FUNDAMENTALS OF COMMUNITY ORIENTED POLICING

A Training Outline Prepared for the
REGIONAL COMMUNITY POLICING INSTITUTE
at
WICHITA STATE UNIVERSITY

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Begin the session by asking members of the class (make notes on flip chart or blackboard)...

- Their perception of community policing
- Whether community policing “works”—Why or Why Not?
- Whether their departments are using community policing—If so, is it in name only or in actual practice
- Why should police departments consider using the community policing philosophy.

Use the responses of the class as discussion points to launch into a discussion of the community policing philosophy as outlined below.

Use the illustrations and comments from the class throughout the training session. Involve the class members who made the comments to reflect on the issues based on the discussion at hand.

Remember, any training outline is simply a guide. You will need to read the resources and prepare your own illustrations in preparation for the training session. This outline will assist you in the training, but good preparation is essential.

I. COMMUNITY-BASED POLICING

A. Community Policing is based on a strong foundation of empirical research in law enforcement conducted over the past two decades.

Describe the following research initiatives and their contribution to the development of the community policing philosophy. (For reference see Carter & Radelet, 1999.)

- Preventive Patrol
- Response Time
- Team Policing
- Crime Analysis and the Integrated Criminal Apprehension Program (ICAP)
- Police Performance Measures
- Officer Deployment
- Job Enrichment/Job Enlargement
- Citizen Perceptions of ...
  - Police Performance
  - Police Competence
  - Crime and Fear of Crime
- Technological Applications to Law Enforcement
B. Community Policing has evolved from previous police management styles (See Kelling & Moore, 1988):

Describe the following developmental phases of policing and their contribution to the evolution of the community policing philosophy. (See Kelling and Moore, 1988)

- Political Era
- Reform/Scientific Management Era
- Community Based Era


C. Community Policing—Defined:

Community Policing is a new philosophy of policing, based on the concept that police officers and private citizens working together in creative ways can help solve contemporary community problems related to crime, fear of crime, social and physical disorder, and neighborhood decay. The philosophy is predicated on the belief that achieving these goals requires that police departments develop a new relationship with the law-abiding people in the community, allowing them a greater voice in setting local priorities, and involving them in efforts to improve the overall quality of life in their neighborhoods. It shifts the focus of police work from handling random calls to solving problems. (Trojanowicz & Bucqueroux, 1990:5).

See also the National Institute of Justice Document, Implementation Challenges to Community Policing (1996). It can be found on the Internet at http://www.ncjrs.org/txtfiles/implep.txt.

See also Measuring Quality: The Scope of Community Policing. It can be found on the Internet at http://www.cj.msu.edu/~people/cp/cpmeasure.html.
D. Initial Community Policing research was conducted at:

Describe these early community policing initiatives, what was learned from their experiences, and their influence on community policing as practiced today. (See Carter & Radelet, 1999)

- Flint, Michigan (National Center for Community Policing)
- Newport News, Virginia (PERF, Problem-Oriented Policing)
- Houston and Newark Fear Reduction (Police Foundation)

E. Community Policing is (See Trojanowicz & Carter, 1988)

Discuss each of the following, describing their respective meaning as applied to the community policing philosophy. See The Philosophy and Role of Community Policing by Trojanowicz and Carter. It can be found on the Internet at: http://www.cj.msu.edu/~people/cp/cpphil.html

- Not a singular "technique"
- Not public relations
- Not anti-technology
- Not soft on crime
- Not flamboyant
- Not paternalistic
- Not an independent entity within the department
- Not a cosmetic means to deal with community problems
- Not a top-down approach to law enforcement
- Not just another name for social work
- Not elitist
- Not designed to favor the rich and powerful in a community
- Not a quick fix or a panacea
- Not "safe"—organizationally or politically

F. Community Policing is concerned with:

Discuss each of the following, describing why community policing is concerned with these issues and how community policing broadly addresses these problems. Elicit ideas and comments from students. Ask for examples of each.

