

POLICE REPORT
For
The City of Hartford

Management Resources LLC
February 2004

City of Hartford, Connecticut
Police Department Operational Strategic Plan

Bullet Summary

- The Hartford Police Department command staff recognized the message reported by the consultants, they would need to keep expenditures within the limitations of existing appropriations.
- The HPD command staff developed an operational strategic plan using the Balanced Scorecard planning model. Their goals were to reduce expenditures to within budget, increase police effectiveness to reduce chronic problems by 3%, maintain an 84% five year record of customer satisfaction, and regularly report their progress using objective performance indicators.
- In the five month life of the plan success and failures have been experienced.

Successes:

- ✓ The Department continues to maintain an 84% customer satisfaction from among those surveyed. July-Dec
- ✓ Overall expenditures remain at a rate within the limitation of total appropriations, but exceed the sum designated for overtime.
- ✓ More than 11 positive news stories are released weekly to the media creating much needed recognition for the good work of police officers.
- ✓ Approximately 3% more available time was gained to increase the number of directed patrols and park and walks by ceasing to respond to most abandoned E-911 calls.
- ✓ Citizen initiated calls for service are 7% below where they were at this same time last year.

Failures:

- The initial plan to reduce police responses to false alarms was abandoned.
- Community Court arrests are 13% below the objective and 18% below last year at the same time.
- The number of reported violent crimes is 14.6% greater than the objective and 10% above the number at the same time last fiscal year.
- Other than an increase in positive press releases by the public information officer, no additional ways to recognize service excellence have been developed.
- The operational strategic plan developed and its performance measurements have been abandoned.

Conclusions

- The Hartford Police Department is responsible for responding to crime proactively and reactively, but they are not responsible for the crime.
- There are not enough police officers, courts or jails for the Hartford Police to “arrest” the community out of crime.
- Reducing crime requires reducing the causes for crime. One tactic that can be implemented to reduce some of the causes for crime is to have a coordinated response amongst multiple city and other agencies to attack, in multiple ways, the causes for crime and criminals.

Report

The Hartford Police Department (HPD) command staff welcomed the consulting team in April, 2003 by expressing their desire to cooperate with whatever was required and providing an office within the executive offices at the police station. Following a month of familiarization with existing operations and at the suggestion of the Consultants, Police Chief Bruce Marquis directed that an operational strategic plan be developed for the department with the full cooperation of the entire command staff and the department.

The strategic plan, its implementation, and the resulting statistical reports are best understood within a broader perspective of Hartford Police Department operations. The basic message from the consulting team on behalf of the City Manager, Mayor and City Council to the Chief, Assistant Chiefs, Community Programs Coordinator and other senior staff was that the Department must operate within the limitations of existing appropriations. The strategic plan and its implementation would help make this possible. The basic messages from the Chief and Assistant Chiefs were a) they would cooperate fully with the development and implementation of an operational strategic plan, but b) that if those responsible for leading the city want to control crime the only way that can be accomplished is by providing the Police Department with the necessary resources estimated at approximately 20% more than last year's expenditures of \$31.8 million. The appropriation of \$28.9 million for the current fiscal year was 9.1% less than was spent in the prior fiscal year. Accordingly, the Consultants' included this contention as part of their review of the Hartford Police Department operations.

Existing Policing Services

The Assistant Chief responsible for operations (i.e., nearly all patrol officers and community policing resources) directs the assignment of officers in a straight forward manner. The Department responds to service requests and community policing needs with responsibilities split between the patrol and the community response divisions (CRD) and community service officers (CSOs). The CSOs work more closely with community groups than the CRD to solve community problems. CRD officers are assigned to work identified hot spots of activity within Hartford's 17 neighborhoods and assist with other community policing issues. At the time of this consulting engagement, another assistant chief managed investigative services.

Patrol staffing is based upon the unit or car plan which varies from 19 to 27 cars covering the North, South and Central districts across the A, B, C and swing shifts. The number of cars assigned depends upon the volume of calls, time of day, average response times, the specific kinds of problems occurring within the community and the available budget. While not completely the case, the volume of calls for service and average response times are reported as determining the number of cars or units required, i.e., the car plan. Complicating the calculation is the need for 6 officers to fill one car or unit 24/7. The number of officers available for assignment to fill the car plan determines the rate of overtime expenditures. Most positions are filled by regular assignment on a straight time basis, but typically several open slots must be filled or are filled on an overtime basis to complete the car plan. During peak vacation periods, sick leave, disability, other allowable absences and with 20 to 40 officers retiring each year there

are fewer officers available to fill the shifts as the year progresses; hence, the more shifts that must be filled on an overtime basis.

Community policing is a philosophy and a strategy that has proven successful in establishing improved police/community working relationships in multiple police departments. The Hartford Police Department also has implemented community policing. The reasons given in Hartford for establishing a separate community policing program versus the assignment of community policing responsibilities department wide are that the volume of demands for services are so great that it is impossible for patrol officers to develop regular working relationships with community groups or members. Community policing requires the assignment of officers with specific training. Operating statistics produced by the computer aided dispatching system show that the units assigned to the car plan are committed responding to service requests for 80 to 95 per cent of the time. Calls are assigned by central dispatch according to established priorities of A, B and C calls [i.e., emergencies ("A" calls) that require an immediate response of one or more officers, important "B" calls that require an average response time of less than 16 minutes or less and "C" calls that require a field unit to respond within 60 minutes or less]. According to nationally quoted statistics, for community policing to be effective across the department officers should be committed to service requests 60% or less of the available time.

While the Department operates with one-person patrol cars, serious or potentially hazardous calls require the assignment of two or more officers. The level of service demand as determined by the volume and nature of the calls frequently takes patrol units out of their assigned areas depending upon the particular assignment of units at any given point in time. Because the computer aided dispatch system tracks the assignment of the original unit and all assisting units the number of incidents responded to by the Department increases from approximately 110,000 calls per year to more than 322,000 policing activities annually when all responding units and police activities are counted.

To increase operating efficiency and reduce the demand on field officers, most routine information requests are routed to a 2 to 4 person "Teleserve" office. Often residents' questions can be answered immediately, or they are directed to come to the station to pay fines, file reports or complaints and to obtain immediately necessary forms. The Department is doing and has been doing a number of things to function efficiently. The system for staffing the Department for responding to service requests works well except for the few officers who attempt to carry less than their share of the workload, a recurring supervision problem.

The self-dispatching of officers to potentially serious calls also is a recurring command and control issue. From the patrolman's point-of-view, however, their fellow officers are the only people on whom they can depend when dealing with a situation where his/her own safety may be at significant risk. Periodic stabbings and shootings of police officers provide more than adequate justification in the minds of those on the street to respond with the available resources to adequately control the situation and protect one another.

The Hartford Community Court is an innovative and effective tool for responding to most chronic policing problems (order maintenance or quality of life issues) in Hartford. Of all arrests made by the Hartford police more than half are made by CRD and community service officers.

This is because of their assignments to hot spots and closer working relationships with the community. Most of those arrested are sentenced by the Community Court to provide restitution either through community service or financially. There are numerous repeat offenders.

The police cannot, as a single agency, reduce or control crime in Hartford – or any place else for that matter. The police can only *respond* to criminal activity and other community policing needs. They can be proactive in their response, but the police only respond to established needs. The police are not responsible for the crimes. As an example, the directed tactical response known as operation “Red Zone” did reduce the number of shooting incidents in the target area. This proved the point that the assignment of more police can reduce the number of violations or incidents in a target area. This operation also dispersed the occurrence of shootings to other parts of the City at the same time showing that the police alone cannot reduce crime. As the command staff pointed out in the strategic plan, reducing Hartford’s chronic problems requires effective coordination of multiple agencies including the police and other agencies. This incident also raised again the question of whether or not more police will make a significant difference in the occurrence of crime versus simply driving it to another time of day or location. Secondly, the Hartford police, like any large city police department, cannot “arrest” the community out of crime. There are not enough police officers, courts or jails to successfully implement a strategy of arresting all the criminals to get them off the streets. The jails are so full they have become an inconvenient revolving door except for the most serious violent criminals.

The Hartford Police Department Operational Strategic Plan

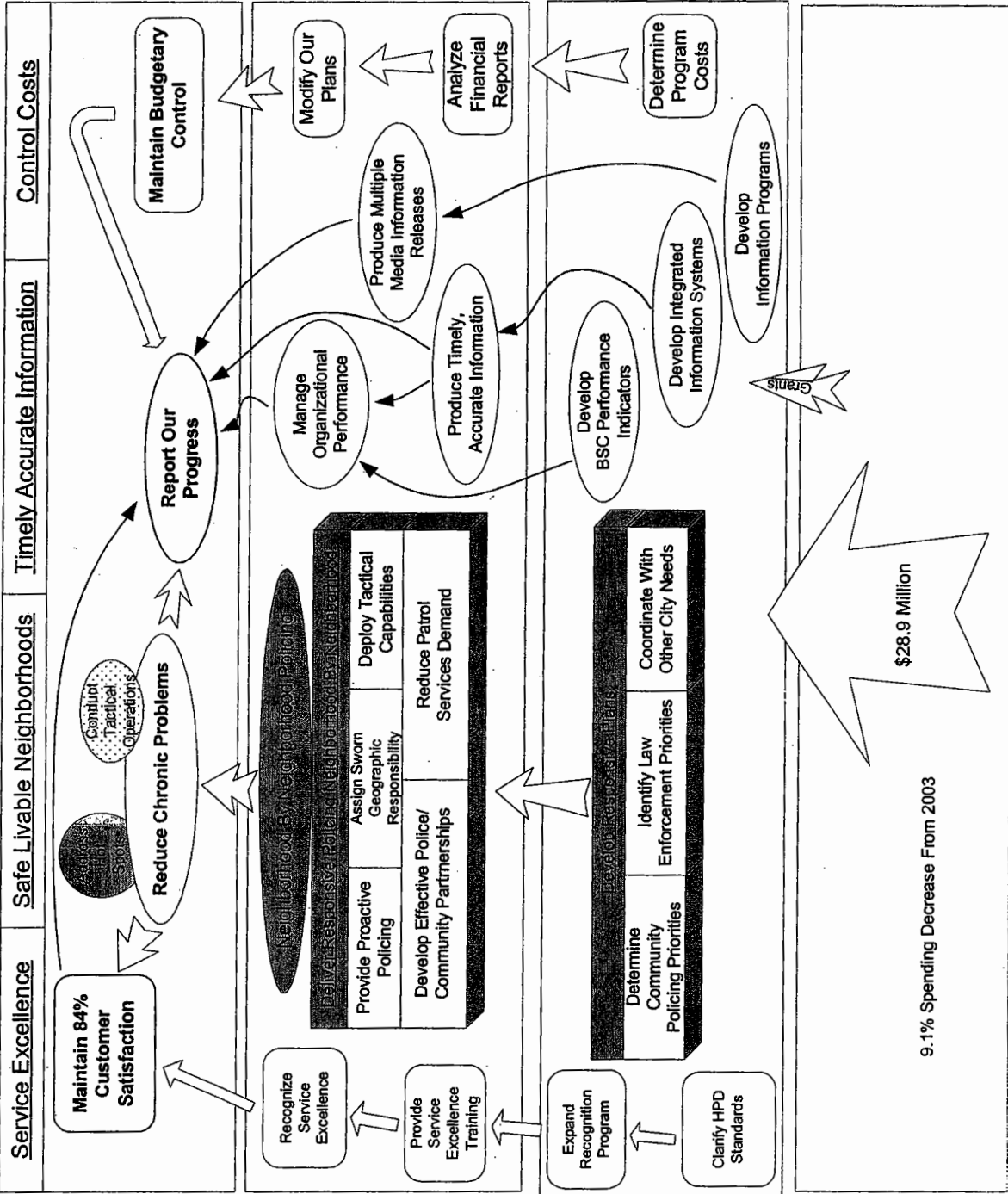
The planning tool used to develop the operational strategic plan for the Department was the Balanced Scorecard, a methodology adopted by thousands of businesses and dozens of government agencies over the past ten years to become more cost effective (e.g., the cities of Charlotte, NC, Atlanta, GA, Dallas, TX, Sarasota County, FL, the states of Washington and Texas, the US Army, the US Department of Energy, and other defense agencies to mention a few). This methodology, correctly used, provides an effective way to communicate an organization’s strategy to the entire organization, to everyone involved, to measure performance and to report on the effectiveness of the strategy and/or its implementation. Execution of the strategy is critical to its success. Without good execution the best strategy in the world is meaningless.

Similar to many business or agency scorecards, the Hartford Police Department strategy and the results achieved are shown on two pages, a strategy map and monthly reports of performance indicators. The Department’s strategy map and a subset of performance indicators are included within this report. To implement the Department’s mission statement, the command staff chose four areas they believed to be most important to the community, the City’s leadership and on which to focus the Department’s efforts: service excellence, safe livable neighborhoods, timely accurate information and control costs. These are shown as themes appearing near the top of the graphic plan representation on the following page.

Within each of the four themes the command staff chose a specific objective to achieve. Beginning first from the customer’s perspective and in the area of service excellence, they

2004 Strategy Map

Mission: ...to enhance the quality of life in the City of Hartford by developing partnerships with the community, and the other stakeholders in a manner that promotes problem solving and preserves a safe environment through professional law enforcement that respects human dignity.



Perspectives

Customer

Internal Process

Learn & Develop

Financial

wanted to maintain the Department's 84% customer satisfaction rating. This rating was determined consistently by surveys conducted by the City over the past five years. Within the theme of safe livable neighborhoods, and based upon numerous meetings with community members and groups, the command staff believed that chronic quality of life problems (order maintenance) were most important to residents i.e., customers. Therefore, and given budgetary limitations, they set the objective of reducing chronic problems by 3% within fiscal year 2004. Within the theme of providing timely accurate information they set the objectives of producing weekly at least two positive stories about the Hartford Police Department and publicly reporting their scorecard monthly. Within the theme of control costs, the command staff committed to staying within the total appropriations for the Department. In this instance the customers are the Mayor, City Council and City Manager.

To achieve these objectives, the command staff determined that they would need to change their practices, the second perspective in the plan, in several ways. To maintain an 84% customer satisfaction rating the command staff felt that it was necessary to expand the Department's recognition of service excellence and to provide training. To achieve a 3% reduction in the number of citizen chronic problem complaints more complex solutions were required to positively affect this very persistent problem area. Broadly stated the command staff determined they would need to deliver policing services neighborhood by neighborhood consistent with the Mayor's revitalization initiatives.

Neighborhood by neighborhood policing needed to be more than a catch phrase. It meant continuing to deliver community policing services in much the same way as was currently practiced as represented by the box in the plan graphic labeled "provide proactive policing," and to begin implementing the philosophy of community policing department wide. All police officers would need to increase their sense of ownership for the safety of the neighborhoods to which they were assigned instead of simply responding to demands for service wherever they are assigned. All police officers would need to become more proactive and less reactive, even if the shift in emphasis could only be subtle. This could be accomplished by doing two things. By increasing the number of police districts (i.e., reducing the geographic size of assigned areas of responsibility), potentially the opportunity could be created for more officers to establish closer neighborhood working relationships. Secondly, police officers would need more time to get out of their cruisers to get to know residents in their patrol areas (i.e., directed patrols or 10-59s and park and walk or 10-14 deployments). Given the high volume of calls for service, only two choices were seen as possibilities to accomplish the second objective. Either the City would need to increase the appropriations and numbers of available police officers. Or, the demand for patrol services would need to be reduced. Since the expectation was that the Department must remain within existing appropriations the only choice was to reduce the demand for patrol services.

The areas that the police can control to reduce the demands on police officers' time are to change the things to which the Department automatically responds, change the assignment priority of things to which the Department responds, and to eliminate activities that waste police officers' time. The only other way to reduce the demand for services is to actually reduce the causes that result in a call to the police for assistance. Two wasteful activities were responsible for approximately 5% each (10% total) of all patrol officer committed time, responding to

abandoned E-911 calls and premise burglar alarms. In July the Department stopped responding to most abandoned E-911 calls. This reduced officer committed time by approximately 3%.

An ordinance was proposed to stop responding to more than 98% of all alarms that are false. The ordinance proposed to transition to a verified response died at the public hearing due to public opposition. Billing for alarms and false alarms under the existing ordinance is being restarted. The police have recommended that the Finance Office perform the billing and collections. Over time some additional uncommitted time should be gained as a result. To date no other ideas to reduce the quantity of committed time for police officers have been implemented. The objective was to reduce committed time by 15% so that proactive neighborhood policing could be increased and thereby achieve the objective of a 3% reduction in neighborhood quality of life complaints.

Once the decision was made to deploy most CRD officers to work foot patrols the command staff strategy for reducing chronic problems neighborhood by neighborhood was effectively terminated. Foot patrols are an excellent way to reduce crime and improve police community relations where the foot patrols are assigned. The commitment of CRD to foot patrols severely reduced the ability of the Department to deal with hot spots and reduced its flexibility to deal with other neighborhood problems. As recorded by the police computer assisted dispatching and records management systems, the number of community court arrests has decreased. Crime continues to increase, although it is at a level significantly lower than a decade ago.

