They need to understand that performance standards will be different under community policing and that officers will be involved in activities beyond patrolling and making arrests. Prior to COP, officers in Lumberton, for example, would not report a water leak, even if it was undermining a section of road. Now such a situation is not likely to go unreported, because officers take responsibility for anything that can negatively affect the quality of life in their beats.

Since problem solving necessarily involves other governmental and social service agencies, it is essential that key people in those agencies understand community policing. Police officers, for example, often receive repeat calls to the same house for domestic disturbances. Social service agencies need to know that community officers want to work with them to solve the underlying problem instead of just repeatedly arresting those involved.

Members of the media can also be valuable allies in community policing, and COP officers need training in how to work with members of the media. The media can help market the philosophy and concepts of COP and disseminate information about the program to the public. In addition, media accounts of successful problem-solving activities can help the department obtain additional resources.

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Newsletters, public service announcements, citizen academies, and neighborhood meetings all help educate citizens, public officials, members of business groups and the media on how to make their neighborhoods safer and better places to live.

Training Opportunities

Many organizations provide training in various aspects of community policing. One of the main sources of information on COP is the North Carolina Justice Academy in Salemburg. It offers a number of courses on community policing, including:

- Introduction to Community Policing;
- Problem Solving for Community Police Officers (S.A.R.A.);
- Community Policing for Managers and Supervisors;
- Developing Speaking Skills; and,
- Crime Prevention

Course descriptions and schedules are listed on the Internet at "WWW.tta.dst.nc.us/Justice/NCJA."

Other North Carolina organizations that offer training in community oriented policing are:

- community colleges, which conduct most of the BLET courses and may offer other specialized classes;
- the Institute of Government at the University of North Carolina-Chapel Hill, which has seminars for policing management that include a COP component;
- the North Carolina Department of Justice, which sponsors the Safe Neighborhood Initiative; and,
- the U.S. Attorney Middle District of North Carolina, which organizes the "COP Training Series."

Outside the state, numerous agencies and institutes offer COP seminars:

- the Community Policing Consortium, Washington, D.C. (202-833-3305);
- the Bureau of Justice Assistance,Washington, D.C. (202-514-6278);
- the Banff Center for Management, Alberta, Canada (800-590-9799); and,
- the Southern Police Institute, University of Louisville, Kentucky (502-852-6561).

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Training is critical to the success of COP, and there are several key points to remember. First, recruitment and training are intertwined. If the department recruits new officers with good interpersonal and communication skills, they will need less training in those areas. Second, the decision on both the content and context of COP instruction should not be left entirely up to the field training officer. Instead, COP performance criteria should be an explicit part of field training. It should stress training in management techniques, like Total Quality Management, that are compatible with COP. Finally, some training in how to delegate authority and empower subordinates must be part of the training for the command staff.

Chapter VIII

HOW CAN YOU EVALUATE THE EFFECTIVENESS OF YOUR COMMUNITY POLICING PROGRAM?

Why Is Evaluation Important?

Recently, the public has been demanding both greater efficiency and greater responsiveness in the delivery of public services, including the police service. This has led to a variety of efforts to improve service management by clearly defining the program objectives, developing criteria to measure progress toward the objectives, and conducting evaluations to assess the actual progress. Program evaluation is a critical component of good management, because it provides the feedback needed to guide decisions about continuing or modifying the program.

The need for evaluating the effectiveness of community policing programs is particularly keen given the relative newness of COP. Each program is to some extent unique, as is each community in which it is being implemented. What worked in one community may not work in another. Police chiefs need to know whether their programs are meeting their intended objectives and, if not, what corrective action is needed. Evaluations can show why a program is ineffective and what can be done about it. Police chiefs also need to be able to justify their programs to both government officials and the public. Having hard evidence is a very effective way of doing this.

What Are the Steps Involved in an Evaluation?

An evaluation of any program typically follows six steps:

- Step 1: Identify the specific objectives of the program.
- Step 2: Develop criteria for measuring progress toward each objective.
- Step 3: Identify the population segments likely to be affected by the program.
- Step 4: Develop an overall research design.
- Step 5: Collect and analyze data on each of the performance criteria for each population segment of interest.
- Step 6: Use the results of the evaluation to decide how the program should be modified.

Identify the Objectives

Program objectives should be specified during the design phase, but it is often useful to reassess those objectives after some experience with the program. The main objectives of traditional police activities have been to deter crime and to apprehend perpetrators once crimes have been committed. With community policing programs, however, the objectives are often much broader. Deterrence of crime and apprehension of criminals are still important, but many community policing programs also seek to:

- reduce citizen fear of crime;
- increase citizen involvement in crime prevention and problem solving activities;
- improve the overall quality of life in communities;
- increase citizen trust in the police; and,
- increase officer satisfaction with their jobs.

Develop Criteria

Performance criteria must be stated in measurable terms so that progress toward the objectives can be assessed. The measurable objectives of community policing programs might include:

- percentage of citizens who feel safe in their homes and neighborhoods;
- percentage of citizen who feel their neighborhood is becoming a better place to live;
- percentage of citizens who attend neighborhood watch or other crime prevention meetings;
- percentage of citizens who report being satisfied with police services;
- number of citizen complaints;
- percentage of police officers who report being satisfied with their jobs;
- percentage of all reported crimes cleared; and,
- reported crime rates in the community.

Identify the Population

The same program may have very different impacts on different groups within a community. Some community policing programs and activities are targeted to certain neighborhoods within a city or to certain subgroups within the population, such as the elderly or youth. Even so, the program or activity may have spillover effects on other areas or groups. A community policing program in a public housing development, for example, may displace crime to

an adjacent neighborhood. Thus, the various population subgroups that might be affected by the program should be clearly identified so that they can be included in the evaluation.

Develop a Research Design

The ultimate objective of evaluation research is to assess how a particular program impacts the specified performance criteria. Because those performance criteria may be influenced by events other than the program itself, it is important to isolate the impacts of the program from those other events. You want to identify the changes that are a result of the program only, rather than of other events. A well-conceived research design can help isolate the unique contribution of the program being studied. Three research designs are often used.

> **Comparison of "before" and "after" data.** This design compares the specified performance criteria at two points in time--the period *before* the program was implemented, and at some appropriate time *after* the program was implemented.

> **Comparison of projections of pre-program data with actual post-program data.** This design uses data on performance criteria, such as reported crime, for several time periods before the program was implemented to forecast data after the program was implemented. If, for example, the crime rate was going up by five percent per year prior to program implementation, the assumption is made that without the program crime would continue to increase at that same rate. The actual crime rate after program implementation is then compared to the projected rate, and any differences between the two are attributed to the program.