- Crime...
  - Prevention
  - Apprehension
  - Fear
• Service
• Quality of Life

See also the National Institute of Justice Document, **Community Policing Strategies** (1995). It can be found on the Internet at http://www.ncjrs.org/txtfiles/cpstrat.txt

G. Community Policing Requires...

• Commitment from administrators and officers alike
• Creativity
• Viewing citizens as—
  - Customers
  - Partners
• A non-traditional perspective of all police activity and management

See also **Human Resource Issues for Community Policing Strategies**. It can be found on the Internet at http://www.cj.msu.edu/~people/cp/humres.html

H. Contemporary Community Policing Program Models (Examples)...

Each of the web sites for these police departments has good illustrations of their community policing initiatives as well as providing insights about how the philosophy is being implemented. If possible, access these web sites during the training session for class members to view and comment upon. If not, print out copies of portions of the web pages which would be good handouts for discussion points during the session.

Ask the class if there are elements of the community policing initiative which could be applied to their own departments. Use these as discussion points.

• Lincoln, Nebraska  http://interlinc.ci.lincoln.ne.us/interlinc/city/police/index.htm
• Arlington, Texas  http://www.ci.aronlbg.tx.us/police/index.html
• St. Petersburg, Florida  http://www.sppd.ci.st-pete.fl.us/
• Oxnard, California  http://www.oxnardpd.org/
• Portland, Oregon  http://www.teleport.com/~police/
• Wichita, Kansas  http://www.wichitapolice.com/

See also the Bureau of Justice Assistance Document, **Neighborhood-Oriented Policing in Rural Communities: A Program Planning Guide** (1994). It can be found on the Internet at http://www.ncjrs.org/txtfiles/neio.txt
I. Remember that Community Policing is...

- A long term (futures) oriented investment in the police and community
- It is a “holistic” approach to community problem solving

J. The future of community policing must include...

- Selection of the best quality personnel to implement the Community Policing
- Socializing officers and the community to work together to implement the philosophy
- Potential policing problems (e.g., civil disorders)
- Re-examine resource needs and long range plans in light of their application to Community Policing
- Adjusting police management styles to best meet the needs of the Community Policing philosophy

II. PROBLEM-ORIENTED POLICING (POP)

The Trainer should review the basic precepts of problem-oriented policing as discussed in the book of the same name by Herman Goldstein (1990).

Ask the class if there are elements of problem-oriented-policing/problem-solving which they have used in their own agencies. Use these as discussion points.

A. Background

1. POP has emerged not as a technique of policing, but as a philosophy of:

   a. Police management
   b. Police service delivery

2. Its goals are to:

   a. Increase police effectiveness (“Doing the right job.”)
   b. Increase police efficiency (“Doing the job right.”)
   c. Enhance the quality of life in the community
   d. To be responsive to citizens’ needs

3. Generally speaking, it is synonymous with:
a. Community Policing
b. Community Oriented Policing
c. Neighborhood Oriented Policing
d. Neighborhood Foot Patrol

4. POP is **full-service** policing, but done in a different manner—it is not “social work” or “soft policing”

**B. POP Defined:**

A group of incidents occurring in a community, that are similar in one or more ways and are of concern to the police and the public.

**C. POP is characterized by...**

1. Examining crime and social problems in the aggregate rather than looking at them individually
2. Dealing with causal factors rather than symptoms
3. Being proactive and preventive oriented, not simply reactive
4. Looking at the future and anticipating problems so that resources strategies can be developed to deal with them

**D. Traditionally we have relied on incident-driven policing strategies**

1. An incident would occur, the police would react to it individually
2. Police constantly responded to the crisis, not the cause
3. A type of “brush fire” management


**E. A summary comparison of POP and Incident-Driven Policing:**
Summary of Incident-Driven and Problem-Oriented Policing...

<table>
<thead>
<tr>
<th>Orientation</th>
<th>Incident</th>
<th>Problem</th>
</tr>
</thead>
<tbody>
<tr>
<td>Analysis</td>
<td>Reactive</td>
<td>Proactive</td>
</tr>
<tr>
<td>Responses</td>
<td>Very Limited</td>
<td>Extensive</td>
</tr>
<tr>
<td>Evaluation</td>
<td>Canned</td>
<td>Tailored</td>
</tr>
<tr>
<td></td>
<td>None</td>
<td>Constant</td>
</tr>
</tbody>
</table>