Within the theme of providing timely accurate information the one change implemented that has had several very beneficial effects is hiring a professional public information officer (PIO). The performance objective set for the position was to prepare and release at least two positive articles about the police Department each week. Since filling the position on a temporary basis with a civilian in August on average there has been more than 11 positive stories about the police have been released each week to the media. The one very noticeable change within the Department is that more officers believe they are being recognized for the credible services they do provide. This has improved the morale of some officers. Secondly, the Hartford Police Department public image is becoming more positive. The quantifiable effects of this change are unknown. A preliminary sampling of public opinion involving more than 140 incidents over six months shows a continued approval rating of 84% of those surveyed who believe the police do an average or better than average job.

Within the theme of control costs the Department is expending funds at a rate below last fiscal year on a month-to-month comparison. As shown in the report for December 28, 2003 the Department continues to spend at an overtime rate much greater than can be supported by current overtime appropriation. As shown in the Policing Scorecard at the end of this report, the available financial information shows that the Department is spending at a rate within its overall appropriations.

The Consultants obtained several statistical reports comparing department staffing levels of similar US communities, crime statistics, to Hartford's staffing levels and crime statistics. These reports showed that there is very little correlation between the number of police officers in a community and crime rates. The police are not responsible for the crimes. They are only

responsible for responding to crime and other service requests. In a report prepared by Trinity College analyzing the relationship between the number of Hartford police officers and crime for the period 1983-2001 it was shown that there is no strong correlation between the crime rate and the number of officers. The crime rate varied widely while the number of officers employed over the period decreased. Crimes decreased significantly in the late 1990s at the same time the number of officers employed decreased. There is a high correlation between economic conditions, home ownership and lower crime rates. This is not surprising.

The statistical analysis of the relationship between the number of crimes and the number of police officers employed reinforce the two basic lessons resulting from the short-lived operational strategic plan and Hartford policing operations over the past six months. There are a number of things that can be done to help the police be more responsive to community needs and effective in the use of existing resources. The things that can be done are not easy, but they can be done. The police do not control crime. They respond to crime with proactive and reactive strategies and tactics. The Hartford Police cannot "arrest" the community out of crime. The City cannot afford to hire enough foot patrol officers to make a difference. Increasing home ownership is a critically important goal for many reasons; however, to increase the number of owner occupied homes requires, as one strategy among many, strong coordination amongst multiple agencies to reduce the causes for locally committed crimes.

It still makes sense to reduce those things that waste police officers time (e.g., implementing billing for alarms and false alarms to reduce the number of false alarms), but since the effective demise of the plan and departure of the Chief and one assistant chief, no one within the Department continues to implement the plan or track the strategic plan's performance indicators. The strategic direction, the goals and objectives have been forgotten except for theme names (service excellence, safe livable neighborhoods, timely accurate information and cost control) posted to a wall in a large police conference room. No new efforts are being made to reduce officer committed time. No new efforts, beyond those previously attempted, are being made to coordinate with other agencies to effectively solve neighborhood problems. Hartford police officers continue to respond to calls for service, investigate crimes, make arrests when they can, and do the best they can under the available leadership. Attached is a final monthly statistical report for FY 2004 ending December 28, 2003.

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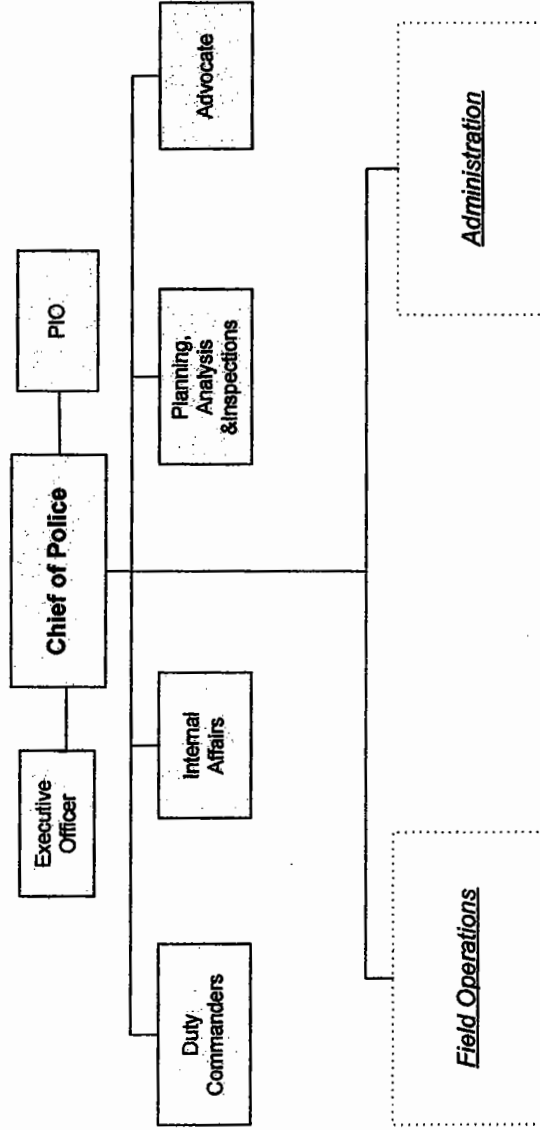
City of Hamden, Connecticut
Police Department Periodic Summary Report of Performance Indicators

Policing Scorecard	Reporting Period:				Last FY To Date	Ahead/Behind Objective (%)
	Last Fiscal Year	Current FY Objective	This Period	This Year To Date		
Maintain Customer Satisfaction:						
Neighborhood Quality of Life Survey	NA	84%	?		NA	100%
Customer Satisfaction	84%	No Change	84%		NA	100%
Reduce Quality of Life Problems:						
Proactive Policing Activity Count	31,336	+6%	3,336		16,193	138%
Neighborhood Meetings	NA	NA	13		NA	NA
Problem Solving Agreements Addressed	NA	+95%	?		NA	NA
Community Court Arrests	4,599	+10%	293		2,642	57%
Maintain/Decrease Criminal Activity:						
Part 1 Violent Crimes Reported	1,729	No Change	114		880	51%
Part 1 Property Crimes Reported	9,687	No Change	656		4,157	43%
Part 2 Crimes Reported	50,971	No Change	NA		NA	NA
Maintain/Increase Part 1s Cleared per FTE:						
Average # FTEs	NA	420	399		NA	95%
Violent Part 1s Cleared per FTE	NA	NA	0.08		NA	NA
Property Part 1s Cleared per FTE	NA	NA	0.14		NA	NA
Positive HPD News Coverage:	NA	104	53		NA	51%
Citizen Initiated Calls:	144,463	NA	8,768		74,864	52%
New Software Applications Implemented:	NA	5	1		NA	20%
Increase Employee Recognition:						
Number of Recognition Actions	NA	?	?		NA	NA
Control Costs:						
Budget*	\$30,807,300	\$28,930,640				
Actual Expended	\$31,799,593	\$28,930,640			\$16,527,749	57%
% of Budget Expended	103%	100%			54%	52%
Overtime Expenses:						
Budget	\$2,434,500	\$1,500,000				
Actual Expended	\$4,701,389	\$1,500,000			\$2,905,044	193%
% of Budget Expended	193%	100%			119%	119%

* Includes Overtime
Quality of Life Problems: drugs, noise, traffic, prostitution, loitering, public drinking and guns/shots
Proactive Policing: Park & Walk, Directed Patrol, Field Incidents, & Moving Violations
Community Court Crimes: Breach of peace, Larceny, Simple possession of marijuana, Interference, Prostitution, Solicitation, Disorderly conduct, Threatening, Criminal trespass, Criminal mischief, illegal possession of fireworks, Criminal impersonation
Part 1 Violent Crimes: murder, rape, robbery, and aggravated assault. **Part 1 Property Crimes** includes burglary, larceny, and auto theft.
 NA - Not Available.

HARTFORD POLICE DEPARTMENT

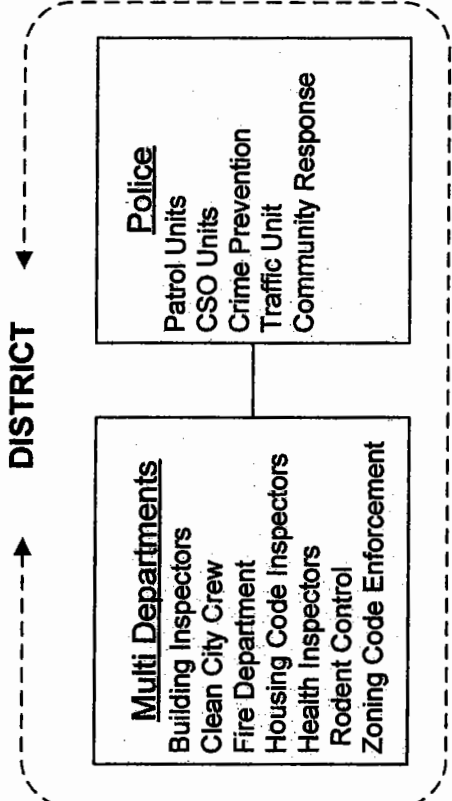
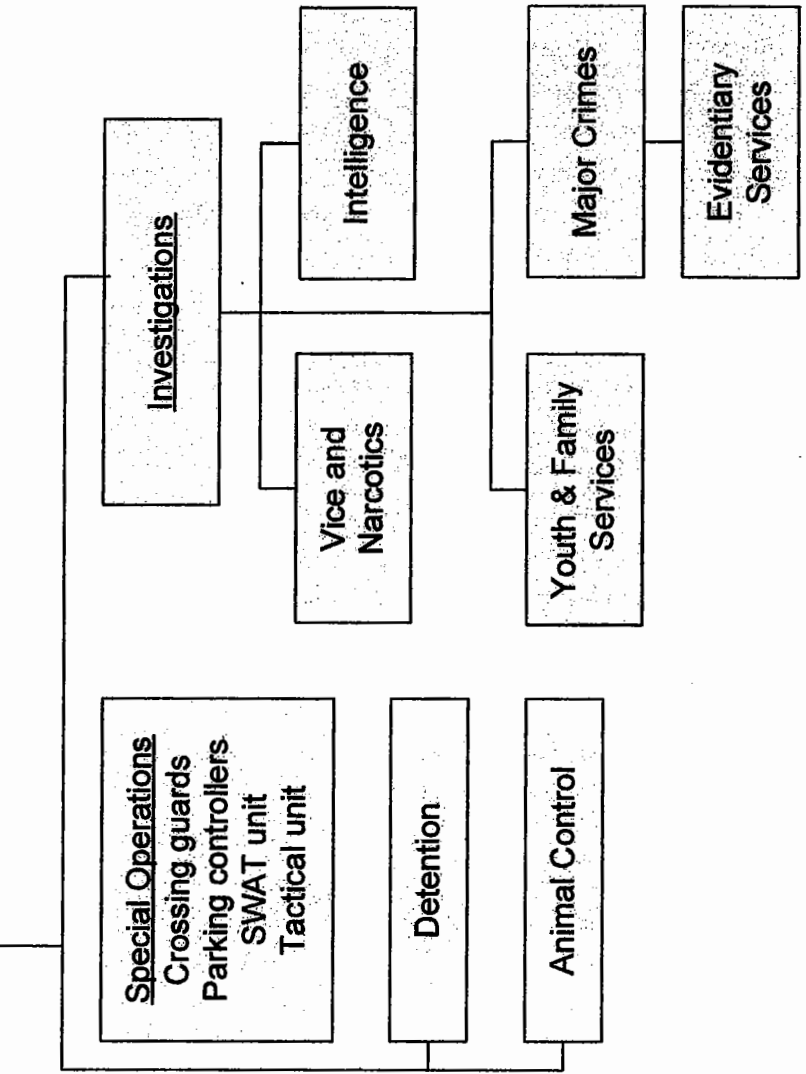
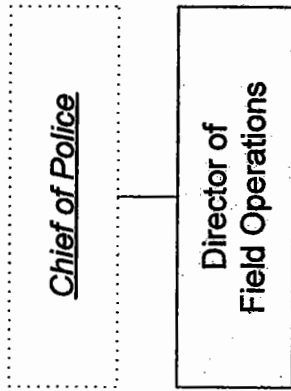
Proposed Organizational Structure