> **Comparison with populations not served by the program.** One of the strongest research designs is to compare changes in performance indicators in an area served by the program with those in a similar area not covered by the program. If, for example, there are two high-crime areas with similar social characteristics in a particular town and a COP program is started in one, the other area can be used for comparison. Performance indicators are then measured in each community both before and after the program is implemented.

Because none of these research designs is perfect, there should always be an explicit and thorough search for other plausible explanations of change, such as unusual events, other programs with similar objectives, or special characteristics of the population served. The choice of a particular research design is often determined by the type of program being evaluated and the financial support available to conduct the evaluation.

Another important aspect of the research design is *sampling*. For a survey to accurately represent community attitudes and behavior, for example, a random sample of residents must be carefully chosen to complete the survey. Stopping people on the street or giving surveys to anyone you happen to come in contact with does not constitute a random sample.

Collect and Analyze Data

Depending on the performance criteria, data will have to be collected from different sources, including existing records and surveys of citizens and police officers. For some criteria, data will already be available. Almost all police departments, for example, keep records on reported crimes, calls for service, and clearance rates, although they may not always be organized in a fashion that is useful for program evaluation. For other criteria, additional data may need to be collected. Frequently this is done through surveys, which can be particularly useful in assessing the attitudes and behavior of citizens and/or officers. (See Appendix F for examples of survey questions.)

Decide on Modifications

It may take time before some of the impacts of the program begin to take effect. People do not change their attitudes or behavior overnight, and there is normally a "shaking out" period before a program begins to run smoothly. Thus, it is important to have realistic expectations about how quickly the impacts of the program will be evident. Also, there may be many different reasons a program is not leading to the desired results, including:

- program procedures;
- organizational arrangements;
- staffing patterns;
- staff communications; and,
- staff training

An effective evaluation will help identify the specific causes of under-achievement.

Who Should Conduct the Evaluation?

Although in-house evaluations can be useful, in most instances it is best to contract with another organization experienced in conducting evaluations. There are several reasons for this:

- If the evaluation will be used to justify the program, having it conducted by an outside organization will give it more credibility;

- If an evaluation involves a citizen survey, it should not be administered by police officers, because citizens are unlikely to be frank with officers, or to return a completed survey to them; and,
- A substantial amount of technical knowledge is needed to conduct a valid survey, because choosing the right research design and drawing valid random samples are not easy, and the wording and ordering of questions can greatly bias the responses.

Local universities or community colleges often have faculty with expertise in program evaluation, research design, data collection, analysis and reporting. By involving students, universities and community colleges can also conduct surveys and collect other data at a reasonable cost.

CHAPTER IX

CONCLUSION

Community policing has great potential to increase police-community relations, improve officer satisfaction with their jobs, reduce fear of crime and ultimately to reduce the incidence of actual crime. Although the basic goals of community policing programs are similar, there is great diversity in the design of programs to achieve those goals. There is no perfect model of COP, only ones that work or do not work in specific communities. COP programs need to be designed to suit the histories, social characteristics, politics and other unique characteristics of each community. A "cookie cutter" approach to the implementation of COP is not likely to be effective. This is not to say that ideas should not be borrowed from other communities. When designing their programs, most departments research what other departments are doing. But COP programs need to be designed to suit local circumstances.

Community policing is not just a program or a set of activities. It is a basic philosophical approach to policing. Thus, the implementation of community policing within a department must begin with a reconsideration of the fundamental mission of the department as well as the more specific activities needed to fulfill that mission.

The adoption of COP also requires fundamental changes in the attitudes and behaviors of all departmental employees. The best way to gain the support of departmental personnel in making these changes is to involve them in the design of the program. It is no coincidence that support for community policing in Morehead City was found to be particularly strong, as the officers there played an important role in designing their department's community policing program.

This does not necessarily mean that all officers within a department have to be involved in community problem solving or foot patrols. It does mean that officers must understand the basic philosophy of community policing, adopt a preventive and customer service orientation to the problems of crime and disorder, and cooperate with officers who may be officially designated community police officers. Where special community policing units are created there should be mechanisms for communication and cooperation between community police and regular patrol officers. These might include having community police officers attend regular role call to discuss and coordinate activities with patrol officers and joint involvement in special operations.

The support of city or county managers is also important in implementing community policing, so they should be consulted in design decisions. City or county managers need to make it clear to other departments under their supervision that they must support the community policing programs. Finally, citizen groups or committees should also be consulted in the design of

a COP programs. Citizens can provide the "client's" perspective on the types of police services desired. Citizen support is also important in generating political support for community policing programs.

It is also important that departmental personnel believe that the chief is genuinely committed to COP and that it is not just another fad in policing that will be here today and gone tomorrow. The chief needs to work to gain support for community policing among the middle-managers within the department by involving them in the design of the program, providing additional training and by encouraging and rewarding appropriate behaviors. The chief or sheriffs' support for community policing must also be communicated directly to line officers through meetings and by the sponsoring of ongoing training sessions on community policing. The chief or sheriff should also set an example by attending community meetings and participating in problem solving activities.

The introduction of a quality management program, such as Total Quality Management (TQM), can set the groundwork for the introduction of COP into a department. Quality management training stresses concepts and techniques that are consistent with community policing such as an emphasis on customer satisfaction, the empowerment of employees, management by objectives and a systematic approach to problem solving. This training teaches people how to analyze issues, suggests solutions and measure results. It typically covers team building, meeting facilitation and other skills needed in community policing. Quality management training would seem particularly important in the acceptance of community policing by departmental middle management.

Finally, there has been a tendency to oversell the benefits of community policing. As suggested by the findings of our six community study, the major benefits of community policing are likely to be in the area of police/community relations and increased officer job satisfaction. Community policing programs are less likely, at least in the short run, to have dramatic impacts on fear of crime and crime itself. The major factors associated with crime, such as poverty, family dynamics, lack of job opportunities and a lack of education, are largely beyond the influence of the police and are not likely to change dramatically in the short run. Expectations of citizen involvement in community policing activities also need to be realistic. In some communities there has been long standing distrust of the police that will take time to overcome. Fear of retaliation is also a major obstacle to participation, as is apathy. It will take consistent and sustained effort to engage residents in many community policing activities.

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Appendix A

Mission Statements from Asheville and Morehead City

Mission
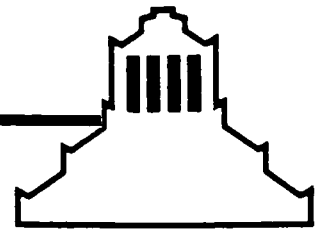
To contribute to the community's overall quality of life through the efficient provision and administration of varied services consistent with rule of law and community expectations.