F. The Problem-Oriented Policing Process

1. Based on a four element model:
   a. Scanning—Identifying problems; frequently through the observation of consistently recurring similar incidents
   b. Analysis—Collecting information about the problem and analyzing that information to determine the factors contributing to the cause of the problem
   c. Response—Working with all aspects of the police department as well as other agencies and the public to develop and implement solutions to the problem
   d. Assessment—Evaluating the effectiveness of the solutions by “re-scanning” the problem and, as necessary, re-developing the responses
2. Analytic efforts are accomplished by:

   a. Crime analysis
   b. Strategic intelligence
   c. Analysis of expressed concerns in the community
   d. Assessment of national, state, and regional trends which may affect your jurisdiction
   e. Special problem identification studies within the police department
   f. Analysis of input by officers on problems they see within the community

3. Focal points for the analysis should be the:

   a. Actors
      1) Victims
         a) Lifestyle
         b) Security measures taken
         c) Victimization history
      2) Offenders
         a) Identity and physical description
         b) Lifestyle, education, employment history
         c) Criminal history
      3) Third Parties
         a) Personal data
         b) Connection to victimization or incidents

B. Incidents

   1) Sequence of Events
      a) Events preceding the act
      b) Event itself
      c) events following the criminal act

   2) Results of the Events
      a) Nature of injury damage
b) Consistency between events

3) Physical Contact
   a) Time
   b) Location
   c) Access control and surveillance

4) Social Context
   a) Likelihood and probable actions of witnesses
   b) Apparent attitude of residents toward neighborhood and events
   c) Social contributors to the events

c. Responses

1) Community
   a) Neighborhood affected by problem
   b) City as a whole
   c) People outside the city

2) Institutional
   a) Criminal justice agencies
   b) Other public agencies
   c) Mass media
   d) Business sector

4. Example of Problem-Solving Related to a Violence Issue: Serial Rape Homicides—Research by the FBI’s National Center for the Analysis of Violent Crime (NCAVC)
   a. Scanning: Identification of patterns of homicides and rape-homicides in widely varying jurisdictions which appeared to have similar characteristics
   b. Analysis: Research on similarities and behaviors of the actors and incidents
      1) An aggregate “picture” of the incidents for analytic and comparison purposes
2) Interviews with convicted serial rape-murderers

C. Response:

1) Developments and application of offender profiling
2) Development of VICAP
3) Development of education/ awareness programs
4) Development of multi-jurisdictional case management and investigative teams to deal with apprehending the offender(s)

d. Assessment: Review of the ability of these responses to:

1) Capture serial offenders
2) Clear multiple cases
3) Have successful prosecutions
4) To the extent possible, prevent victimizations
5) Explore where new research initiatives are needed to strengthen policies and practices to deal with the problem


G. Administrators must be aware of several factors in implementing the POP philosophy:

1. At the outset, success relies on several factors
   a. Commitment by officers and administrators alike
   b. The use of creativity in identifying problems and developing solutions
   c. Developing a perspective of citizens as both customers and partners
   d. Infusing the job of policing with high quality service and empathy

2. POP also requires change in the organization that is frequently not easy—these include:

   a. Giving officers more flexibility thus better call management is required.
b. Providing a performance evaluation system which measures work variables which are directly linked (or anchored) in community policing activities.

c. Decentralizing authority, giving officers much greater latitude in establishing daily work priorities.

d. Encourage officer interaction with the public.

H. POP serves as an important foundation for the remaining discussions related to:

1. Identifying trends in violence in America

2. Developing police responses to the violence for:

   a. Handling violent crime
   b. Preventing violent incidents
   c. Maintaining officer safety

See *Turning Concept into Practice: The Aurora, Colorado Story*. It can be found on the Internet at http://www.cj.msu.edu/~people/cp/turning.html

III. PROBLEM-ORIENTED POLICING (POP)

The Trainer should...

- Review the topics discussed in the session.
- Summarize critical points, particularly those brought out in discussions.
- Reinforce the need for continued review of the concepts.
- Reinforce that changes toward community policing are slow.