HARTFORD POLICE DEPARTMENT

Proposed Organizational Structure

Field Operations

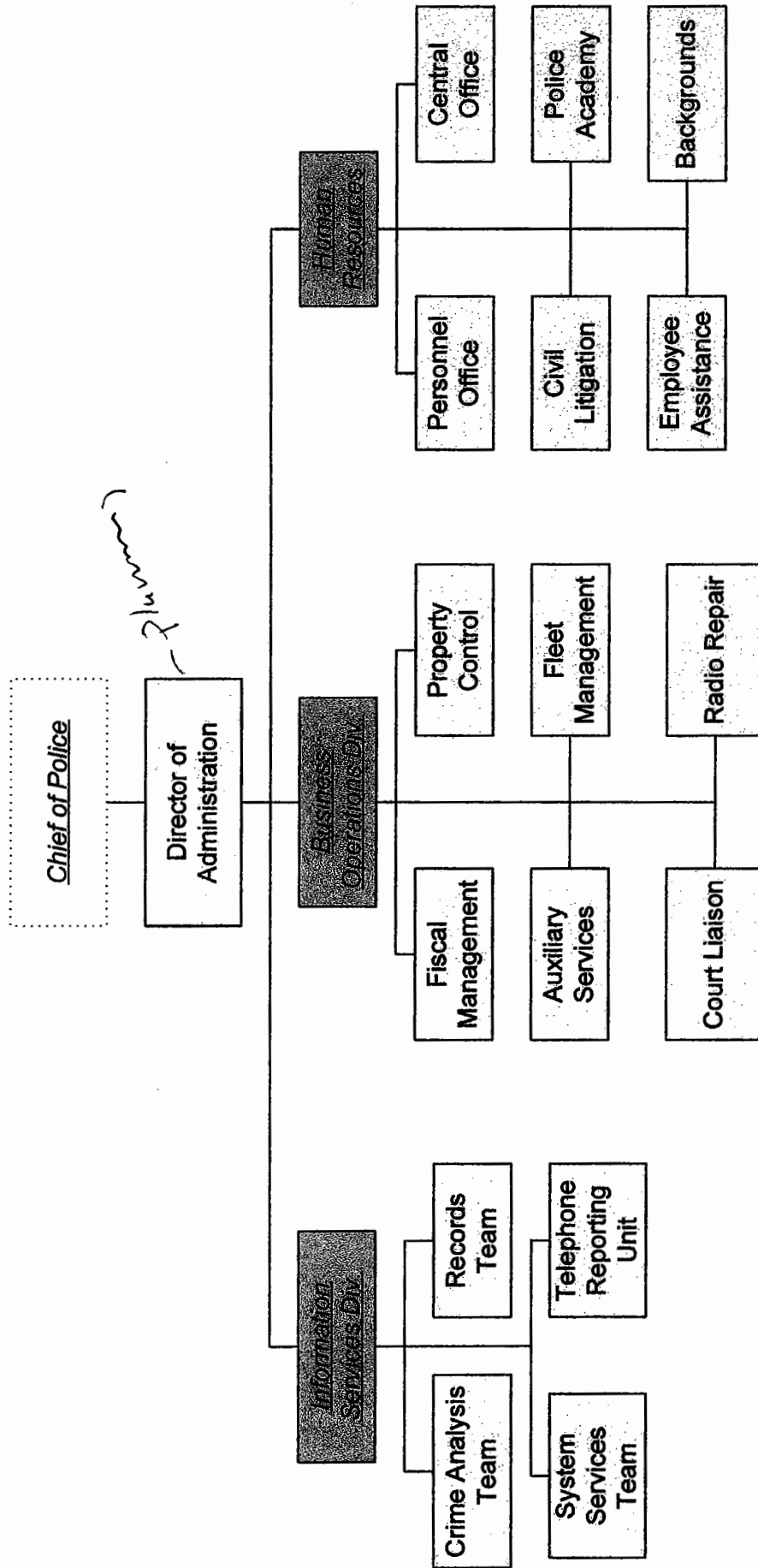


COMMUNITY SERVICE TEAMS

HARTFORD POLICE DEPARTMENT

Proposed Organizational Structure

Administration

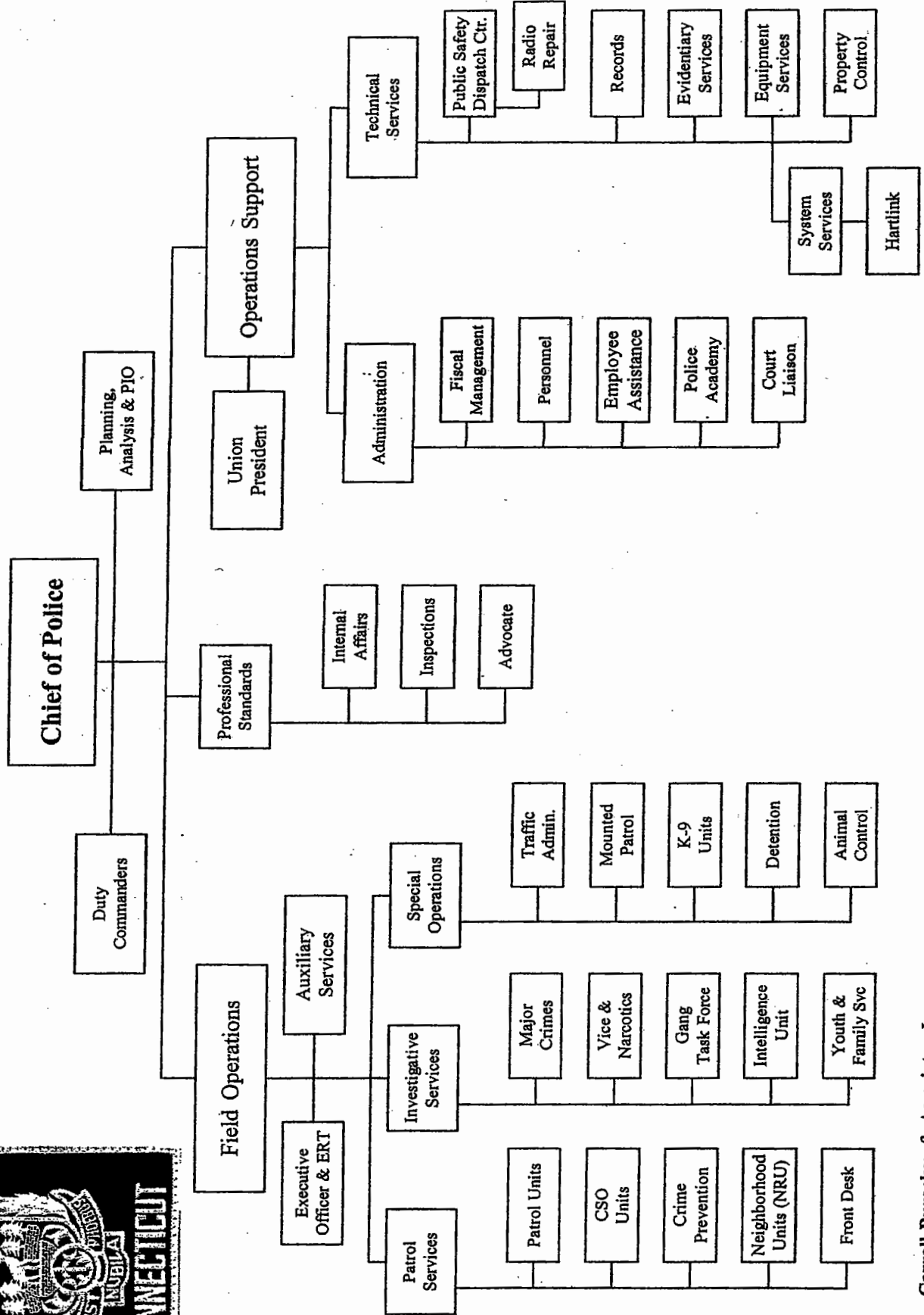




HARTFORD POLICE DEPARTMENT

Proposed Organizational Structure

Figure 11.2



DRAFT

CITY OF HARTFORD, CONNECTICUT CLASS SPECIFICATION

POLICE OFFICER

NATURE OF WORK

This employee works together with private citizens to help solve contemporary community problems related to crime, fear of crime, social and physical disorder, and neighborhood decay.

ESSENTIAL JOB FUNCTIONS

Develop and participate in strategies that prevent crime, reduce the fear of crime, and improve the quality of life in the City's neighborhoods. Collaborate with community groups and establish partnerships to find inventive, long-term solutions to problems of disorder, crime and violence.

Perform searches of persons, vehicles, and various types of premises. Drive motor vehicles under emergency and non-emergency circumstances. Administer first aid. Identify, warn, arrest or cite offenders for traffic, non-traffic, and parking offenses. Transport prisoners. Assist elderly, disabled, or stranded motorists.

Investigate crime scenes, accidents, and crimes against persons and property. Search premises, suspicious persons or vehicles. Diagram crime and accident scenes. Locate witnesses and interrogate suspects. Investigate complaints. Preserve evidence and inventory stolen property. Make judgments re: probable cause for warrantless searches. Search for missing people. Document chain of custody for evidence. Check status on stolen property through computer network and trace stolen goods. Review information on criminal activity in area; conduct surveillance of individuals/locations.

Provide accurate oral descriptions of suspects. Exchange information with other law enforcement officials and the public. Conduct interviews. Explain complaints to offenders, victims, and witnesses; advise them on legal procedures

Confer with prosecutors or City attorneys. Testify in criminal and civil court cases or hearings. Present evidence in legal proceedings. Serve subpoenas and search/arrest warrants

Train other personnel and new officers.

OTHER JOB FUNCTIONS

Respond to/resolve animal complaints. Escort and/or evacuate persons or vehicles from dangerous areas. Organize/conduct photo or station house lineups. Review crime lab reports and records. Examine deceased persons. Make presentations to groups. Attend meetings/ceremonies as department representative or liaison. Perform special duties as assigned. Write memos and letters. Review and sign reports to ensure completeness and accuracy. Deal with barricade/hostage situations. Conduct or supervise searches of property. Inform other units of major incidents. Determine necessity of complaint investigations.

DESIRABLE KNOWLEDGE, SKILLS AND ABILITIES

Excellent social skills and general intelligence. Excellent ability to work in a team setting to build safe neighborhoods, provide timely and accurate information, and deliver excellent services to the people who live, visit and work in Hartford. Ability to write reports of investigations and to express oneself clearly and concisely both orally and in writing. Ability to understand and enforce laws dealing with criminal acts. Ability to learn and apply modern practices in the investigation of crime.

Police Officer (cont.)

PHYSICAL AND MENTAL EFFORT/ENVIRONMENTAL AND WORKING CONDITIONS

Subdue and arrest a resisting individual. Must be able to perform an evasive maneuver to recover weapon from suspect, and walk up and down one to three (1-3) flights of stairs. Must be able to run fast for a distance less than 50 yards to apprehend suspects or to assist person requiring emergency assistance. May need to forcibly enter buildings, jump down from elevated surfaces, pull self up over obstacles, or climb over obstacles lower than six feet. Must be able to walk/run for up to a half mile. May lift, push, pick up and/or carry objects or equipment weighing 50 to 150 pounds. May need to climb through small openings and/or crawl in confined areas.

Must be able to, walk, stand and sit for prolonged periods.

Must be able to see objects far away, as in driving, and closely, as in typing a report. Must be able to discriminate colors, as in vehicle or house color. Must have a minimum corrected vision to 20/30 in both eyes.

Must be able to hear normal sounds with some background noise. Must be able to communicate through human speech.

Must be able to perform moderately difficult manipulative skills, such as firing a weapon, applying handcuffs, writing and maintaining target practice skills.

Must be able to remember task/assignment during shift and extending several days.

Ability to get along with co-workers, supervisors, customers and the public at large.

Possible exposure to blood, body tissues or fluids. Exposure to extreme high and low temperatures, dust, loud noises, bodily injuries, high humidity and wetness.

MINIMUM TRAINING AND EXPERIENCE

Must possess an Associate's Degree, 60 college credits at an accredited college/university, or four years of full-time active military service with an honorable discharge or continued service in the reserve force. Must possess a valid Connecticut motor vehicle operator's license. Must meet the eligibility requirements of the Municipal Police Training Council.

THE ABOVE DESCRIPTION IS ILLUSTRATIVE. IT IS INTENDED AS A GUIDE FOR PERSONNEL ACTIONS AND MUST NOT BE TAKEN AS A COMPLETE ITEMIZATION OF ALL FACETS OF ANY JOB.

Approved:

DRAFT

**CITY OF HARTFORD, CONNECTICUT
CLASS SPECIFICATION**

DETECTIVE

NATURE OF WORK

This employee investigates matters within the purview of the Police Department function to acquire needed information or to determine violations of federal or state laws or local ordinances.

ESSENTIAL FUNCTIONS

May perform all of the functions of Police Officer. Investigate crimes against persons and property and complaints of drug law violations. Collect and preserve evidence; diagram crime and accident scenes. Recover and inventory stolen property; document chain of custody for evidence. Search premises or property, persons and vehicles. Locate witnesses to crime; interrogate suspects. Secure accident, crime and disaster scenes. Check stolen status of property through computer network and estimate value of stolen or recovered goods. Conduct surveillance of individuals/locations and perform background investigations. Transport property or evidence.

Identify and apprehend offenders. Advise persons of constitutional rights. Participate in raids. Pursue suspect(s) in vehicle and/or on foot. Organize and conduct photo or station-house lineups.

Testify in criminal and civil court cases and present evidence in legal proceedings; provide accurate oral descriptions. Exchange information with other law enforcement officials. Establish partnerships and work with citizens to develop solutions to problems of disorder, crime and violence. Advise victims, witnesses and offenders on legal procedures and explain complaints. Conduct interviews; write reports, memos and letters.

Train other personnel and new detectives.

OTHER JOB FUNCTIONS

Drive motor vehicles under emergency and non-emergency circumstances. Transport prisoners. Administer first aid. Serve subpoenas and search/arrest warrants. Make judgments re: arrest or release of suspects/offenders. Keep abreast of the latest developments in the field of crime detection and investigation. Examine deceased persons. Make presentations to groups and the media. Inform other units and agencies of major incidents and unusual circumstances. Perform other duties as assigned.

DESIRABLE KNOWLEDGE, SKILLS AND ABILITIES

Excellent social skills and general intelligence. Excellent ability to work in a team setting to build safe neighborhoods, provide timely and accurate information, and deliver excellent services to the people who live, visit and work in Hartford. Ability to express oneself clearly and concisely both orally and in writing. Knowledge of the techniques of criminal investigation and identification and ability to use these techniques. Knowledge of state laws, local ordinances and Department regulations. Ability to conduct investigations effectively to obtain pertinent information or confession.

PHYSICAL AND MENTAL EFFORT/ENVIRONMENTAL AND WORKING CONDITIONS

Subdue and arrest a resisting individual. Must be able to perform an evasive maneuver to recover weapon from suspect, and walk up and down one to three (1-3) flights of stairs. Must be able to run fast for a distance of 50 yards to apprehend suspects or to assist person requiring emergency assistance. May need to forcibly enter buildings, jump down from elevated surfaces, pull self up over obstacles, or climb over obstacles lower than six feet. Must be able to walk/run for up to a half mile. May lift, push, pick up and/or carry objects or equipment weighing 50 to 150 pounds. May need to climb or crawl through small openings and /or crawl in confined areas

Must be able to walk, stand and sit for prolonged periods.

Must be able to distinguish objects far away, as in driving, and closely, as in typing a report. Must be able to discriminate colors, as in vehicle or house color. Must have a minimum corrected vision to 20/30 in both eyes.

Must be able to hear normal sounds with some background noise. Must be able to communicate through human speech.

Must be able to perform moderately difficult manipulative skills, such as firing a weapon, applying handcuffs, writing and maintaining target practice skills.

Must be able to remember task/assignment during shift and extending several days.

Ability to get along with co-workers, supervisors, customers and the public at large.

Possible exposure to blood, body tissues or fluids. Exposure to extreme high and low temperatures, dust, loud noises, bodily injuries, high humidity and wetness.

MINIMUM TRAINING AND EXPERIENCE

Must possess an Associate's Degree, 60 college credits at an accredited college/university, or four years of full-time active military service with an honorable discharge or continued service in the reserve force. Must have three years of experience as a police officer.

THE ABOVE DESCRIPTION IS ILLUSTRATIVE. IT IS INTENDED AS A GUIDE FOR PERSONNEL ACTIONS AND MUST NOT BE TAKEN AS A COMPLETE ITEMIZATION OF ALL FACETS OF ANY JOB.

Approved:

DRAFT

CITY OF HARTFORD, CONNECTICUT CLASS SPECIFICATION

POLICE SERGEANT

NATURE OF WORK

This employee is the coordinator of an assigned team of Police Officers who are working together with private citizens and other City departments to solve community problems related to crime, fear of crime, social and physical disorder, and neighborhood decay. Responsible for the work and conduct of Police Officers on the team and in the performance of general police work; may be assigned to duties at Police Headquarters or supervising and participating in detective work.

ESSENTIAL JOB FUNCTIONS

Ensure that all available resources are directed toward solving problems that will reduce crime and the fear of crime. Stimulate creativity and encourage subordinates to seek innovative methods of solving police/community problems. Cooperate and coordinate activities with other districts/units within the department as well as other units of government. Facilitate public meetings and deliver presentations as needed or requested. Share responsibilities for organizational successes and failures. Actively seek positive change for the organization.

Supervise police activities at incident scenes. Oversee and supervise major cases, investigations, and arrests. Request assistance from other agencies. Assign, coordinate and schedule special assignments.

Identify and apprehend offenders and advise persons of constitutional rights. Make judgments re: probable cause for warrantless searches. Search crime scenes for physical evidence. Investigate crimes against persons and property, and drug law violations. Collect and preserve evidence; document chain of custody for it. Investigate suspicious persons or vehicles, review information on criminal activity in area. Check status of stolen property through computer network. Conduct surveillance of individuals/locations; search for missing persons.

May respond to calls; search persons, vehicles and places. Enforce traffic and parking laws and ordinances. Check vehicles for proper registration. Request emergency assistance at accident scene.

Exchange information with other law enforcement officials. Explain complaints to offenders, victims, witnesses; advises them about legal procedures. Testify in criminal and civil court cases or hearings. Present evidence in legal proceedings.

Assign work activities and projects and maintain proper staffing levels. Train other personnel and new officers.

OTHER FUNCTIONS

Plan traffic patrol tactics. Investigate traffic accidents and aid the injured. Organize/participate in neighborhood meetings/watch groups. Act as liaison with city officials, community groups, etc. Coordinate activities with other divisions and agencies. Plan training schedules or assist in developing and administering training programs.

Police Sergeant (cont.)

DESIRABLE KNOWLEDGE, SKILLS AND ABILITIES

Excellent ability to work in a team setting to build safe neighborhoods, provide timely and accurate information, and deliver excellent services to the people who live, visit and work in Hartford. Working knowledge of the principles, methods, practices and techniques of community policing. Working knowledge of the geography of the City and of laws, ordinances and department regulations. Knowledge of the methods of preserving evidence and what constitutes admissible evidence. Model professional behavior, Write clear and concise reports. Act decisively in emergencies. Skill in operating motor vehicles, use of firearms and giving first aid. Ability to plan, assign and measure the performance of others

PHYSICAL AND MENTAL EFFORT/ENVIRONMENTAL AND WORKING CONDITIONS

May subdue and arrest a resisting individual. Must be able to maneuver to recover weapon from suspect, and walk up and down one to three (1-3) flights of stairs. Must be able to run fast for a distance of 50 yards to apprehend suspects or to assist person requiring emergency assistance. May need to forcibly enter buildings, jump down from elevated surfaces, pull self up over obstacles, or climb over obstacles lower than six feet. Must be able to walk/run for up to a half mile. May lift, push, pick up and/or carry objects or equipment weighing 50 to 150 pounds. May need to climb or crawl through small spaces and confined spaces.

Must be able to walk, stand and sit for prolonged periods.

Must be able to see objects far away, as in driving, and closely, as in typing a report. Must be able to discriminate colors, as in vehicle or house color. Must possess sufficient vision to successfully perform the duties of a police officer.

Must be able to hear normal sounds with some background noise. Must be able to communicate through human speech.

Must be able to perform moderately difficult manipulative skills, such as firing a weapon, applying handcuffs, writing and maintaining target practice skills.

Must be able to remember task/assignment for an extended period.

Ability to get along with co-workers, supervisors, customers and the public at large.

Possible exposure to blood, body tissues or fluids. Exposure to extreme high and low temperatures, dust, loud noises, bodily injuries, high humidity and wetness.

MINIMUM TRAINING AND EXPERIENCE

Must possess a Bachelor's Degree from an accredited college/university in Law Enforcement or related field. Must have five (5) years' experience as a Police Officer.

THE ABOVE DESCRIPTION IS ILLUSTRATIVE. IT IS INTENDED AS A GUIDE FOR PERSONNE ACTIONS AND MUST NOT BE TAKEN AS A COMPLETE ITEMIZATION OF ALL FACETS OF ANY JOB.

Approved:

February 23, 2004

DRAFT

**CITY OF HARTFORD, CONNECTICUT
CLASS SPECIFICATION**

POLICE LIEUTENANT

NATURE OF WORK

This employee is responsible for the successful operation of a major division of the Police Department or a geographic zone of operations and the service, efficiency and performance of the personnel assigned to the district, division or unit.