Values

How we work to achieve our mission and the degree of our success depends upon our values. Values are statements of the standards and beliefs that are the most important to the employees of the Department and our community in achieving our mission.

Following are the base line values of the Department.

• We believe the police and the community share in the responsibility for crime control and public safety, and that the role of the police is defined by the community it serves.

• We subscribe to the principle that services will be delivered in a manner which preserves and upholds democratic values within our neighborhoods.

• We are committed to maintaining the highest level of quality service, integrity and professionalism in everything we do, and our capability to achieve is determined by the diversity and quality of our work force.

• We accept the responsibility to react to criminal activity in a way that emphasizes prevention and which is marked by vigorous law enforcement.

• We recognize and support the principle that the public has a right to be informed about police operations, and that we have the responsibility to inform the public on all matters.

• We believe in working collaboratively with neighborhoods to better understand the nature of neighborhood problems and to develop meaningful and cooperative strategies to address them.

• We are committed to managing the public's resources in the most efficient manner possible.

• We are committed to the belief that no person's claim to dignity and civil rights is any less than another's claim, and that neither age, social status, race or even deviant conduct diminishes entitlement to decent treatment and respect.

• We recognize our members to be the greatest and most important asset of the department, and that only through mutual respect, cooperation and teamwork can the community be best served.

Guiding Principles

In order to fulfill the mission of the Police Department and achieve our key objectives in a manner consistent with our values, we have established a set of guiding principles. The principles, forged from management and employee values, will guide us in choosing among options to achieve the most desirable results.

We believe that quality service is achieved by:

• Responding to the needs of our external and internal customers alike.

• Maintaining the highest standards of honesty, trustworthiness and mutual respect.

• Accomplishing our goals through teamwork and sound work ethics.

• Providing training, technology, empowerment and appropriate recognition to all employees.

• Recognizing that continual improvement and innovation are essential elements for progress and quality.

• Creating, implementing and continually improving a set of measurable performance standards for the Department and its employees.

• Creating an environment where identification of waste and efficiency is rewarded not punished.

• Creating an environment where employees are prepared for and able to react to continual change.

• Recruiting and rewarding employees in a non-discriminatory manner who possess the qualities valued by the organization.

A publication of the Asheville Police Department P.O. Box 7148 Asheville, NC 28802

MOREHEAD CITY POLICE DEPARTMENT
MISSION STATEMENT

THE MISSION OF THE MOREHEAD CITY POLICE DEPARTMENT IS TO SERVE THE PUBLIC BY FURTHERING A PARTNERSHIP WITH THE COMMUNITY TO PREVENT CRIME, THEREBY PROTECTING LIFE AND PROPERTY, AND RESOLVING PROBLEMS

WE SHALL EMPHASIZE A PROACTIVE RESPONSE TOWARDS RESIDENT'S FEAR OF CRIME AND VICTIMIZATION.

WE SHALL EMPOWER LINE OFFICERS AND INVESTIGATORS TO BECOME PROBLEM SOLVERS AND OFFER THEM THE TIME, OPPORTUNITY, AND RESOURCES TO DO SO.

WE SHALL JOIN IN A PARTNERSHIP WITH OTHER AGENCIES AND COMMUNITY GROUPS IN SHARING THE BURDEN OF SOLVING NEIGHBORHOOD PROBLEMS. THIS WILL ENHANCE THE POLICE OFFICERS ROLE IN GENERAL HUMAN SERVICES AND PREVENT THE APPEARANCE OF BEING REACTIVE TO CRIME.

WE SHALL STRIVE ON A DAILY BASIS TO IMPROVE CITIZEN/POLICE INTERACTION.

CRIME PREVENTION SHALL BE A PRIMARY GOAL OF ALL MEMBERS OF THIS DEPARTMENT AND SHALL BE A PART OF EVERY DIVISION WITHIN THE DEPARTMENT.

WE SHALL WORK TO PROVIDE SIMPLE, STRAIGHTFORWARD METHODS TO EFFECT SYSTEMATIC IMPROVEMENTS IN THE DELIVERY OF OUR SERVICES.

WE SHALL CONTINUE TO DEVELOP POLICE STRATEGIES BASED ON INTERAGENCY COOPERATION, INFORMATION SHARING, AND NATIONAL, STATE, AND LOCAL RESEARCH FINDINGS.

WE SHALL AT ALL TIMES REMEMBER THAT OUR PRIMARY FUNCTION IS TO WORK WITHIN THE COMMUNITY TO PREVENT CRIME, PROTECT LIFE AND PROPERTY, AND ENSURE THE SAFE LIVING CONDITIONS OF ALL CITIZENS THEREIN.

THE PUBLIC IS THE POLICE AND THE POLICE ARE THE PUBLIC. THIS IS OUR MOST INTRINSIC BELIEF, AND ONE THAT WE MUST STRIVE TO ENSURE.

Appendix B

Job descriptions from Lumberton, Greensboro and
the North Carolina Justice Academy

HOUSING COMMUNITY POLICE OFFICER

GENERAL DEFINITION OF WORK

The Housing Community Police Officer (HCPO) attempts to establish a partnership between residents, community leaders, other government agencies, and the police so that contemporary community problems may be addressed.

The HCPO performs intermediate protective service work involving a variety of general or support duty police assignments; does related work as required.

Work is often performed under emergency conditions and frequently involves considerable personal hazard. Work is performed under regular supervision.

TYPICAL TASKS

Perform general police duties common to all patrol assignments.

Becomes familiar with the residents of an assigned housing community and assist the residents in identifying problems and concerns.

Enforce local and state laws, particularly those related to or specifically drafted for the assigned housing community.

Respond to calls for service within the assigned housing community when available.

Responsible for building security, where applicable, particularly vacant or temporarily closed residences.

Utilizes different methods of transportation to perform duties; i.e. foot patrol, bicycle patrol, and patrol vehicle.

Research and develop a newsletter for the assigned community area.

Conduct formal and informal citizen educational programs for groups or individuals as well as departmental in service classes.

Conduct security surveys and provide follow up contacts on crimes and complaints occurring within the assigned housing area.

Coordinate the services of various governmental agencies and/or organizations in an effort to resolve identified problems or needs within the housing community.

Place emphasis on developing strategies to achieve short and long term goals that result in the efforts too prevent crime, community decay, and enhance the quality of life in the housing community.

Conduct and respond to interviews with representatives of the media.

Prepare, coordinate, and evaluate objectives to be accomplished within the housing community on a weekly basis.

Act as a liaison, participant, and facilitator with recreation programs, youth leagues, and community clean up programs, and housing community watch.

KNOWLEDGE, SKILLS AND ABILITIES

The HCPO must have the ability to analyze the needs of the community, establish objectives, plan programs and plans of action, implementations of programs, and an evaluation of services.