A good videotape resource for this training sessions is entitled **COPPS—Community Oriented Policing and Problem Solving**. It is produced by the Office of Attorney General for the State of California. For ordering information, see the web site http://www.caag.state.ca.us/cvpc/filmvid.htm
THE TEN PRINCIPLES OF COMMUNITY POLICING

1. Community Policing is both a philosophy and an organizational strategy that allows the police and community residents to work closely together in new ways to solve problems of crime, fear of crime, physical and social disorder, and neighborhood decay. The philosophy rests on the belief that law-abiding people in the community deserve input into the police process, in exchange for their participation and support. It also rests on the belief that solutions to contemporary community problems demand freeing both people and the police to explore creative, new ways to address neighborhood concerns beyond a narrow focus on individual crime incidents.

2. Community Policing's organizational strategy first demands that everyone in the department, including both civilian and sworn personnel, must investigate ways to translate the philosophy into practice. This demands making the subtle but sophisticated shift so that everyone in the department understands the need to focus on solving community problems in creative, new ways that can include challenging and enlisting people in the process of policing themselves. Community Policing also implies a shift within the department that grants greater autonomy to line officers, which implies enhanced respect for their judgment as police professionals.

3. To implement true Community Policing, police departments must also create and develop a new breed of line officer, the Community Policing Officer (CPO), who acts as the direct link between the police and people in the community. As the department's community outreach specialists, CPOs must be freed from the isolation of the patrol car and the demands of the police radio, so that they can maintain daily, direct, face-to-face contact with the people they serve in a clearly defined beat area.

4. The CPOs broad role demands continuous, sustained contact with the law-abiding people in the community, so that together they can explore creative new solutions to local concerns involving crime, fear of crime, disorder, and decay with private citizens serving as unpaid volunteers. As full-fledged law enforcement officers, CPOs respond to calls for service and make arrests, but they also go beyond this narrow focus to develop and monitor broad-based, long-term initiatives that can involve community residents in efforts to improve the overall quality of life in the area over time. As the community's ombudsman, CPOs also link individuals and groups in the community to the public and private agencies that offer help.

5. Community Policing implies a new contract between the police and the citizens they serve—one that offers the hope of overcoming widespread apathy, at the same time it restrains any impulse to vigilantism. This new relationship, based on mutual trust, also suggests that the police serve as a catalyst, challenging people to accept their share of the responsibility for the overall quality of life in the community. The shift to Community Policing also means a slower response time to non-emergency calls and that citizens themselves will be asked to handle more of their minor concerns, but in exchange this will free the department to work with people on developing long-term solutions for pressing community concerns.

6. Community Policing adds a vital protective element to the traditional reactive role of the police, resulting in full-spectrum police service. As the only agency of social control open 24 hours a day, seven days a week, the police must maintain the ability to respond to immediate crises and crime incidents, but Community Policing broadens the police role so that they can make a greater impact on making changes today that hold the promise of making communities safer and more attractive places to live tomorrow.
7. Community Policing stresses exploring new ways to protect and enhance the lives of those most vulnerable—juveniles, the elderly, minorities, the poor, the disabled, the homeless. It both assimilates and broadens the scope of previous outreach efforts, such as Crime Prevention and Police/Community Relations units, by involving the entire department in efforts to prevent and control crime in ways that encourage the police and law-abiding people to work together with mutual respect and accountability.

8. Community Policing promotes the judicious use of technology, but it also rests on the belief that nothing surpasses what dedicated human beings, talking and working together, can achieve. It invests trusts in those who are on the front lines together on the street, relying on their combined judgment, wisdom, and expertise to fashion new creative approaches to contemporary community concerns.

9. Community Policing must be a fully integrated approach that involves everyone in the department, with the CPOs as specialists in bridging the gap between the police and the people they serve. The Community Policing approach plays a crucial role internally, within the department, by providing information and assistance about the community and its problems, and by enlisting broad-based community support for the department's overall objectives.

10. Community Policing provides decentralized, personalized police service to the community. It recognizes that the police cannot impose order on the community from the outside, but that people must be encouraged to think of the police as a resource they can use in helping to solve contemporary community concerns. It is not a tactic to be applied, then abandoned, but an entirely new way of thinking about the police role society, a philosophy that offers a coherent and cohesive organizational plan that police departments can modify to suit their specific needs.

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†From Trojanowicz & Bucqueroux, 1990:xiii-xv
REFERENCES CITED