ESSENTIAL FUNCTIONS

As District Commander, promote partnerships with private citizens, community groups, and other City departments to coordinate all available resources within his/her geographic area toward solving problems which will reduce crime and the fear of crime and result in the successful arrest and prosecution of suspects; facilitate public meetings and delivers presentations as needed or requested.

Stimulate creativity and encourage subordinates and teams to seek innovative methods of solving police/community problems. Ensure that the goals and objectives of the Department's strategic plans are carried out. Perform random and unannounced tours of inspection of officers on duty to determine that assignments are properly performed. Produce timely, accurate information for the public, Mayor, and City Council.

Attend and arrange meetings and conferences related to assigned area of responsibility; engage in a continuing program of self improvement, keeping abreast of changing technology, professional development and social and community needs; train subordinate supervisors in the most effective use of resources to ensure excellent service delivery.

Evaluate assigned staff; respond to employee concerns and problems; direct work; counsel and discipline staff and complete employee performance appraisals. Delegate responsibility and authority that produces effective responses to problems and increased job satisfaction.

Coordinate activities with other districts/units within the department as well as other units of government and law enforcement agencies.

OTHER FUNCTIONS

Actively seek positive change for the organization. Perform any duty or function related to the operation of the Police Department and share responsibility for the Department's successes and failures.

DESIRABLE KNOWLEDGE, SKILLS AND ABILITIES

Excellent social skills and general intelligence. Excellent ability to work in a team setting to build safe neighborhoods, provide timely and accurate information, and deliver excellent services to the people who live, visit and work in Hartford. Maintain current knowledge of existing and new law and case precedents relating to assigned responsibility. Ability to set an example of professional behavior for other department members. Organizational, analytical, investigatory and interpersonal skills necessary to perform responsibilities associated with and required by the assignment. Ability to supervise employees on a variety of levels effectively.

PHYSICAL AND MENTAL EFFORT/ENVIRONMENTAL AND WORKING CONDITIONS

May subdue and arrest a resisting individual. Must be able to maneuver to recover weapon from suspect, and walk up and down one to three (1-3) flights of stairs. Must be able to run fast for a distance of 50 yards to apprehend suspects or to assist person requiring emergency assistance. May need to forcibly enter buildings, jump down from elevated surfaces, pull self up over obstacles, or climb over obstacles lower than six feet. Must be able to walk/run for up to a half mile. May lift, push, pick up and/or carry objects or equipment weighing 50 to 150 pounds. May need to climb or crawl through small spaces and work in confined area.

Must be able to walk, stand and sit for prolonged periods.

Must be able to see objects far away, as in driving, and closely, as in typing a report. Must be able to discriminate colors, as in vehicle or house color. Must possess sufficient vision to successfully perform the duties of a police officer, corrected to 20/30.

Must be able to hear normal sounds with some background noise. Must be able to communicate through human speech.

Must be able to perform moderately difficult manipulative skills, such as firing a weapon, applying handcuffs, writing and maintaining target practice skills.

Must be able to remember task/assignment for an extended period.

Ability to get along with co-workers, supervisors, customers and the public at large.

Possible exposure to blood, body tissues or fluids. Exposure to extreme high and low temperatures, dust, loud noises, bodily injuries, high humidity and wetness.

MINIMUM TRAINING AND EXPERIENCE

Must possess a Bachelor's Degree from an accredited college/university in Law Enforcement or a related field. Must possess at least seven (7) years experience as a Police Officer at least two (2) years of which must be at the rank of Sergeant.

THE ABOVE DESCRIPTION IS ILLUSTRATIVE. IT IS INTENDED AS A GUIDE FOR PERSONNEL ACTIONS AND MUST NOT BE TAKEN AS A COMPLETE ITEMIZATION OF ALL FACETS OF ANY JOB

Approved:

DRAFT

CITY OF HARTFORD, CONNECTICUT
CLASS SPECIFICATION

POLICE CAPTAIN

NATURE OF WORK

This employee is responsible for the successful operation of a major organizational unit of the Police Department or independent work of significant importance. May command all units of the department on assigned shifts.

ESSENTIAL FUNCTIONS

Develop strategies and set objectives for collaboration between the police and community that identify and solve community problems. Lead efforts in change management to obtain organization-wide support for community policing and teams.

Conduct studies and analyze data to evaluate trends; make recommendations for improving efficiency of personnel and operations; remain alert to patterns of criminal activities or social decay which indicate a need to redirect or focus the resources of the Department. Make frequent field inspections noting all violations of laws and ordinances as well as conditions requiring police and/or City attention; take necessary steps to correct irregularities, violations and other conditions which may have an impact on quality of life standards of the community.

Review and evaluate the work performance of subordinates and teams and determine and implement action to improve performance or work procedures; provide department-wide inspection services. Perform random and unannounced tours of inspection of officers on duty. Take necessary steps to correct conditions requiring police and/or city attention.

Administer the provisions of a collective bargaining agreement and departmental policies, regulations, orders and operating procedures; receive and investigate complaints.

OTHER FUNCTIONS

Assist in the selection and promotion of all sworn personnel. See that community leaders and the public are informed of important events and/or incidents; perform other duties as assigned. Meet and confer with members of the public and other officials regarding law enforcement problems and police operations under his/her control. Assist in planning and developing new programs in the department.

DESIRABLE KNOWLEDGE, SKILLS AND ABILITIES

Excellent ability to work in a team setting to build safe neighborhoods, provide timely and accurate information, and deliver excellent services to the people who live, visit and work in Hartford. Thorough knowledge of the principles and practices of community policing, modern police administration and federal, state and local laws pertinent to the identification, apprehension, arrest and prosecution of persons suspected of violations of the law. Ability to plan, direct and coordinate the work of subordinate personnel in routine and complex police operations, sometimes under emergency or sensitive circumstances. Thorough knowledge of the principles and practices in the fields of call management, information, training, planning and management techniques and systems. Considerable knowledge in modern budgeting, grant and purchasing procedures.

PHYSICAL AND MENTAL EFFORT/ENVIRONMENTAL AND WORKING CONDITIONS

Must be mobile and able to perform simple manipulative skills. Must be able to sit or stand for prolonged periods. Must have gross body coordination and be able to perform tasks that require hand-eye coordination.

Must be able to see objects far away as in driving; see objects closely as in reading a report; and discriminate colors. Able to hear normal sounds with some background noise as in answering the telephones. Able to communicate through human speech. Able to concentrate on moderate to fine detail with constant interruption.

Able to attend to task/functions for 45-60 minutes at a time. Able to remember multiple tasks/assignments given to self and others over long periods of time.

Ability to get along with co-workers, supervisors, customers and the public at large.

Exposure to electro-magnetic radiation as in computer terminals.

MINIMUM TRAINING AND EXPERIENCE

Bachelor's degree in Police Science or related field from an accredited college/university in Law Enforcement, Management or related field and three (3) years of experience as a Police Lieutenant.

THE ABOVE DESCRIPTION IS ILLUSTRATIVE. IT IS INTENDED AS A GUIDE FOR PERSONNEL ACTIONS AND MUST NOT BE TAKEN AS A COMPLETE ITEMIZATION OF ALL FACETS OF ANY JOB.

Approved:

Current Class Specifications
Date of Adoption

Police Officer	1978
Detective	?
Police Sergeant	1957
Police Lieutenant	1957
Police Captain	1957

NATURE OF WORK IN THIS CLASS:

Under general supervision of a superior officer to perform law enforcement duties in the protection and safeguarding of life and property, the prevention of crime, apprehension of criminals and the preservation of peace; and to perform related work as required.

ILLUSTRATIVE EXAMPLES OF WORK:

Patrols a specified beat or district on foot, on motorcycle or in a radio cruiser; checks doors and windows of business establishments and investigates any suspicious conditions;

Makes arrests for violations of laws or ordinances, escorts prisoners to court, and testifies in court;

Watches for and makes investigations of wanted and missing persons and stolen property;

Enforces traffic laws, directs traffic, and gives information concerning the location of streets, routes, and buildings;

Investigates and makes detailed reports of traffic accidents and enforces parking regulations;

When assigned to any Investigative Division, conducts thorough and complete investigations of major crimes;

Performs related work as required.

DESIRABLE KNOWLEDGES, ABILITIES AND SKILLS:

Ability to observe situations analytically and objectively and to record them clearly and completely.

Ability to react quickly and calmly in emergencies.

Ability to express oneself clearly and concisely, orally and in writing.

Ability to handle situations firmly, courteously, tactfully, and impartially.

Ability to understand and carry out oral and written instructions.

Ability to develop skill in the use and care of firearms.

Good physical strength and agility.

DESIRABLE EXPERIENCE AND TRAINING:

Graduation from a standard high school.

NECESSARY SPECIAL QUALIFICATIONS:

Applicants for these positions may be required to meet age and physical requirements established by the City of Hartford.

Possession of an automobile operator license issued by the State of Connecticut.

DETECTIVE

NATURE OF WORK

This is specialized police work in protecting life and property and enforcing criminal laws and local ordinances.

Work involves detective work in plain clothes and requires the application of special police knowledge in the investigation and detection of crime.

Although work is performed in accordance with established rules and procedures, the Detective must exercise independent judgment.

Instructions regarding assignments and procedures are received from his superior officers, and work is carried on under their supervision.

Work is reviewed through accomplishments, personal inspection and analysis of submitted reports.

ILLUSTRATIVE EXAMPLES OF WORK

Visits the scenes of crimes; searches for and preserves evidence, investigates and follows up clues; and searches for and apprehends violators.

Participates in the interview and interrogation of prisoners, complainants, and witnesses to obtain information about crimes.

Investigates reports of missing persons.

Participates in criminal investigation work, taking fingerprints, lifting latent fingerprints, and taking pictures of suspects.

Prepares written reports of investigations.

Appears in court to present evidence and testify against persons accused of crime.

Performs related work as required.

Keeps abreast of the latest developments in the field of crime detection and investigation.

DESIRABLE KNOWLEDGES, ABILITIES AND SKILLS

Considerable knowledge of departmental procedure, rules and regulations.

Considerable knowledge of the geography of the city and the locations of areas requiring special police attention.

Considerable knowledge of pertinent federal and state laws and municipal ordinances with particular reference to the apprehension, arrest and prosecution of persons.

Considerable knowledge of the modern methods and practices of criminal investigation.

Ability to obtain information through interviews, interrogations, and observation and to observe and remember names, faces and details of incidents and scenes of crime.

Ability to understand and execute oral and written directions and to prepare clear and comprehensive reports.

Ability to deal firmly but courteously with the public.

Skill in the use and care of firearms, fingerprint kits, and in the operation of motor vehicles.

NATURE OF WORK IN THIS CLASS:

This is supervisory police work in directing an assigned squad of patrolmen, in protecting life and property and enforcing criminal and traffic laws and local ordinances.

Work involves responsibility for the efficient and prompt performance of the work of an assigned squad of patrolmen; for booking, transmitting, or receiving duties at the police desk; for supervising prisoners in Headquarters cell block and preparing records concerning their cases; or for supervising and participating in detective work. When personnel of this class are on certain special assignments they may be reimbursed at a higher rate than when assigned to regular duty or either the plain clothes or uniformed force. All work is performed in accordance with departmental rules and regulations. General instructions regarding assignments and procedures are received from a superior officer, and work is carried on under his supervision.

ILLUSTRATIVE EXAMPLES OF WORK:

Inspects equipment, appearance, and person of subordinates at roll call; sees that they are ready for duty; patrols assigned districts, checks patrolmen in the performance of their duties, and gives advice and assistance when necessary.

At the Headquarters desk, books prisoners, sees that correct charges are placed against them, has them searched, sees that medical care is provided when necessary, receives and lists monies and valuables; and sees that prisoners are released only in accordance with prescribed departmental procedures.

In the traffic division, supervises traffic officers assigns duties for special traffic conditions, personally supervises control of traffic in emergent situations, and inspects traffic control equipment.

Interviews prisoners to obtain personal histories, searches court records; supervises the preparation of lists of prisoners appearing in court; escorts prisoners from cell block to court, and to and from jail; records disposition of cases by Judge and sees that fines are paid, bonds are made, or that prisoners are remanded to jail.

When assigned to the detective force, visits scenes of crimes, searches for and preserves evidence, investigates clues, and apprehends and arrests violators; checks pawn shops and second hand stores for stolen property; interviews suspects, prisoners, complainants, and witnesses to obtain information about crimes; prepares reports, and testifies in court.

Supervises the fingerprinting and photographing of prisoners, suspects, unidentified bodies, fatal accidents, burglary and murder scenes, and such other areas as are indicated by superiors; acts as custodian of all lost and stolen property and property used as evidence; supervises the physical receipt, maintenance, and issuance of property; keeps and maintain property records.

Performs related work as required.

DESIRABLE KNOWLEDGES, ABILITIES AND SKILLS:

Working knowledge of the principles, methods, practices, and techniques of police work.

Working knowledge of the methods of preserving evidence and of what constitutes admissible evidence.

Working knowledge of controlling laws and ordinances.

Working knowledge of the geography of the city.

Ability to plan, assign, and supervise the work of others.

Ability to observe situations analytically and objectively and to record them clearly and completely.

Ability to react quickly and calmly in emergencies.

NATURE OF WORK IN THIS CLASS:

This is responsible supervisory police work in acting as commanding officer in charge of a squad of Police Patrolmen, the Vice Division, the Juvenile Division, or Sergeants assigned to the detective force.

Work involves responsibility for instructing and leading police officers in their work, for assigning them duties and checking their efficiency. Work may involve responsibility for the execution of special details such as supervision of an assigned shift of the Traffic Division. When personnel of this class are on certain special assignments, they may be reimbursed at a higher rate than when assigned the regular duties of a Police Lieutenant on either the plain clothes or uniformed force. Considerable judgment must be exercised independently in interpreting orders, rules, and regulations and in leading personnel in emergent situations. Work is performed according to departmental rules and regulations, verbal instructions, and general staff orders from superior officers. All work is subject to general supervision by personal inspection, a review of reports by superiors, and general appraisal of the effectiveness of police work performed by the assigned squad or detail.

ILLUSTRATIVE EXAMPLES OF WORK:

When assigned to patrol duty, forms assigned squads at beginning of shift; takes the roll; reads the orders of the day; reads list of important complaints, stolen cars, and missing persons; assigns temporary officers to vacancies; takes important telephone calls at the desk and determines necessary action; gives special assignments to officers; keeps records, prepares and submits reports of activities.

When assigned to duty in the Traffic Division, supervises traffic officers; assigns duties for special traffic conditions; personally supervises control of traffic in emergent situations; and inspects traffic control equipment.

When assigned to the detective force or special detail in plain clothes, supervises such activities as: the investigation of suspected vice and liquor establishments; the search for and preservation of evidence found at scenes of crimes; the investigation of clues, and apprehension and arrest of violators, and related detective activities; receives reports of subordinates and prepares and submits reports to superiors; testifies in court.

Supervises the activities of the Juvenile Division; reads and reviews all complaints relating to juveniles received by the Department and assigns cases to subordinates for investigation; checks and reviews work of investigators; refers cases to Juvenile Court and other agencies, or to other divisions of the Police Department as indicated.

Performs related work as required.

DESIRABLE KNOWLEDGES, ABILITIES AND SKILLS:

Considerable knowledge of the methods, principles, practices, and techniques of police and detective work.

Considerable knowledge of the principles and practices of police administration.

Considerable knowledge of controlling laws and ordinances,

Considerable knowledge of the geography of the city.

Ability to plan, assign, supervise, and review the work of others

Ability to observe situations analytically and objectively and to record them clearly and completely.

Ability to react quickly and calmly in emergent situations.

Ability to express oneself clearly and concisely, orally and in writing.

NATURE OF WORK IN THIS CLASS:

This is highly responsible supervisory police work in commanding a division or bureau of the Police Department.

Work of this class involves responsibility for commanding the Traffic Division, Records and Identification Division, the Patrol Division on an assigned shift, the Police Training School, the Safety and Hazards Division, or the Maintenance Division. Work involves considerable responsibility for making decisions regarding actions to be taken, and for independent judgment in the interpretation of rules and regulations, as well as the application of laws and ordinances. General supervision is received from the Chief and Assistant Chief through general appraisal of the effectiveness of police work. Supervision is exercised over subordinate officers in direct command of the Police Patrolmen and others.

ILLUSTRATIVE EXAMPLES OF WORK:

Checks daily activity reports and submits them to the Chief; checks other assignments of officers and patrolmen; inspects squads of patrolmen before and after going on duty; reads the orders of the day; prepares assignments for the following day; inspects cell block and prisoners.

Supervises the activities of the Traffic Division; assigns duties to Police Patrolmen; inspects men and equipment; makes personal inspection of traffic conditions; investigates traffic complaints; directs the installation of traffic signs and traffic control lines; reviews reports and supervises the maintenance of records.