The HCPO must be culturally aware of attitudes, beliefs, motivations, and value systems of the community for the purpose of interacting and interfacing with groups or individuals to produce positive outcomes through problem solving.

General knowledge of police methods, practices and procedures; ability to understand and carry out oral and written instructions and prepare clear and comprehensive reports; ability to analyze situations and to adopt, effective and reasonable courses of action with due regard to surrounding hazards and circumstances.

EDUCATIONAL AND EXPERIENCE

Any combination of education and experience equivalent to graduation from high school, completion of basic police recruit training and one year experience as Police Officer Recruit. Must meet departmental career ladder criteria for the designation.

SPECIAL REQUIREMENTS

Possession of an appropriate driver's license valid in the State of North Carolina. Must meet State requirements for Basic Law Enforcement Certificate. Must be in good physical health to accomplish foot patrol and bicycle patrol duties.

Conduct and respond to interviews with representatives of the media.

Prepare, coordinate, and evaluate objectives to be accomplished within the housing community on a weekly basis.

Act as a liaison, participant, and facilitator with recreation programs, youth leagues, and community clean up programs, and housing community watch.

KNOWLEDGE, SKILLS AND ABILITIES

The HCPO must have the ability to analyze the needs of the community, establish objectives, plan programs and plans of action, implementations of programs, and an evaluation of services.

The HCPO must be culturally aware of attitudes, beliefs, motivations, and value systems of the community for the purpose of interacting and interfacing with groups or individuals to produce positive outcomes through problem solving.

General knowledge of police methods, practices and procedures; ability to understand and carry out oral and written instructions and prepare clear and comprehensive reports; ability to analyze situations and to adopt, effective and reasonable courses of action with due regard to surrounding hazards and circumstances.

EDUCATIONAL AND EXPERIENCE

Any combination of education and experience equivalent to graduation from high school, completion of basic police recruit training and one year experience as Police Officer Recruit. Must meet departmental career ladder criteria for the designation.

SPECIAL REQUIREMENTS

Possession of an appropriate driver's license valid in the State of North Carolina. Must meet State requirements for Basic Law Enforcement Certificate. Must be in good physical health to accomplish foot patrol and bicycle patrol duties.

COMMUNITY POLICING SUPERVISOR (SERGEANT)

GENERAL DEFINITION OF WORK:

--- Leads and directs a squad of officers whose primary duties involve community oriented policing and special Police operations.

--- Coordinates and schedules specialized Bicycle Patrol programs in housing communities, downtown, and other directed areas.

--- Develop and conduct speaking presentations on topics which have been identified as concerns and/or problems within a neighborhood.

--- Research and develop materials for preparing outlines, newsletters, and citizen training programs, as well as in-service training programs.

--- Conduct interviews with representatives of the media.

--- Prepare and coordinate the tasks to be accomplished within the neighborhood on a weekly basis.

--- Coordinate the services of various governmental and private agencies in an effort to resolve identified problems within the neighborhood.

--- Prepare weekly evaluation reports describing task accomplishments related to program goals and objectives.

--- Due to the nature of special operations and community policing, assign personnel to work a flexible schedule.

--- Work with community residents to identify and resolve problems.

--- Move beyond organizational activities, such as Neighborhood Watch, to organizing a number of community based initiatives and at enhancing the overall quality of life in the community.

FIELD OPERATIONS BUREAU

COMMUNITY RESOURCE OFFICER

DUTIES AND RESPONSIBILITIES

Basic Function:

The District Community Resource Officer is primarily responsible for the delivery of community policing services to the community. The Community Resource Officer will work with the Community Policing Coordinator to develop and implement community policing programs and activities, both enforcement and non-enforcement related. The ultimate goal of these activities is to arrive at long-term solutions to community law enforcement and safety problems.

Organizational Relationships:

Reports to: Community Policing Coordinator

Scope of Activities:

The Community Resource Officer will act as the departmental representative for community oriented policing and will be responsible for promoting the Community Policing philosophy to citizens of the district and to other members of the department. To do so, he must maintain a creative and positive attitude. He must be imaginative and flexible enough to think in the long term.

In the development and implementation of programs and activities, he must be aware that both public relations and law enforcement are his job. He will exercise judgment in maintaining a balance between these two aspects of his duties.

The Community Resource Officer will become familiar with the concerns of each community in the district and realize that timely, honest communication is the first step in easing community fears. The activities he undertakes must address both the reality of the problem and the perception of the members of the community. While utilizing diplomacy, the Community Resource Officer must be realistic with the community about what he can and can not do. He should assist the community in solving their own problems, and not always attempt to solve their problems for them.

He will keep abreast of criminal activity and patterns within the district and will assist the Community Policing Coordinator in developing and conducting enforcement and non-enforcement actions to address these trends. He will review Service Complaints forwarded to the district and will be responsible for follow-up of these at the discretion of the Community Policing Coordinator.

The Community Resource Officer will recognize that he represents city government and will be called upon to link concerned citizens with other city departments. It will be necessary, therefore, to develop a knowledge of and relationships with other city departments.

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He will keep up to date on scheduled community meetings and will inform the Community Policing Coordinator and others of these meetings. He will attend as many meetings as possible. He will often be called upon to speak at community meetings about community law enforcement issues and will properly prepare for these speaking engagements.

He will also develop a basic knowledge of crime prevention techniques and be able to answer questions related to crime prevention.

The Community Resource Officer will maintain a positive, productive relationship with other officers and members of the public.

North Carolina Justice Academy
MODEL JOB DESCRIPTION
Community Police Officer

Job Summary

The community police officer is a uniformed field operations or patrol officer that reacts to citizens' demands for police service and proactively seeks to work in concert with the citizenry to solve public safety problems. The community police officer uses traditional and nontraditional tools to identify and arrest criminals. The community police officer seeks to effect the police and community goals of public safety, fear reduction, maintaining social order and generally enhancing the quality of community life.