Supervises the operation of the Police training school, instructs officers and men in police work such as; deportment and discipline, arrests, gathering and preserving evidence, court procedure, controlling laws and ordinances, first aid, and use of firearms; and supervises patrolmen assigned to strike and riot duty. Supervises the activities of the Records and Identification Division; directs the fingerprinting and photographing of prisoners and the maintenance of relevant criminal records; supervises the custody of lost, recovered, unidentified, and evidential property; manages the payroll and finance section of the Police Department, receives all monies coming to the Department and keeps necessary records; issues all licenses and special permits; compiles monthly and yearly F. B. I. reports and monthly Police Department Activity graphs; supervises the operation of the teletype system.

Performs related work as required.

DESIRABLE KNOWLEDGES, ABILITIES AND SKILLS:

Thorough knowledge of modern methods, principles, and techniques of police operations and administration.

Thorough knowledge of the principles, practices, and techniques of the special unit to which assigned.

Thorough knowledge of controlling laws and ordinances.

Ability to plan, assign, supervise, and review the work of a large number of officers and men.

Ability to observe situations analytically and objectively and to record them clearly and completely.

Ability to react quickly and calmly in emergencies, and to direct and coordinate effectively the work of subordinates in emergent situations.

Ability to express oneself clearly and concisely, orally and in writing.

Skill in the use and care of firearms, and in the operation of motor vehicles.

Good physical strength and agility.

DESIRABLE EXPERIENCE AND TRAINING:

Considerable supervisory experience as a police officer.

Graduation from a standard high school or vocational school, supplemented by the completion of college level courses in police training and administration.

Proposed District Plan for HPD
Submitted by Ivan Kuzyk
August 5, 2003

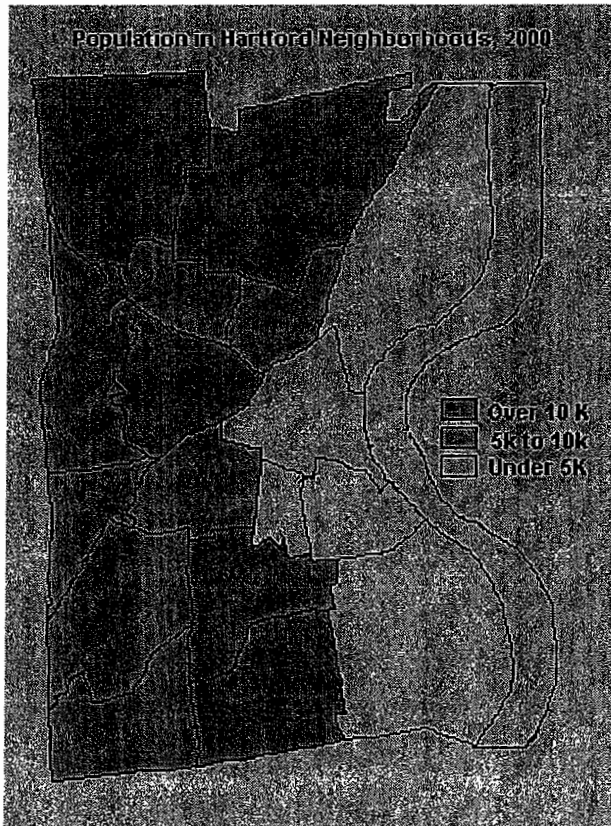
The two proposed plans for five police districts in Hartford, utilize existing neighborhood boundaries. Hartford police data on crime incidents occurring in the city between 1995 and 2002 were aggregated by neighborhood to develop a sense of activity in each neighborhood.

Date on the following types of incidents was used as the basis for determining the number of calls.

- | | |
|---|-------------------------------------|
| <input type="checkbox"/> homicide | <input type="checkbox"/> burglary |
| <input type="checkbox"/> sexual assault 1 | <input type="checkbox"/> larceny |
| <input type="checkbox"/> robbery | <input type="checkbox"/> auto theft |
| <input type="checkbox"/> aggravated assault | |

There were 99,091 total incidents. The 10am to 6pm shift had the most reports, 44,611. The 6pm to 2am shift was the next busiest with 35,352 incidents. The 2am to 10am shift had 19,128 incidents.

The police data contains neighborhood information and this was used to determine the number of calls in each part of the city.



Assigning districts in both of the proposed schemes relied on three main factors: population coverage, the number of calls, and the availability of major road arteries to allow rapid transit across and around districts.

As the map to the left shows, the vast majority of city residents live away from the river. Only 10,137 people live in the combined areas that appear in white. For the most part, Downtown and the meadows are entirely commercial. Although not included here, this entire region might be suitable as one large district. I-91 would allow officers to move across such a district in good time.

Proposed District Plan 1

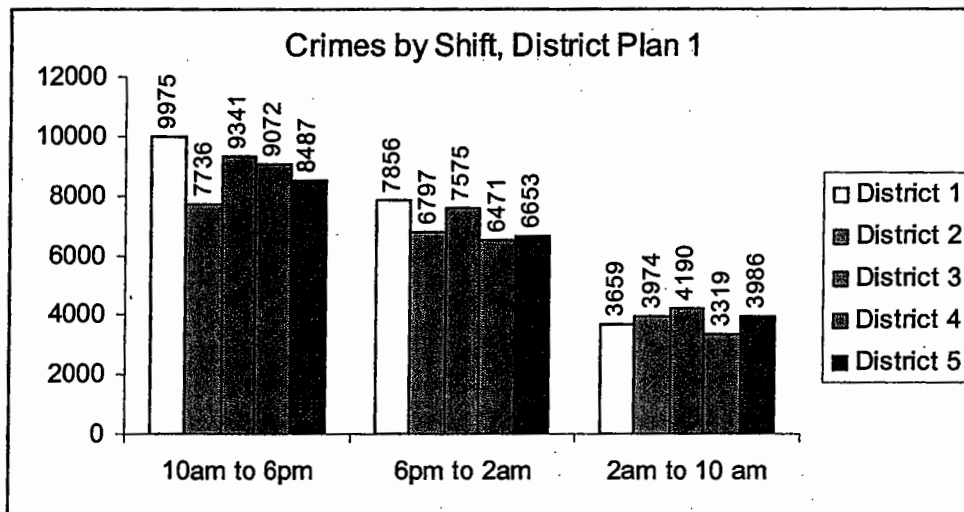
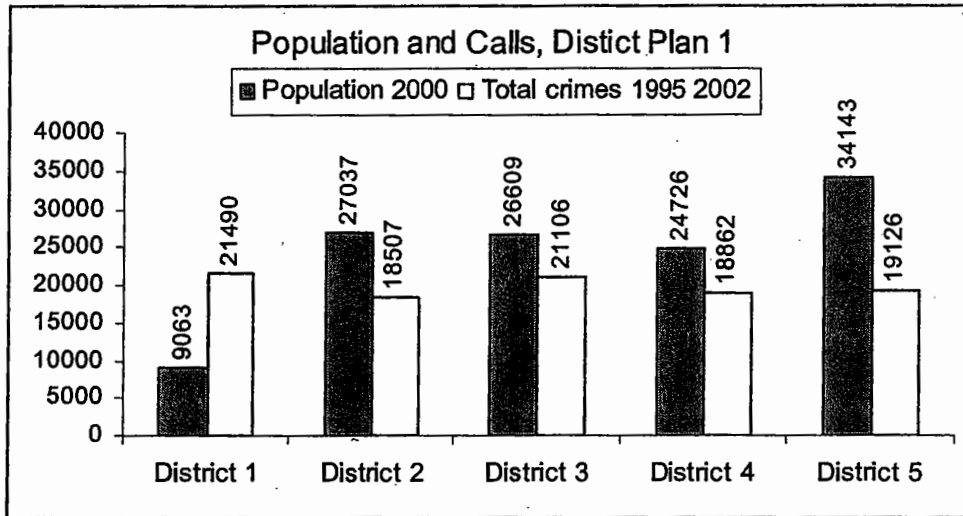


This plan would include five districts. Each district, with the exception of District 1, has a population over 25,000. District 1, with a low population has a high crime incidence rate and its population varies widely between day and evening hours.

The table below details the neighborhoods assigned to each district, the number of residents in the combined areas, the total number of crime incidents between 1995 and 2002, and the number of incidents by police shift.

Following the table are two charts that show comparisons between population and crime for each district and the distribution of calls per shift for each district.

Plan 1	Neighborhoods	Population 2000	Total crimes 1995 2002	10am to 6pm	6pm to 2am	2am to 10 am
District 1	DOWNTOWN	1295	11131	5038	4281	1812
District 1	NORTH MEADOWS	901	2749	1218	1132	399
District 1	SHELDON CHARTER	3384	2935	1381	971	583
District 1	SOUTH GREEN	3483	4675	2338	1472	865
District 1	Total	9063	21490	9975	7856	3659
District 2	BLUE HILLS	10440	4611	1895	1707	1009
District 2	CLAY ARSENAL	6460	5102	2171	1872	1059
District 2	NORTHEAST	10137	8794	3670	3218	1906
District 2	Total	27037	18507	7736	6797	3974
District 3	ASYLUM HILL	11212	10316	4661	3563	2092
District 3	UPPER ALBANY	7180	5799	2527	2139	1133
District 3	WEST END	8217	4991	2153	1873	965
District 3	Total	26609	21106	9341	7575	4190
District 4	BEHIND THE ROCKS	9078	4642	2000	1594	1048
District 4	FROG HOLLOW	9275	8838	4441	2979	1418
District 4	PARKVILLE	6373	5382	2631	1898	853
District 4	Total	24726	18862	9072	6471	3319
District 5	BARRY SQUARE	14559	9465	4220	3392	1853
District 5	SOUTH END	11712	1640	745	547	348
District 5	SOUTH MEADOWS	1074	6302	2809	2123	1370
District 5	SOUTHWEST	6798	1719	713	591	415
District 5	Total	34143	19126	8487	6653	3986



Proposed District Plan 2

This plan would also include five districts. Although similar with Plan 1, there are differences.

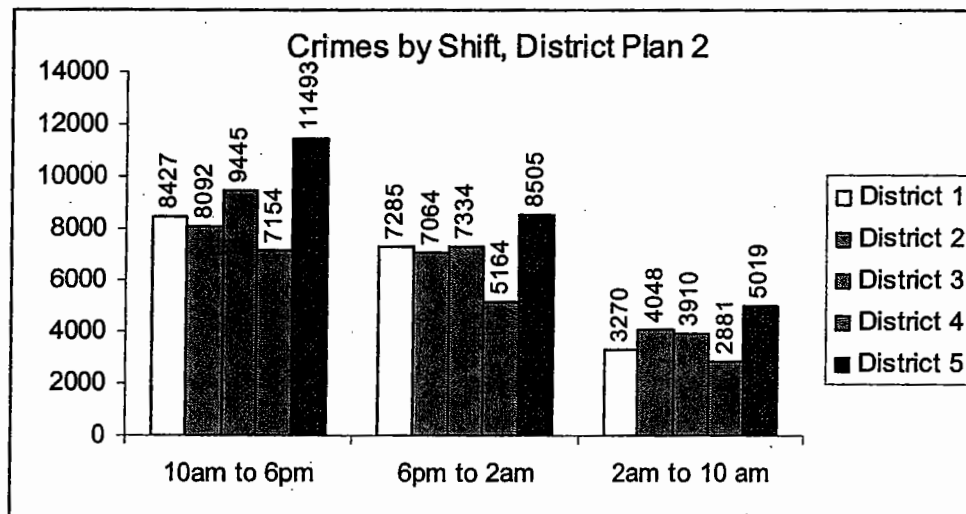
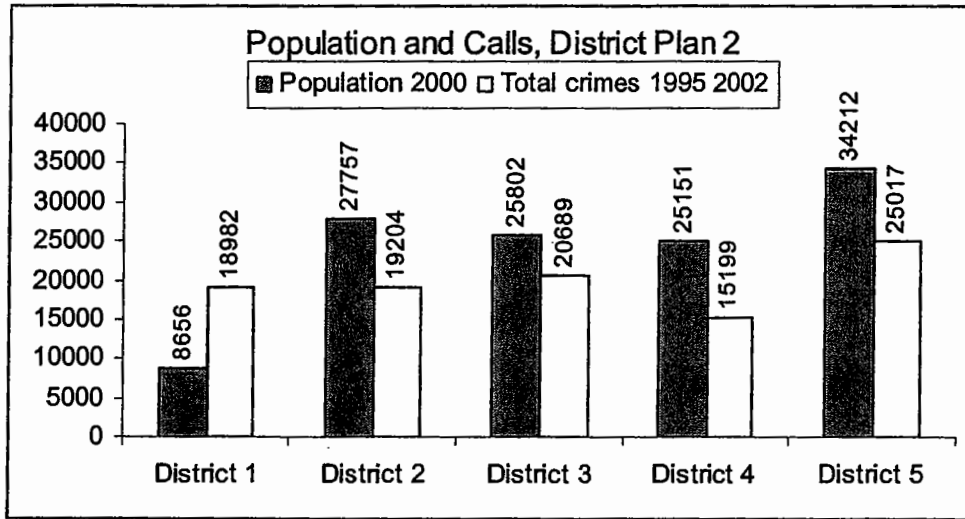


In this scheme, District 1 loses South Green and Sheldon Charter Oak and gains Clay Arsenal. Under this scheme, District five would become the busiest in the city.

District 5 would cover almost the entire south east quadrant of the city. The western half of the district is densely settled. The eastern half is sparsely settled and mostly given up to commercial use.

District 4 would include Frog Hollow, one of the busiest neighborhoods for criminal activity in the city. Good access across the district is available via New Britain Avenue, Flatbush Avenue and Zion.

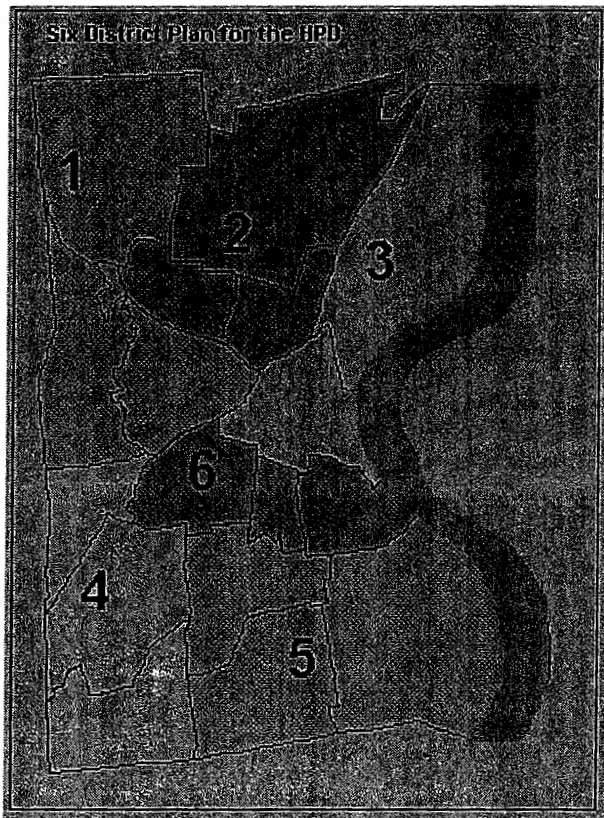
Plan B	Neighborhoods	Population 2000	Total crimes 1995 2002	10am to 6pm	6pm to 2am	2am to 10 am
District 1	CLAY ARSENAL	6460	5102	2171	1872	1059
District 1	DOWNTOWN	1295	11131	5038	4281	1812
District 1	NORTH MEADOWS	901	2749	1218	1132	399
District 1	Total	8656	18982	8427	7285	3270
District 2	BLUE HILLS	10440	4611	1895	1707	1009
District 2	NORTHEAST	10137	8794	3670	3218	1906
District 2	UPPER ALBANY	7180	5799	2527	2139	1133
District 2	Total	27757	19204	8092	7064	4048
District 3	ASYLUM HILL	11212	10316	4661	3563	2092
District 3	PARKVILLE	6373	5382	2631	1898	853
District 3	WEST END	8217	4991	2153	1873	965
District 3	Total	25802	20689	9445	7334	3910
District 4	BEHIND THE ROCKS	9078	4642	2000	1594	1048
District 4	FROG HOLLOW	9275	8838	4441	2979	1418
District 4	SOUTHWEST	6798	1719	713	591	415
District 4	Total	25151	15199	7154	5164	2881
District 5	BARRY SQUARE	14559	9465	4220	3392	1853
District 5	SHELDON CHARTER	3384	2935	1381	971	583
District 5	SOUTH END	11712	4675	2338	1472	865
District 5	SOUTH GREEN	3483	1640	745	547	348
District 5	SOUTH MEADOWS	1074	6302	2809	2123	1370
District 5	Total	34212	25017	11493	8505	5019



Six District Plan – HPD

None of these districts appears unmanageable and the six district plan does not differ considerably from earlier schemes for 5 or 8 districts. Hartford is a small city, covering only 17.4 square miles. Thus, geographically large, hard-to-cover districts are not an issue. The proposed 6 district plan would feature districts that ranged from between 16,000 and 29,000 residents (excluding District 3), and a range of crime incidents of 12,000 to 20,000 for the years 1995 to 2002.

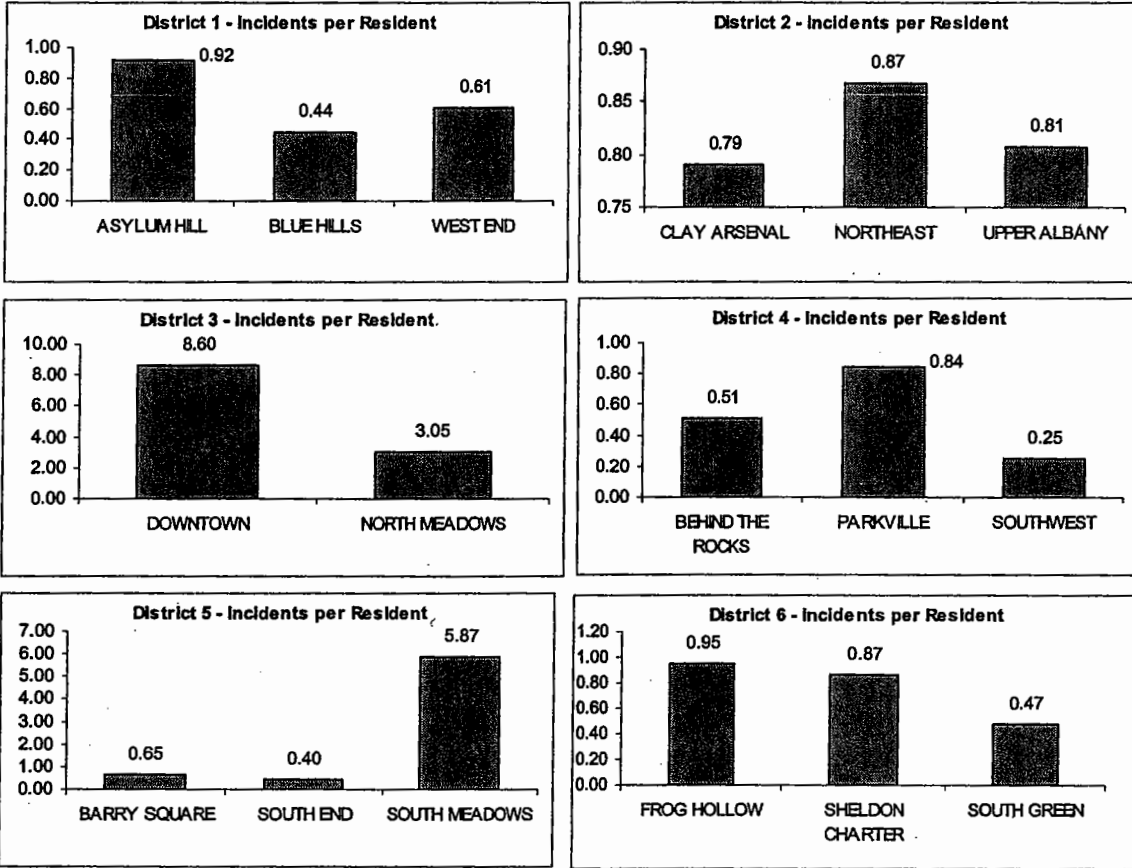
District	Neighborhoods
1	Blue Hills, West End, Asylum Hill
2	Upper Albany, Clay Arsenal, Northeast
3	Downtown, North Meadows
4	Parkville, Behind the Rocks, Southwest
5	Barry Square, South End, South Meadows
6	Frog Hollow, South Green, Sheldon charter Oak



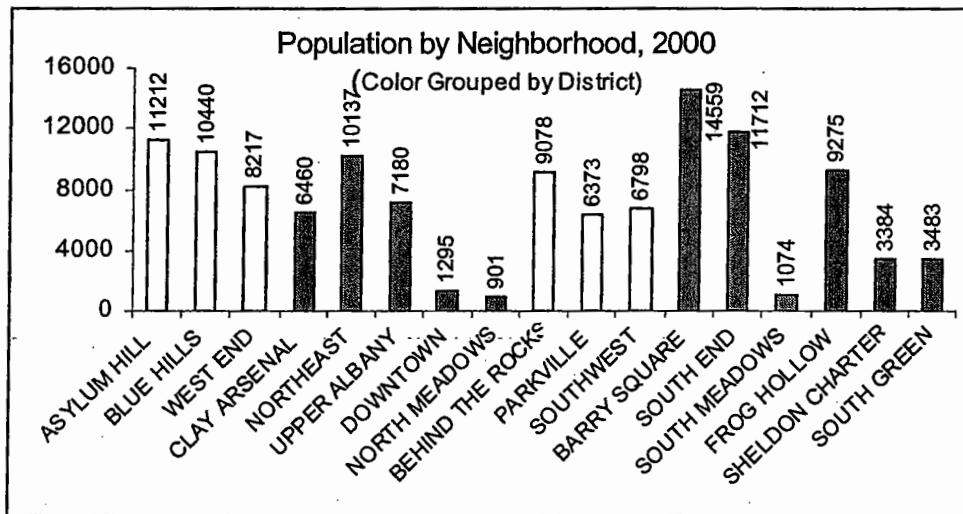
District	Population 2000	Incidents 1995-2002	Incidents per resident	Arrests 1995-2002	Arrests per resident
1	29869	19949	1.50	17355	0.58
2	23777	19695	1.21	34896	1.47
3	2196	13880	0.16	36748	16.73*
4	22249	11712	1.90	8012	0.36
5	27345	20442	1.34	19089	0.70
6	16142	13413	1.20	23335	1.45

*Over 20% of all arrests made by the HPD are reported at 50 Jennings Road, Police headquarters. This dramatically skews the arrests per resident ratio for District 3.

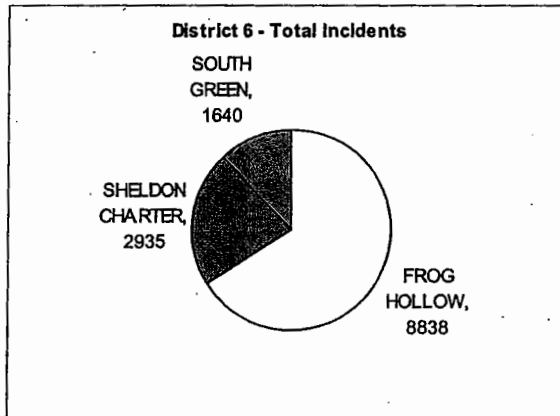
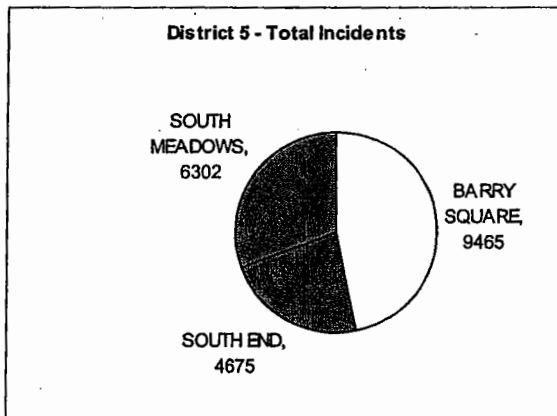
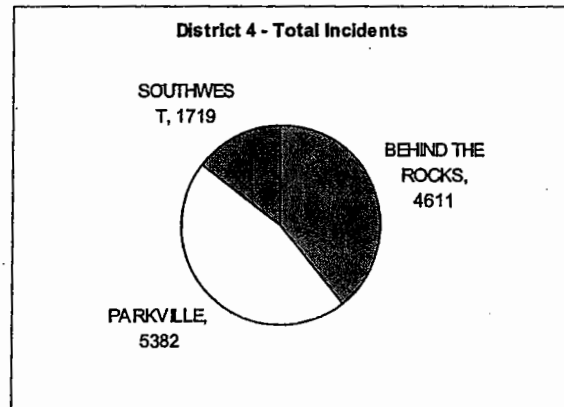
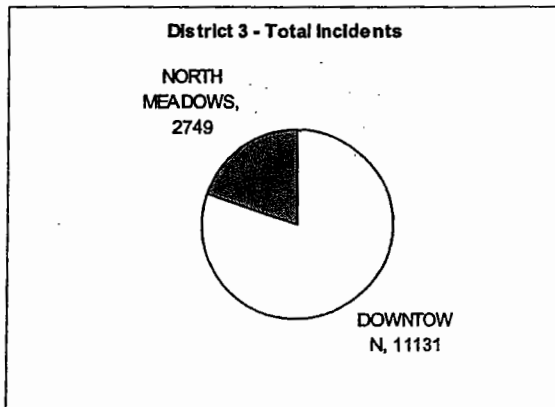
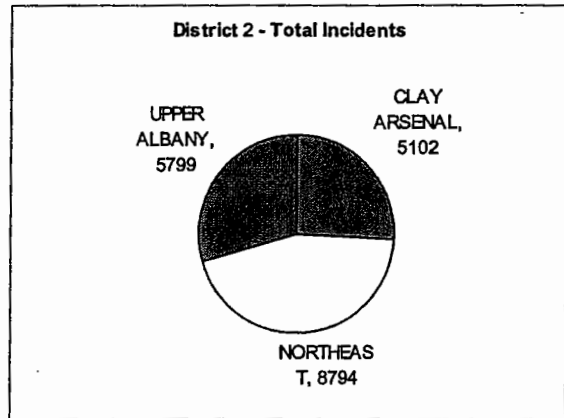
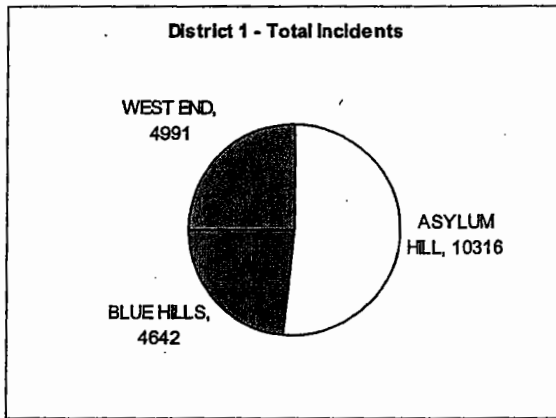
Incidents (1995-2002) per Resident, by Neighborhood in District



Downtown, North Meadows and South Meadows are the most sparsely settled areas of the city. As such, the incidents to resident ratios in these neighborhoods are understandably high. Frog Hollow (District 6) and Asylum Hill (District 1) have the highest incident to resident ratios among the most heavily settled neighborhoods in the city.



Total Reported Incidents (1995-2002) by Neighborhood in District

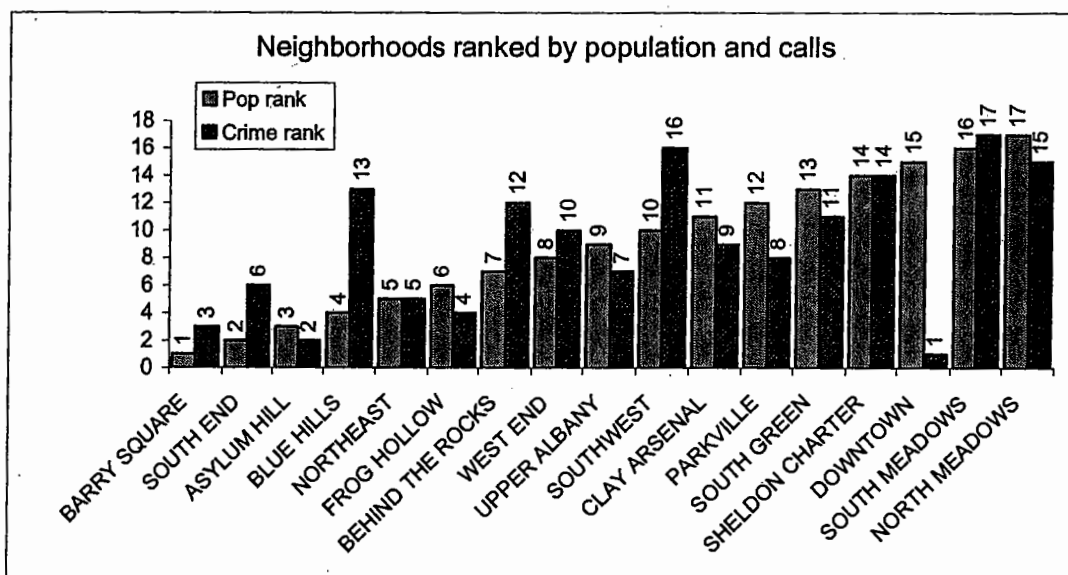


An Eight District Proposal for the HPD
 Ivan Kuzyk
 Cities Data Center at Trinity College
 August 19, 2003

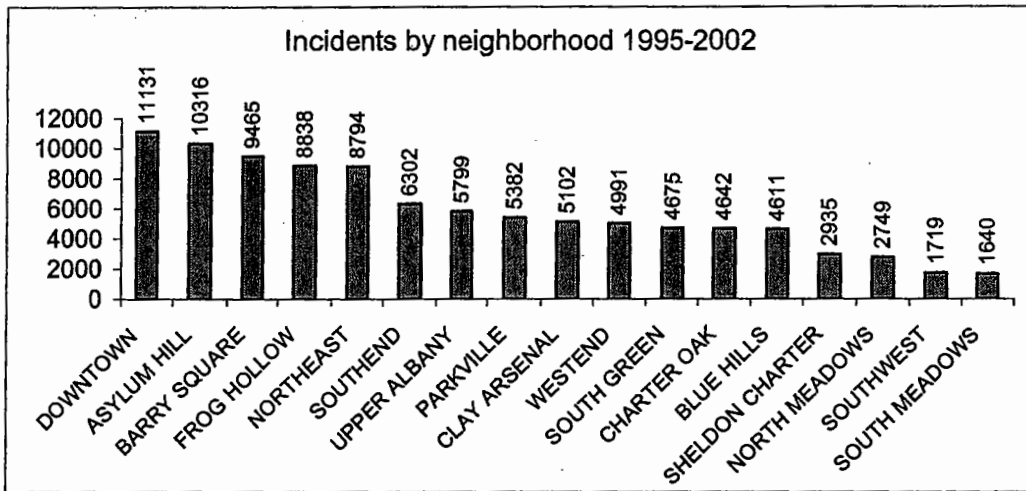
This proposal is similar to one the previous proposal submitted several weeks ago with the exception that this plan includes 8 districts not 5. The 2 primary sources of data I relied on in this plan were the 2000 Census data and data on crime incidents over an eight year period, 1995 to 2002. The districts lines are based on existing neighborhood borders.

Hartford has seventeen neighborhoods. These areas vary widely in terms of both population and calls for service. Barry Square, the city's most populous neighborhood had 14,500 residents in 2000. The North Meadows, which is primarily zoned for commercial use had fewer than 1,000 residents.

In terms of calls, Downtown – with less than 1,500 residents – had the most calls for service (11,113) between 1995 and 2002. Five neighborhoods, Downtown, Asylum Hill, Barry Square, Frog Hollow and Northeast accounted for 49% of reported crime incidents in the city during the eight year period.



Hartford has several neighborhoods where the number of crime incidents reported over the eight year period was under 3,000. Among these, only the Southwest neighborhood had a significant population. These low crime areas are prime to be grouped with other neighborhoods in a district plan.



With the exception of Downtown, the five neighborhoods with the most calls also have the largest populations in the city. These neighborhoods are prime areas in which to site stand-alone smaller, compact districts.

The 8-District Plan

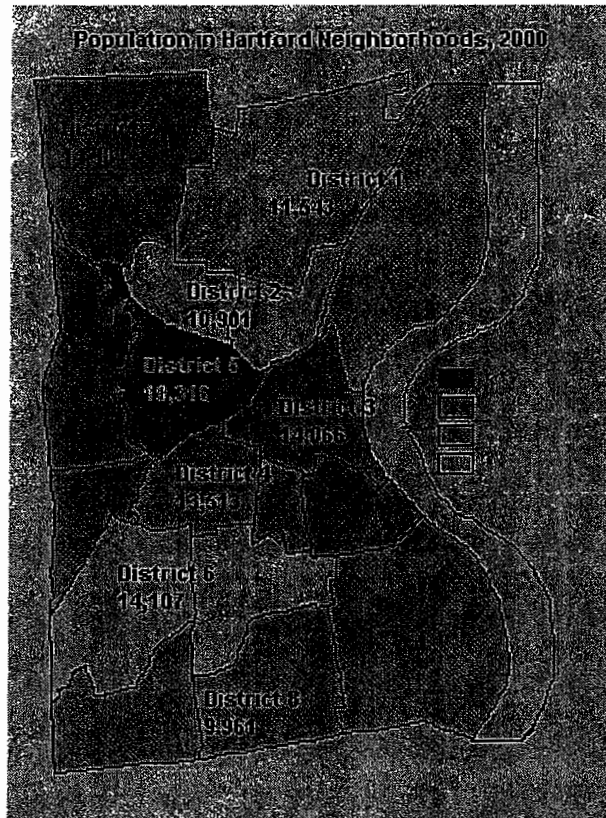
The proposed grouping of neighborhoods would provide relatively uniform population and call coverage.