Job Duties and Responsibilities

1. Performs general field operations duties.

   - Responds to calls for service
   - Investigates complaints from citizens and initiates enforcement contacts
   - Issues citations for motor vehicle moving violations
   - Arrests criminal offenders, using force consistent with the law and departmental policies
   - Performs traditional patrol practices pertaining to commercial burglary checks, building search, physical arrests, vehicle stops and response to alarms, etc.
   - Investigates misdemeanor and felony crimes
   - Appears and testifies in criminal court
   - Uses innovative communication skills, such as verbal judo, in carrying out routine duties

2. Problem solving

   - Identifies problems in the community that affect public safety
   - Consults with other officers, supervisors and additional staff personnel within the agency in identifying problems
   - Consults with community in identifying problems and problem priorities
   - Studies problems to determine causes and effect relationships
   - Identifies activity plan to address the cause/effect problem relationship
   - Implements activity plan
   - Evaluates results of activity plan
   - Reports to supervisor at all stages of problem solving process
   - Mediates disputes to which the police are called

3. Develops beat profile

   - Is assigned to permanent beat, and stays in beat unless called out
   - Knows geography of beat
   - Knows and can identify significant criminal actors in beat, their background, routines and common location
   - Knows common beat problems relating to crime, order and public safety
   - Knows significant community leaders
   - Knows community groups and organizations, their missions, and when and where they meet

4. Develops relationships with community

   - Conducts community and neighborhood surveys
   - Talks to average citizens and community leaders to develop good working relationships
   - Focuses citizenry on acting against community problems, in a lawful manner, that pertain to public safety, fear, and disorder
   - Attends and initiates community and group meetings as needed
   - Attends traditional community gatherings such as church, PTA and other civic activities
   - Includes meeting and working with community leadership groups
   - Identifies the citizen and community groups as principle actors in responding to public safety goals

5. Youth initiatives

   - Talks to average community kids in public settings
   - Develops projects dealing with juvenile abuse, neglect and delinquency
   - Works closely with parents, churches and other legitimate institutions in helping the community to respond to current and anticipated juvenile problems
   - Attends schools in community upon approval of school authorities

6. Crime prevention

   - Conducts security surveys
   - Identifies opportunities to affect crime by altering practices, routines and the environment
   - Conducts crime prevention programs of all types, according to community problems and needs

7. Information handling

   - Gathers intelligence about criminal activity
   - Provides criminal intelligence to other departmental officers and units
   - Alters police service delivery in beat based on relevant criminal information
   - Prepares press releases
   - Initiates contacts with media to further public safety goals
   - Prepares newsletters for beat distribution

8. Coordination of activities

   - Arranges for government, nonprofit, charitable and civic activities as needed to address major public safety goals
   - Works with supervisor to schedule community policing activities
   - Actively participates in community and police goal setting efforts

Knowledge, Skills and Abilities

Knowledge of:

   - Criminal law, police agency policies, traditional police practices
   - Community organization
   - Problem solving principles
   - Community

Skill in:

   - Traditional police practices
   - Writing
   - Public Speaking

Abilities:

   - Interpersonal communication
   - Analysis of problems
   - Group interaction

Appendix C

Reporting and Performance Evaluation Forms from Lumberton

LUMBERTON POLICE DEPARTMENT

Community Police Officer

Performance Evaluation

From_____ To_____

_____
Officer's Name   Evaluation Period

_____
Date Completed

I.   Communications

    A.   Community Meetings.   (How many, what kind, number of people in attendance. Did officer attend, organize, or both?)

        _____
        _____
        _____
        _____
        _____
        _____
        _____
        _____

    B.   Newsletters (Size, Frequency, Number of Readers)

        _____
        _____
        _____
        _____
        _____
        _____
        _____

    C.   Presentations.   (Number of group, size of audience, subject, time spent)

        _____
        _____
        _____
        _____
        _____
        _____

D.   Security surveys. (Number of security surveys conducted
     to enhance crime prevention activities)

_____
_____
_____
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E.   Media contacts. (News releases, interviews, etc.)

_____
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F.   Neighborhood   surveys   (Location   and   results   of
     neighborhood surveys)

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II. Social Disorder

A.   Types of group projects aimed at the problem of social
     disorder.

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_____
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III. Physical Disorder

A. Types of group activities aimed at the problems of physical disorder.

_____
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IV. Anti-Drug Initiatives

A. Types of individual and group initiatives aimed at drug use (demand).

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B. Types of individual and group initiatives aimed at low-level drug dealing (supply). Number of drug houses closed, number of arrests, number of open drug markets closed.

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V. Special Groups (Juveniles, youth gangs, women, the elderly,
    the disabled, the unemployed, the poor, etc.)

    A. Individual and group proactive initiatives aimed at the
        special needs of the fragile, troubled or uniquely
        vulnerable groups.

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    B. Note in particular those occasions when the community
        police officer provided specific support to families.

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        _____
        _____
        _____
        _____
        _____

VI. Networking

    A. Types of contacts (in person, telephone, correspondence)
        with: citizens,   community   leaders,   business
        owners/managers, corporate officials, and other social
        service or city service providers.

        _____
        _____
        _____
        _____
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        _____
        _____
        _____
        _____

VII. **Referrals**

    A.   **Type of referrals to other agencies (private and public).**

_____

VIII.**Intelligence Gathering/Information Sharing**

    A.   **Occasions when the officer received useful information that contributed to resolving a crime, disorder or drug problem. Number of occasions information was shared with others in the department.**

_____

IX. **Innovation**

    A.   **Documentable incidents where the community policing officer has demonstrated an imaginative approach toward problem solving.**

_____

_____
_____

X.   Overall Performance Ratings

   A.   Satisfactory or Unsatisfactory (Explain)

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_____   _____
Supervisor   Community Officer

_____   _____
Division Commander   Chief of Police

PERFORMANCE APPRAISAL

Name _____   Assignment _____

Rank _____   Supervisor _____

Appraisal Date _____   Prior Supervisor _____

Date last Appraisal _____   Overall Performance Rating _____

Overall Rating:

Below Standard	Standard	Above Standard	N/A

[   ] General Field Operations

[   ] Problem Solving

[   ] Develops Beat Profile

		Above	
Below			
Standard	Standard	Standard	N/A

[   ] **Develops Relationship with Community**

[   ] **Youth Initiatives**

[   ] **Crime Prevention**

[   ] **Information Handling**

[   ] **Coordination of Activities**

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Performance Appraisal Summary:

Plans for Improvement/Future Performance Objectives:

Employee's Signature _____

Supervisor's Signature _____

Appendix D

Community Contact and Community Problem Solving; Forms
From Whiteville and Lumberton

Whiteville Police Department
Community Policing Kickoff Meeting—Checklist

*Note: This checklist is to assist Community Policing Officers with the process of:
1. Canvassing their assigned neighborhood to introduce their customers to Community Policing: via Introductory Visits to their customers.
2. Initiating a Community Watch group for their neighborhood: in an methodical manner.
3. Conducting a professional Community Watch "Kickoff" meeting.

Completed ✓

► **Community Officer conducts "Introductory Visits" to customers within their assigned neighborhood.**

1. Explain each aspect of your duties to your customers using the Introductory _____
Visit Form (leave copy with each visited customer).

2. Explain to each that you are "their *personal Community Policing Officer*, and _____
working in a *proactive partnership* with them, your *joint* objectives will be to solve
persistent beat *problems/concerns*."