Eight-district Plan			
District	Neighborhoods	Calls '95-'02	Population
1	Northeast North Meadows	11,543	11,038
2	Upper Albany Clay Arsenal	10,901	13,640
3	Downtown Sheldon/Charter Oak	14,066	4,679
4	Frog Hollow South Green	13,513	12,758
5	Asylum Hill	10,316	11,212
6	Barry Square Behind the Rocks	14,107	23,637
7	West End Blue Hills Parkville	14,984	25,030
8	South End Southwest South Meadows	9,961	19,584

In this district proposal, the population coverage ranges from 4,679 (District 3) to 25,030 (District 7). Calls in the eight year period ranged from 9,961 (District 8) to 14,984

(District 7). The largest districts, in terms of population, generally do not have the most serious levels of crime in the city. Districts 1, 3, and 5 have the highest rates of violent crime in the city and thus do not have the highest population coverage or call rates.

Map of the proposed eight-district plan.

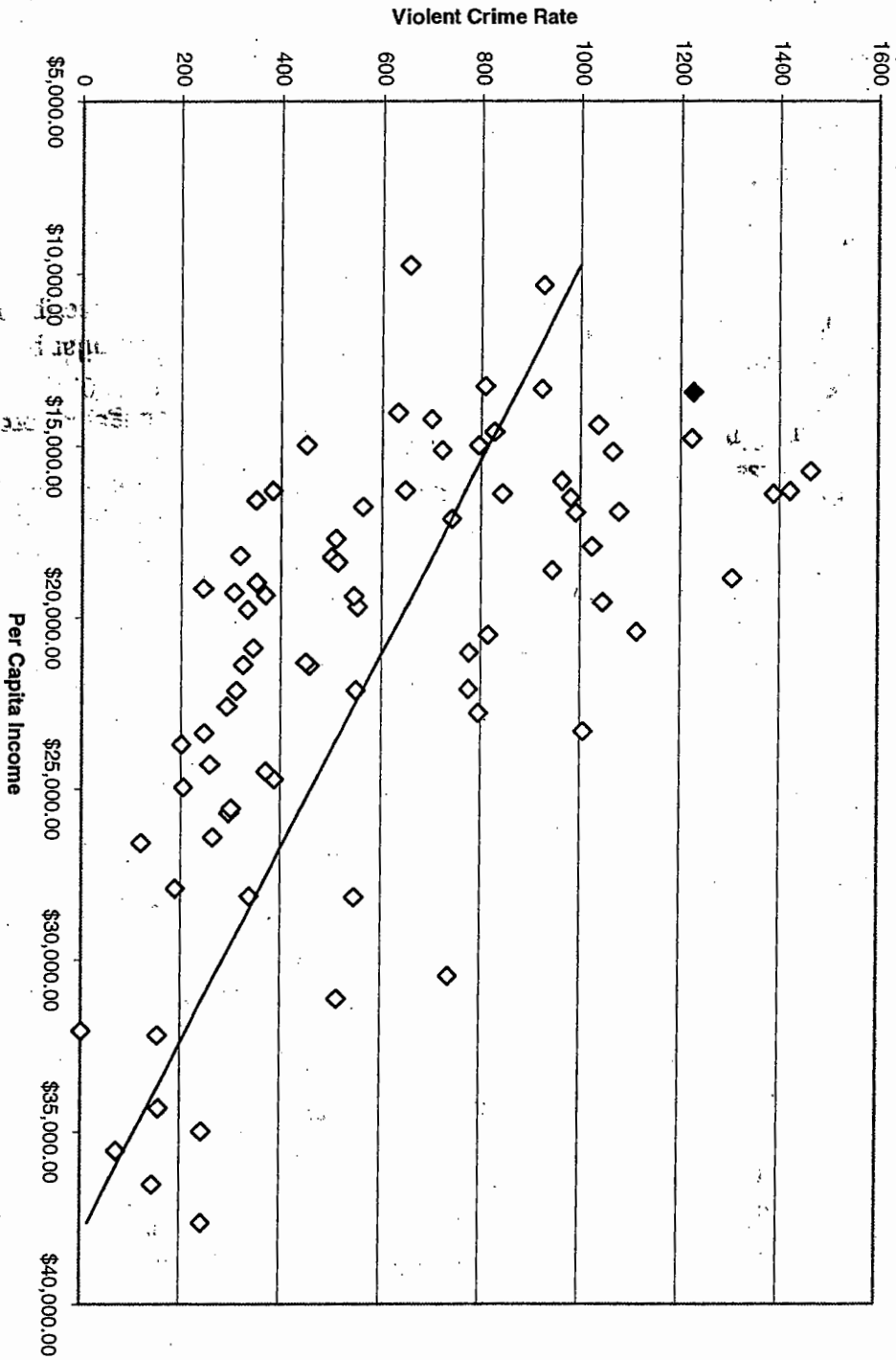


Districts 1, 2, 3, 4, and 5 are relatively compact in terms of areas and with the exception of the downtown, densely settled. Districts 7 and 8 are relatively long and narrow but still relatively easy to patrol. Each of these two districts includes an area where calls are relatively infrequent.

Given the high concentration of population and calls in the area adjacent to the city center, it is highly recommended that districts in this area remain small in terms of the geography to be patrolled.

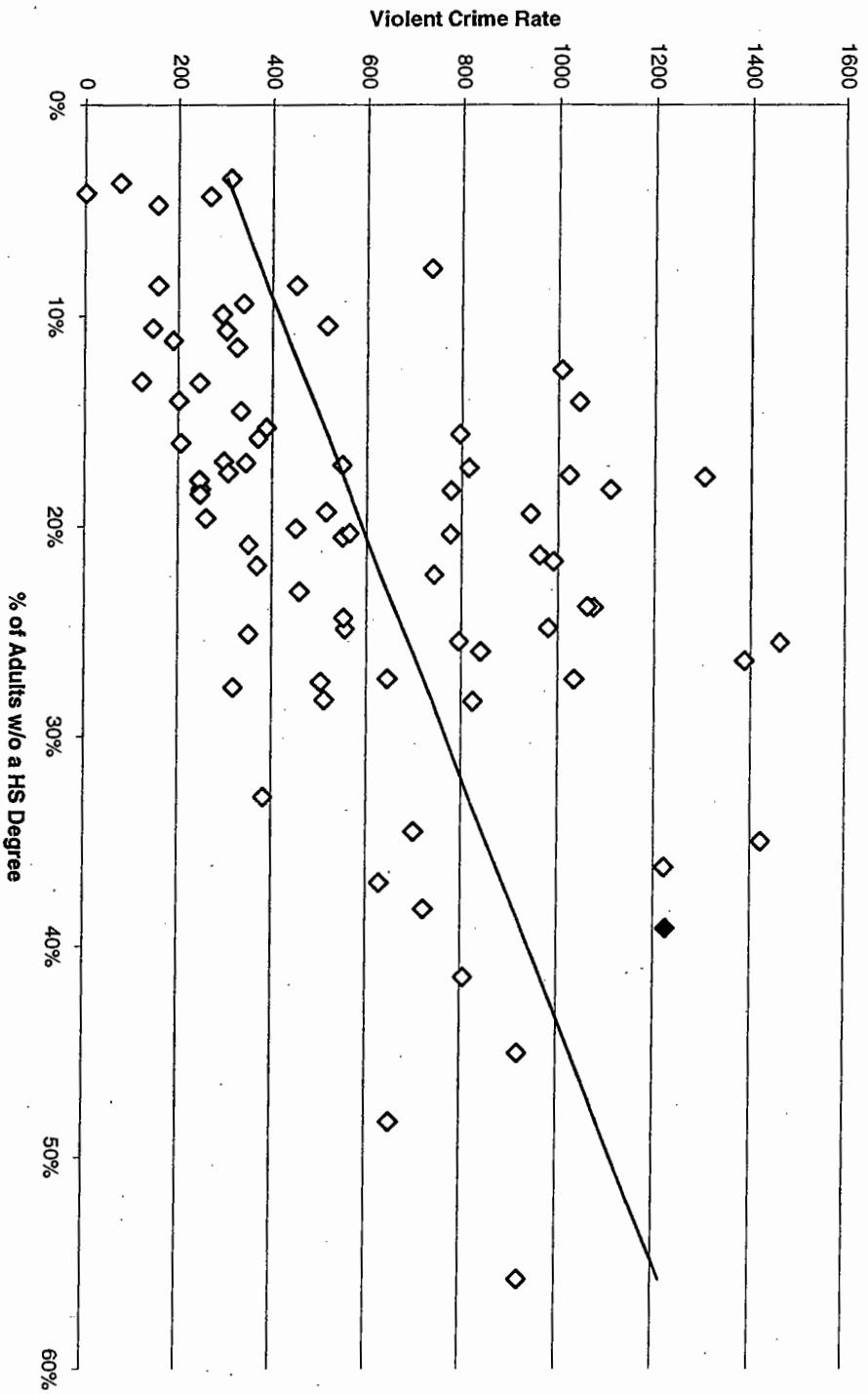
I would be happy to discuss this or any other proposal at your convenience.

Per Capita Income v. Violent Crime Rate, 77 US Cities, 2000



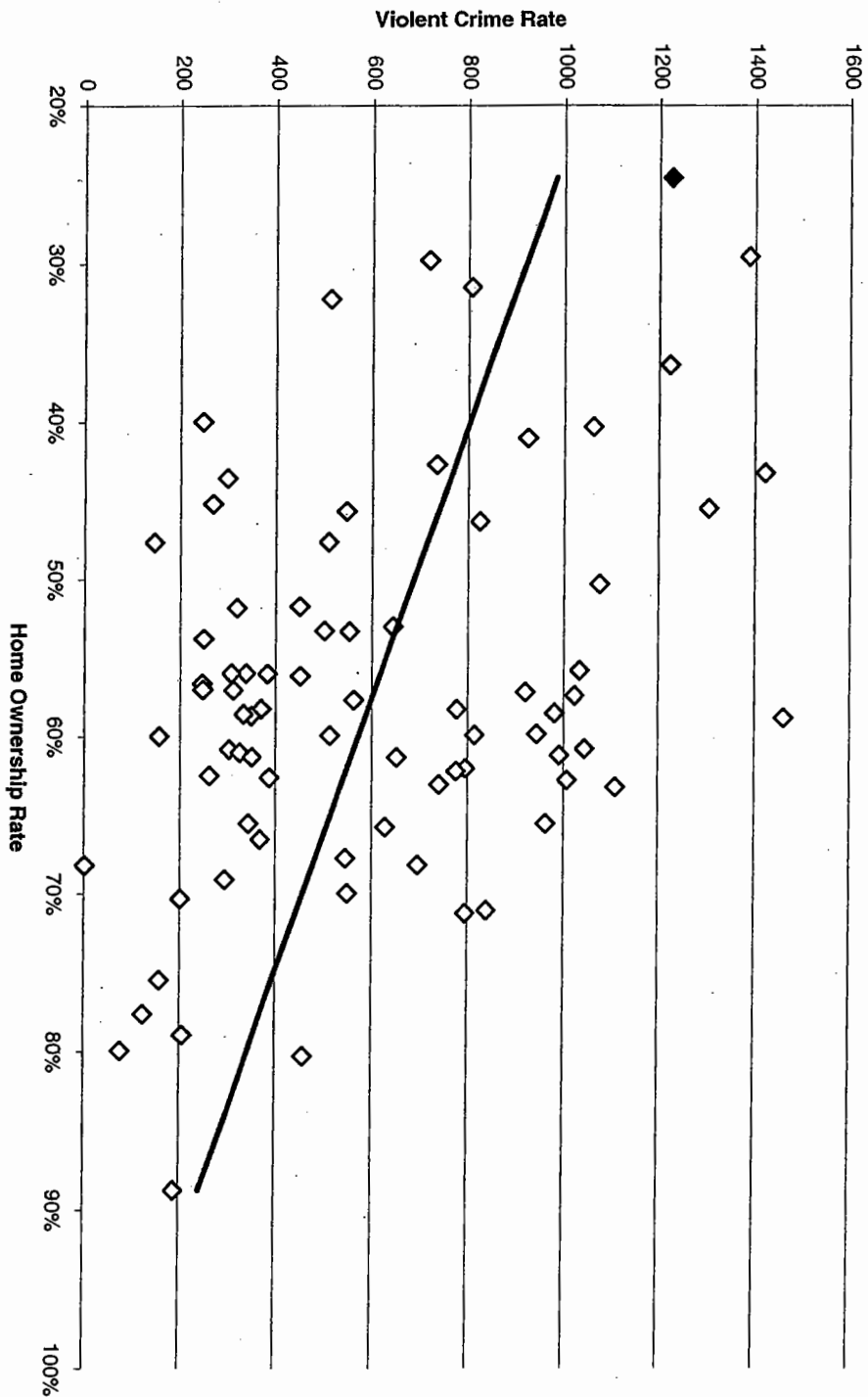
Hartford, appearing as the black triangle, has the 5th highest rate of violent crime among the 77 small cities in the study.

Low Educational Attainment and Violent Crime Rates, 77 Cities 2000



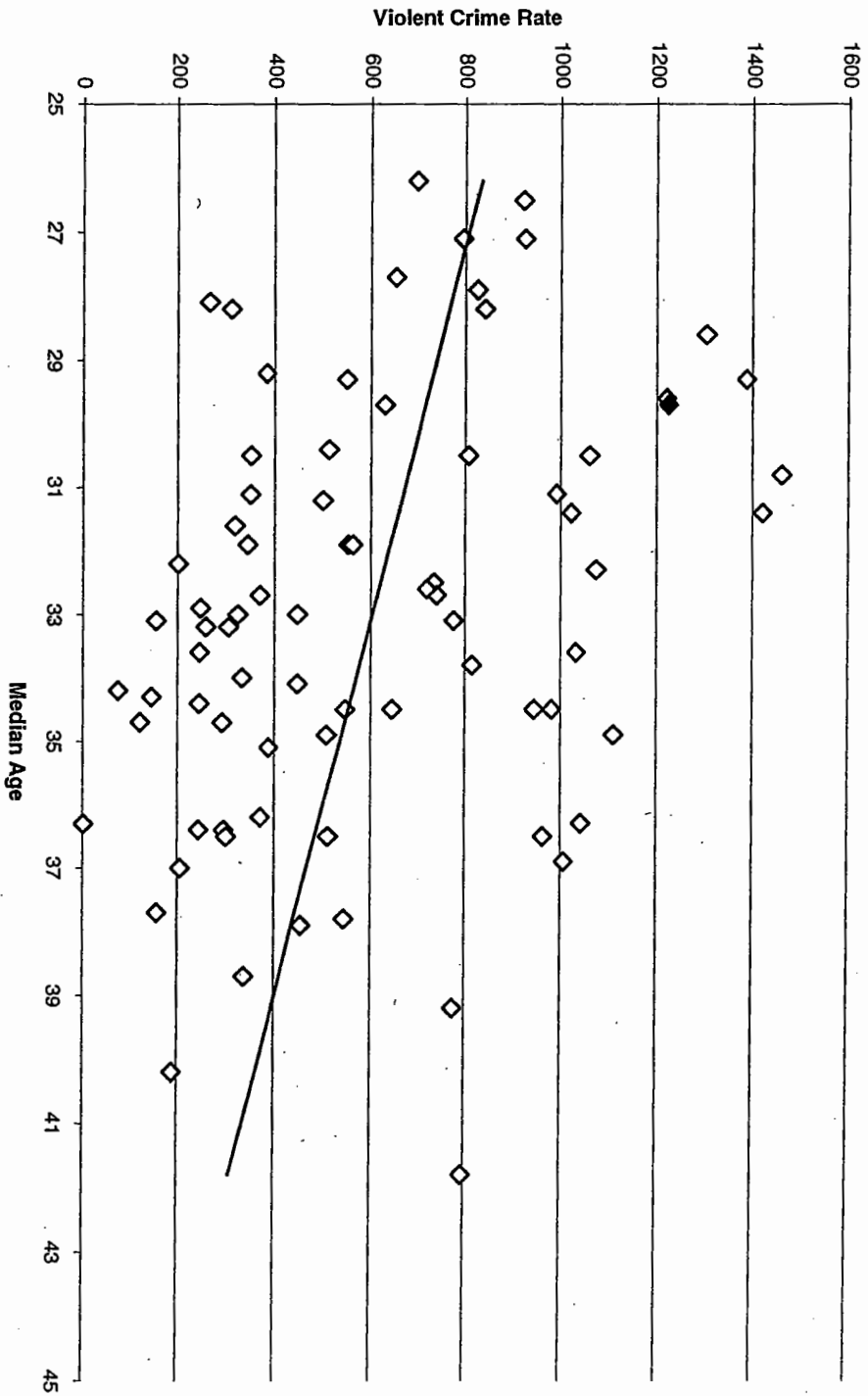
As the percentage of adults without a high school degree increases in a city, so too does the violent crime rate. In Hartford, shown in black, almost 40% of adults over the age of 25 lack a high school degree.