3. Also write their name, etc., on the *Visit Address* form and turn this in as a _____
report at the end of each month.

4. Explain to each customer about the importance of Community Watch. Set _____
up a "Kickoff" meeting at the most committed "informal leader's" house.

5. Alert Community Policing Sergeant and Crime Prevention Officer of _____
Kickoff meeting date/time.

► **Kickoff Meeting (ONE HOUR MEETING)**

1. Display and summarize "Rules of Conduct". _____

2. Display (on chart paper) 1-2 lines indicating purpose of meeting; i.e., _____
   "1. To provide awareness regarding Community Policing and Community
       Watch and vote on whether Community Watch is necessary."
   2. To identify and jointly solve neighborhood concerns/issues.

3. Explain *Community Watch Principles, organizational structure* _____
   (use laminated charts), and the "*9 P's of Community Policing.*"

4. View community watch video (if available). _____

5. Conduct vote to determine if Community Watch is desired. _____

6. Conduct election to determine leadership. _____

	Name	Address/Phone No.
Community Watch Chairperson:		
Block Captain:		
Block Captain:		
Block Captain:		

7. Brainstorm List of Problems/Concerns and priorities (most pressing): _____

Concerns in Priority Order

#1-- _____ #2-- _____ #3 _____

#4-- _____ #5-- _____ #6 _____

#7-- _____ #8-- _____ #9 _____

8. Determine joint solutions to above concern:

SOLUTIONS TO ABOVE CONCERNS

#1-- _____ #2-- _____ #3-- _____

#4-- _____ #5-- _____ #6-- _____

#7-- _____ #8-- _____ #9-- _____

8. Make firm commitment (*"walk your talk"*) about rectifying the above _____
concerns!

9. Set up date/time/location for next meeting (one month hence). _____

10. Thank host and all customers for their attendance. _____

11. Complete this form, retain copy for your files, and provide a copy to all _____
Community Policing Officers within your beat. Submit original copy to the
Community Policing Sergeant--who will submit to through the channels
mentioned below, to the Chief of Police

REMARKS: _____

_____

_____

Review of this form:

	Initials	Date
Community Policing Sergeant:	_____ /	_____
Patrol Services Division Commander	_____ /	_____
Chief of Police:	_____ /	_____
Crime Prevention Officer: (then placed in Crime Prev. Files)	_____ /	_____

(WPD Form 143)

WHITEVILLE POLICE DEPARTMENT
Problem Identification/Problem Solving Reporting Form

Reporting Officer:_____Officer's Team Ldr:_____
Date/time of Submission:_____

__Info Exchange Rpt __POP Rpt   __Crime Prev Req __Intell/Surv Rpt
__Field Contact Rpt __DPA Req   __Extra Patrol Req __Invest. Req
__Tfc Concern Rpt   __Narc Rpt   __Memorandum
__Unsightly Lot/Area __Illegal Dumping   __City Ord viol.

GOAL

__Arrest __Deterrence __Public Relations __Problem Solving
__Other:_____

SOURCE

__Informant __Pers. Obs. __Collective Knowledge __Crime Analysis
__Citizen Complaint Citizen Reporting:_____
                     Address/Ph #:_____

INFORMATION/PROBLEM (attach additional sheets if necessary)

_____
_____
_____
_____
_____
_____

Date/Time of Event: _____
Suspect Information
Name_____AKA_____Race/Sex DOB__DL_____SSN_____Hgt/Wgt____

_____
_____
_____

Vehicle Information
Veh Yr Make/Model   Color   Lic Plate #   State   Remarks

_____
_____

Directed Patrol Action Information
Personnel Requirements: Min:____ Max:____ DPA Approval __Yes __No
Avail for CFS: __Yes __No Date/Time DPA to be conducted:_____
Initiated by: __Officer __Supervisor __Cit Complaint __Crime Analysis
Total Manhours:_____ Approving Authority:_____
Operation Codename (attach Operations Plan):_____
Officers Assigned
1.(Tm Ldr)_____   2.(ATL)_____   3._____
4._____   5._____   6._____
Results of DPA
Arrests: # Felony____# Misd____# Citations____   Total:_____
Recovered Property.....................................Total:$_____
Narcotics Seized Type_____Amt_____ Value $_____
                 Type_____Amt_____ Value $_____
                                         Narcotics Total:$_____
Debriefing Remarks from DPA Team Leader:_____

_____
_____
_____

Final Review by: Patrol Div Commander:_____Date:_____
                 Chief of Police:_____Date:_____

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LUMBERTON POLICE DEPARTMENT

PROBLEM ANALYSIS REPORT

1. SUBMITTED BY:_____ DATE:_____

A. **PROBLEM IDENTIFICATION (SCANNING):**

2. Describe the Problem: (Who, **what, when, where,** how and why) _____
   _____
   _____
   _____
   _____
   _____
   _____

3. Problem Reported By _____
4. Location of Problem: Beat **Area** _____
5. Date(s) and Time(s) Problem(s) Occurring _____
   _____
   _____

B. **PROBLEM EXAMINATION (ANALYSIS):**

6. Shifts affected: (Circle)   I   II   III
7. Information Sources: (This list does not include all possible information sources. There may be other places where you can get information. Please indicate all sources).

   ( ) Crime Analysis Unit   ( ) Parole Office
   ( ) Vice   ( ) Investigations
   ( ) Crime Watch   ( ) Neighborhood Canvass
   ( ) Literature Search   ( ) Citizen Complaints
   ( ) Personal Observations   ( ) Surveys
   ( ) Police Informants   ( ) Churches
   ( ) Schools   ( ) Media
   ( ) Central Records   ( ) Community Leaders
   ( ) Local Businesses   ( ) DMV
   ( ) Other Law Enforcement Agencies
   ( ) Government Agencies, list _____
   _____
   _____

   ( ) Other, list _____
   _____

8. Findings: (Based on the information you have collected, describe the problem.) _____
   _____
   _____
   _____
   _____

C.   STRATEGIES (Responses):

9.   Goals and Objectives: (What do you expect to accomplish?)
_____
_____
_____

10. Recommended strategies: (How do you expect to obtain the
above results?) _____
_____
_____
_____

11. Date and time for implementation: _____
12. Expected date and time for termination: _____
13. Expected number of officers needed: _____
14. Expected number of vehicles needed: _____
Types:_____

D.   SUPERVISORY REVIEW OF STRATEGIES:

( ) Approved   ( ) Disapproved

Recommendations:

_____
_____
_____
_____
_____
_____

Date:_____ Supervisor:_____

E.   EVALUATION (Assessment):

15. Did you get the results you expected?
( ) Yes   ( ) No   ( ) Partially   ( ) Temporarily
16. Actual number of officers used: _____
17. Actual number of vehicles used: _____
18. Actual number of hours used: _____
19. Describe the results of what happened. _____
_____
_____
_____
_____
_____

20. Is any further action required? Is yes, explain. _____
_____
_____
_____

21. Additional Comments: _____
_____
_____
_____

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Appendix E

Characteristics of Good Supervisors

Appendix E

Characteristics of a Good COP Supervisor

1. Allowing subordinates freedom to experiment with new approaches.
2. Insisting on good, accurate analyses of problems.
3. Granting flexibility in work schedules when requests are proper
4. Allowing subordinates to make contacts with other agencies directly and paving the way when they are having trouble getting cooperation.
5. Protecting subordinates from pressures within the department to revert to traditional methods.
6. Running interference for subordinates to secure resources and protect them from criticism.
7. Knowing what problems subordinates are working on and whether the problems are real.
8. Knowing subordinates' beats and important citizens in them, and expecting subordinates to know them even better.
9   Coaching subordinates through the process, giving advice, helping them to manage their time.
10. Monitoring subordinates' progress and prodding them along or slowing them down, when necessary.
11. Supporting subordinates even if their strategies fail, as long as the process was well thought through.
12. Managing problem solving efforts over a long period of time.
13. Giving credit to subordinates and letting others know about their good work.
14. Allowing subordinates to talk with visitors or at conferences about their work.
15. Identifying new resources and contacts for subordinates.
16. Stress cooperation, coordination, and communication with the unit and outside it.
17. Coordinating efforts across shifts, beats, and outside units and agencies.
18. Realizing that this style of policing cannot simply be ordered; officers and detectives must come to believe in it.

Source: Police Executive Reserach Form, 1989.

Appendix F

Citizen Survey Questions

Neighborhood Perceptions

1.   First, I have a few questions about this neighborhood. How many years and months have you lived at this address?

          YEARS _____   MONTHS _____

          LIVED HERE ALL MY LIFE 98
          DK 99

2.   Do you own or rent your home?

          OWN (INCLUDES STILL PAYING) 1
          RENT 2
          REFUSED 8
          DK 9

3.   On the whole, how do you feel about your neighborhood as a place to live? Are you . . .

          Very satisfied 4
          Somewhat satisfied 3
          Somewhat dissatisfied or 2
          Very dissatisfied? 1
          DK 9

4.   In general, in the past **two** years would you say your neighborhood has become a better place to live, gotten worse, or stayed about the same?

          BETTER 3
          WORSE 1
          ABOUT THE SAME 2
          UNCERTAIN 9

Neighborhood Perceptions

1. First, I have a few questions about this neighborhood. How many years and months have you lived at this address?

    YEARS _____   MONTHS _____

    LIVED HERE ALL MY LIFE 98
    DK 99

2. Do you own or rent your home?

    OWN (INCLUDES STILL PAYING) 1
    RENT 2
    REFUSED 8
    DK 9

3. On the whole, how do you feel about your neighborhood as a place to live? Are you . . .

    Very satisfied 4
    Somewhat satisfied 3
    Somewhat dissatisfied or 2
    Very dissatisfied? 1
    DK 9

4. In general, in the past **two** years would you say your neighborhood has become a better place to live, gotten worse, or stayed about the same?

    BETTER 3
    WORSE 1
    ABOUT THE SAME 2
    UNCERTAIN 9

5. Now, I am going to read a list of things that you may think are problems in your neighborhood. After I read each one, first tell me whether you think it is a big problem, somewhat a problem, or not a problem in your neighborhood.

a. Has this been a . . .

		BIG PROBLEM	SOME PROBLEM	NOT A PROBLEM
1.	Vacant lots filled with trans and junk	3	2	1
2.	Abandoned cars in the streets and alleys	3	2	1
3.	Public drinking.	3	2	1
4.	Abandoned houses or other empty buildings in this area.	3	2	1
5.	Teenagers hanging out on corners or in the streets.	3	2	1
6.	Noisy neighbors; people who play loud music, have late parties or have noisy fights	3	2	1
7.	People who say insulting things or bother people as they walk down the street.	3	2	1
8.	Shootings and other violence?	3	2	1
9.	Drug dealing on the streets?	3	2	1
10.	Cars being stolen or vandalized?	3	2	1
11.	People breaking in or sneaking into homes to steal things?	3	2	1
12.	People being attacked or robbed	3	2	1

6. Is there any other big problem in you neighborhood which I haven't mentioned? (IF YES, ASK) What is that problem? [RECORD BELOW]

_____

_____

Community Involvement

7. During the past two years, have you heard about efforts to get community meetings started up in your neighborhood?

                    YES 1
                    NO 0
                    ALREADY HAVE A GROUP **[VOLUNTEERED]** 2
                    DK 9

8. (Was)(Were) the meetings(s) organized by the police or held by a group or organization?

                    ORGANIZED BY POLICE 1
                    HELD BY GROUP/ORGANIZATION 2
                    JOINTLY BY POLICE AND COMM 3
                    MIXED; SOMETIMES POLICE;
                        SOMETIMES GROUP 4
                    DK 9
                    DK 9

9. As a result of attending the meetings(s), did you learn . . .

                    A lot 3
                    A little 2
                    Nothing 1
                    DK 9

10. Was any <u>action taken</u> or did anything happen in your neighborhood as a result of (this)(these) meetings(s)?

                    YES 1
                    NO . . . . 0 [SKIP TO Q11]
                    DK . . . . 9 [SKIP TO Q11]

11. How useful do you think these meetings were for finding solutions to neighborhood problems? Were they . . .

                    Very useful 3
                    Somewhat useful or 2
                    Not very useful? 1
                    DK 9

Evaluations of Police Services

12. Now, let's talk about the police in your neighborhood. How good a job are the police doing in dealing with the problems that really concern people in your neighborhood? Would you say they are doing a . . .

                    Very good job 4
                    Good job 3
                    Fair job or 2
                    Poor job? 1
                    DK 9

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13. How good a job do you think they are doing to prevent crime in your neighborhood? (Would you say they are doing a . . .)

        Very good job 4
        Good job 3
        Fair job or 2
        Poor job? 1
        DK 9

14. In general, how polite are the police when dealing with people in your neighborhood? Are they . . .

        Very polite 4
        Somewhat polite 3
        Somewhat impolite or 2
        Very impolite? 1
        SOME ARE/SOME AREN'T [VOLUNTEERED] 5
        DK 9

15. In general, how fair are the police when dealing with people in your neighborhood? Are they . . .

        Very fair 4
        Somewhat fair, ... 3
        Somewhat unfair or 2
        Very unfair? 1
        SOME ARE/SOME AREN'T [VOLUNTEERED] 5
        DK 9

16. In general, in the past two years would you say that police protection in your neighborhood has gotten better, gotten worse, or stayed about the same?

        BETTER 3
        WORSE 1
        ABOUT THE SAME 2
        DK 9

17. Compared to the way you felt two years ago, would you say that you are more fearful of being a victim of crime, less fearful, or is your level of fear about the same?

        MORE FEARFUL 3
        ABOUT THE SAME 2
        LESS FEARFUL 1
        DK 8
        NA 9

Knowledge of Community Policing

18.   Now we have a few questions about a program that has been adopted by the local police department. It is a <u>community policing program</u> that calls for more cooperation between police and the residents of the city.

    a.   Have you heard about this new policing program?

        YES 1
        NO . . . . 0 [SKIP TO Q46c]
        DK . . . . 9 [SKIP TO Q46c]

    b.   How did you hear about it? Did you receive some printed information on community policing, did you hear about it on TV or the radio, or did you hear about it from someone else? [CIRCLE ALL THAT ARE MENTIONED]

        A. MAJOR NEWSPAPERS 1
        B. NEIGHBORHOOD NEWSPAPERS 2
        C. HEARD ON TV/RADIO 3
        D. HEARD FROM SOMEONE 4
        F. PRINTED INFORMATION (NOT NEWSPAPERS) 5
        G. COMMUNITY MEETING(S) 6
        E. DK 9

    c.   Have you seen officers conducting foot or bike patrols in your neighborhood in the past 6 months?

        YES 1
        NO 2
        DK 3

19.   Other times when you might have called the police, in the past two years, have the police come to your door to ask about problems in the neighborhood or to give you information?

        YES 1
        NO 0
        DK 9

20.   Do you know the names of any of the police officers who work in your neighborhood?

        YES 1
        NO 0
        DK 9

Background Characteristics

21. Finally, I would like to ask you a few questions about yourself. In what year were you born?

       YEAR _____

       REFUSED 99

22. Are you presently employed full-time, part-time, a student, a homemaker, or unemployed?

       WORKING FULL-TIME 0
       WORKING PART-TIME 1
       HOMEMAKER [NOT EMPLOYED] 2
       UNEMPLOYED 3
       RETIRED [NOT EMPLOYED] 4
       DISABLED [NOT EMPLOYED] 5
       STUDENT [NOT EMPLOYED] 6
       OTHER: 7
       REFUSED 8
       DK 9

23. How many people <u>under</u> 18 years old live with you in your home?

       NUMBER OF CHILDREN _____

       REFUSED 88

       DK 99
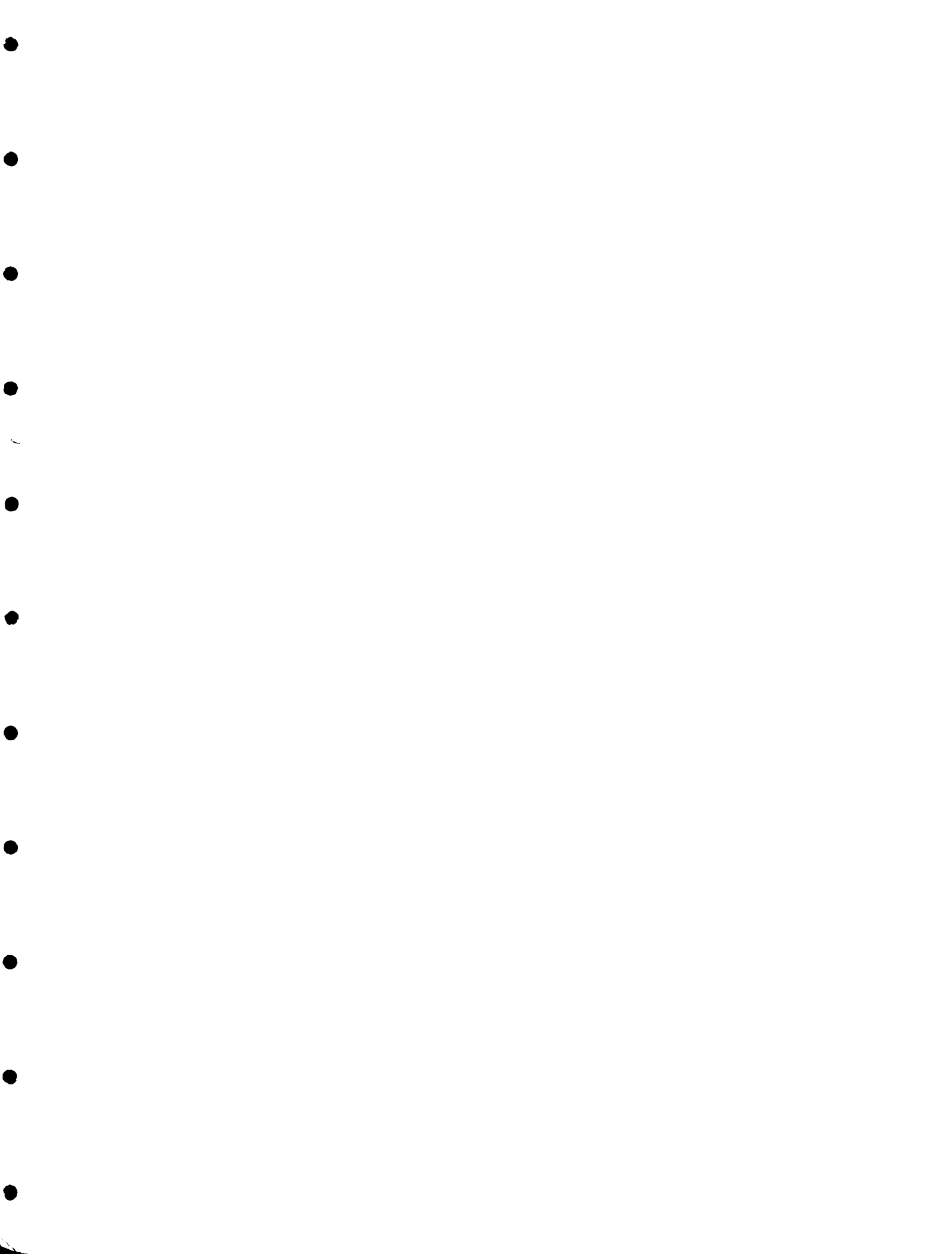
24. Including yourself, how many people <u>18 and older</u> live in your home?

       NUMBER OF ADULTS _____ **[SHOULD ALWAYS BE AT LEAST ONE]**

       REFUSED 88

       DK 99