Home Ownership Rate v. Violent Crime Rate 2000



Hartford had the lowest homeownership rates for any city in the study. The majority of small cities feature homeownership of between 50% and 60%, double the number for Hartford.

Median Age v. Violent Crime Rate 2000



The median age in Hartford (29.9) is much younger than in the surrounding suburbs. Among the 77 cities, Hartford is still among the cities with the youngest population. Hispanics have the lowest median age (24.5) among all groups in Hartford.

Police Department Personnel-National

Full time personnel, 2001

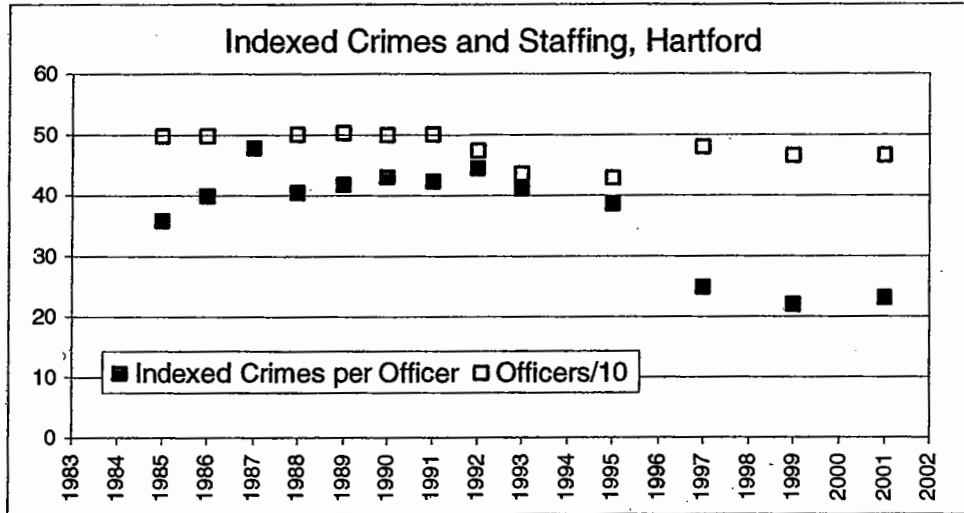
	<u>Number of cities</u>	<u>Per capita/1000 pop x 124</u>	
Population 100K-250K	80	2.99	371
New England	75	2.60	322
Central City	225	3.35	415

Uniformed Sworn, 2001

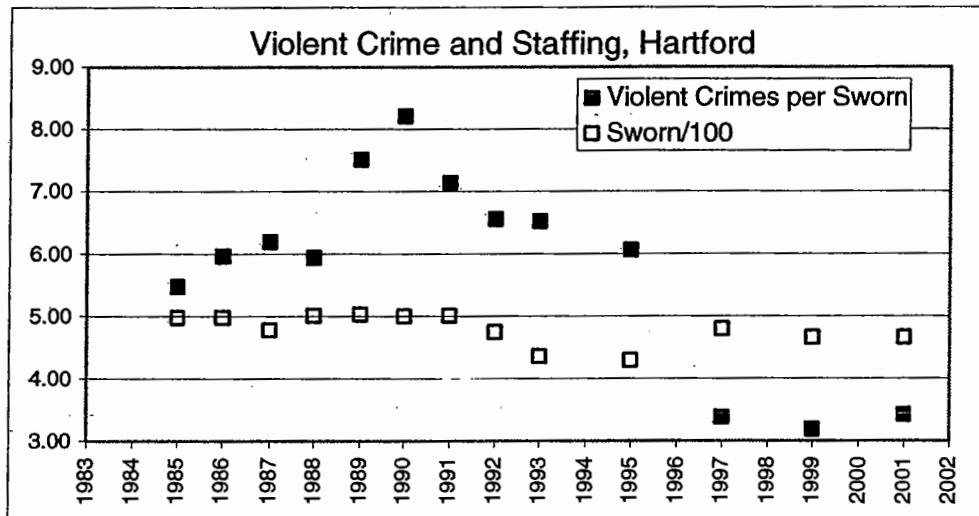
Population 100K-250K	80	2.03	252
New England	74	1.87	232
Central City	224	2.19	272

Hartford population: 124,000

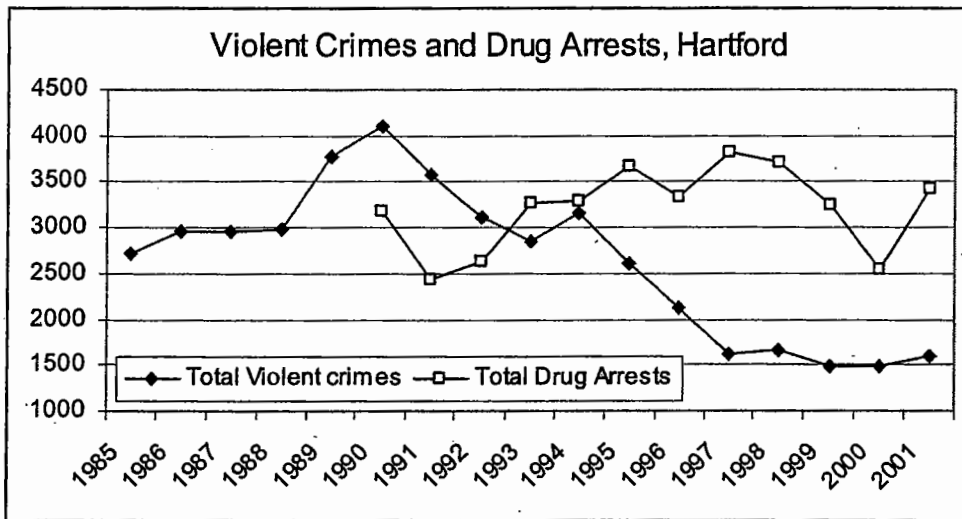
Police Staffing and Crime



The chart above plots the number of indexed crimes divided by the number of sworn officers on the Hartford force for years between 1985 and 2001 as well as the number of sworn officer divided by 10. The first ratio relates the number of indexed crimes directly to the size of the force. It is evident from the chart that although the sworn force has fallen from manpower levels of the early 1990s, the rate of crime has actually decreased much more. From 1987 to 1993, there were over 40 indexed crimes per officer reported each year in Hartford. Since 1997, there have been fewer than 25 indexed crimes per officer.



The same phenomenon is apparent in the second chart. Here the ratio of violent crimes to the number of sworn officers is charted for the years 1985 through 2001. The number of sworn officers divided by 100 is also shown. Between 1985 and 1995, the number of violent crimes per sworn officer varied dramatically. During these years, the ratio of violent crimes to the number of sworn officers remained at a level of at least 5.5 violent crimes for each officer. Since 1997, this ratio has declined significantly to under 3.5 crimes per sworn officer.



Albert,

I thought you might like to see this chart. The data shows the totals for violent crimes reported in Hartford between 1985 and 2001 (Bureau of Justice data) and Hartford drug arrests between 1990 and 2001.

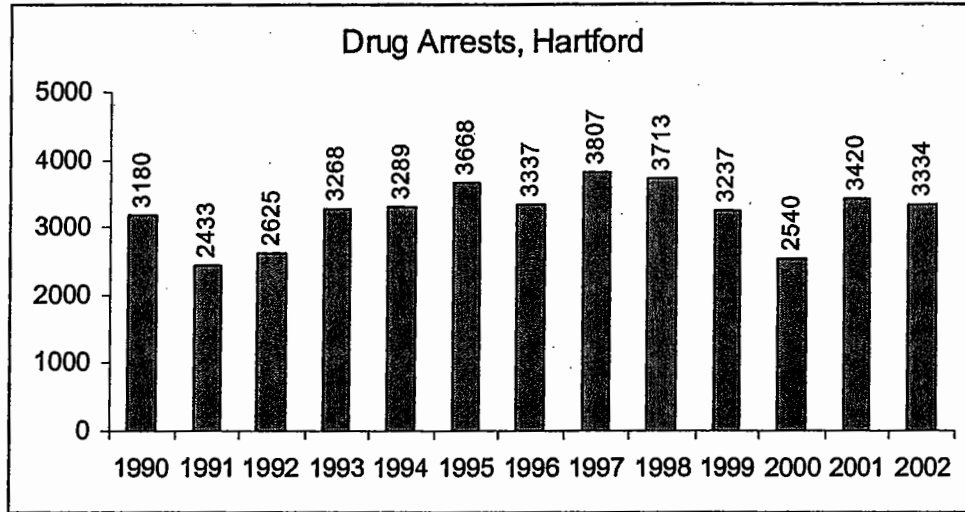
I was trying to see if there was any evidence to support the fact that increased drug arrests have any effect on violent crime, as the assistance chief seemed to imply.

The number of violent crimes peaked in Hartford in 1990, when 4107 violent crimes were reported. They have fallen steadily since 1990, leveling off in a range between 1,490 to 1,650 incidents since 1997.

Hartford police have made over 3,000 drug arrests per year in 9 of the last 12 years. Currently the Cities Data Center only has arrests data going back to 1990. On the face of it there seems to be little correlation between the volume of drug arrests and the incidence of violent crime in the city, an apparent contradiction to common thinking.

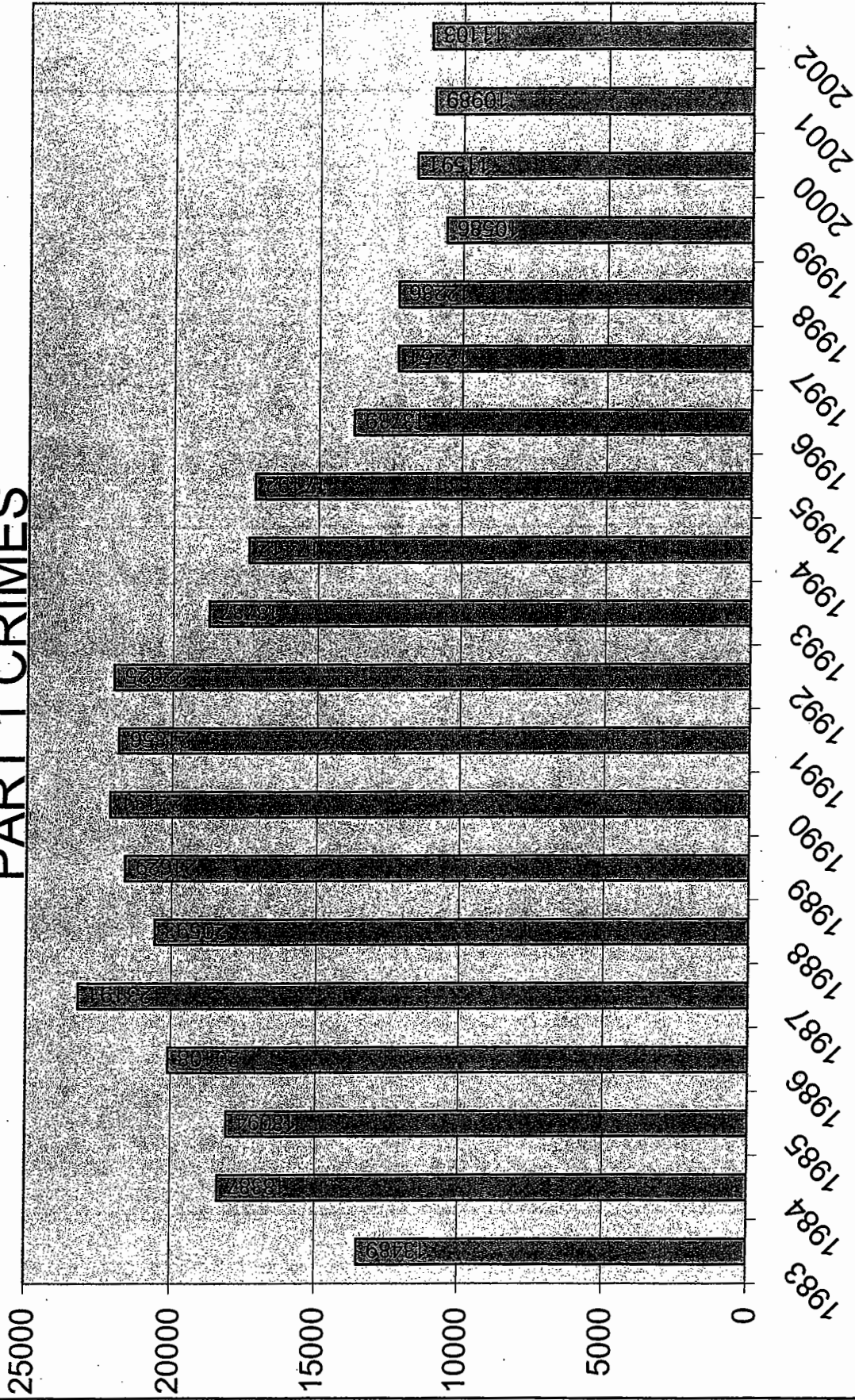
Year	Violent Crimes	Drug Arrests	Affect?
1990 to 1991	Decrease	Decrease	--
1991 to 1992	Decrease	Increase	-+
1992 to 1993	Decrease	Increase	-+
1993 to 1994	Increase	Stable	-+
1994 to 1995	Decrease	Increase	-+
1995 to 1996	Decrease	Decrease	--
1996 to 1997	Decrease	Increase	-+
1997 to 1998	Stable	Decrease	=-
1998 to 1999	Stable	Decrease	=-
1999 to 2000	Stable	Decrease	=-
2000 to 2001	Stable	Increase	=+

Drug Arrests, over the previous year's total, have increased in 5 out of 11 years (. In those years, the number of violent crimes in the city also decreased. While this might suggest a tie between increased policing for drugs and a drop in crime, violent crimes have only increase in 1 year since 1990. In fact in the five years in which the number of drug arrests decreased the number of violent crimes either also decreased or remained steady. Between 1997, the Hartford police made fewer arrests in each consecutive year and violent crime in the city remained stable.



In 2001, Boston police made 4,300 drug arrests.

PART 1 CRIMES



■ PART 1 CRIMES

Fiscal Year	SWORN EMPLOYEES	CIVILIAN EMPLOYEES	Population
69-70	437	58	
70-71	505	79	
71-72	505	83	
72-73	505	91	
73-74	505	89	
74-75	505	83	
75-76	505	83	
76-77	559	83	
77-78	NA	NA	
78-79	442	88	
79-80	460	106	
80-81	420	106	
81-82	450	103	
82-83	454	116	
83-84	500	126	
84-85	498	135	
85-86	498	133	
86-87	478	141	
87-88	501	143	
88-89	503	213	
89-90	500	168	
90-91	501	186	
91-92	474	164	
92-93	436		
94-95	429		
96-97	480		
98-99	466		
00-01	466		
02-03	420		

THE NUMBER OF POLICE IN HARTFORD

An econometric analysis of the factors that determine
the number of police in seventy American cities

Andrew Breiner
Janice Ma
Lindsey Sheldon
Econ-318
December 5, 2003

IX

CONCLUSION

The purpose of this study was to create a model that can predict the number of police a city should have on the basis of its demography, crime rate, educational attainment, and the wealth of its citizens. This is especially useful for Hartford because police staffing is a current political issue. The City Council, Mayor, and the new police chief will have to make important decisions concerning the number of officers in Hartford. This study argues that that decision should not be made on the basis of today's political climate or be influenced by financial contributions or constraints. Instead, the number of police officers employed by the city of Hartford to protect its citizens should be a function of the following seven variables:

- 1.) The percent of the population that is white and not Hispanic (WNH)
- 2.) The percent of population that is black and not Hispanic (BNH)
- 3.) The average per capita income in 1999 (PCY99)
- 4.) The homeownership rate (HOMER)
- 5.) The percent of the population with less than a 12th grade education (L12)
- 6.) The motor vehicle theft rate (MVTR)
- 7.) The aggravated assault rate (AAR)

These variables explain 62.83% of the variation in the number of police in seventy cities across the country with populations similar to Hartford. We conclude that Hartford should employ 323 police officers- 147 fewer officers than were employed in 2000! The calculations are as follows:

Hartford data:

WNH = .8
BNH = 36
PCY99 = 13,428
HOMER = .25
L12 = 39
MVTR = 1726.5
AAR = 459

$$\text{NUMPOL} = -95.7048 + 2.73285(18) + 2.21846(36) + .00573555(13.428) - 289.304(0.25) + 5.40271(39) + .065926(1726.5) + .080782(459)$$

NUMPOL = 322.70894

Putting these variables in unitless form makes it possible to list them in order of their importance in explaining the number of police in a city. From most to least significant, that list is: WNH, L12, BNH HOMER, PCY99, MVTR, AAR. This list is important because it makes it possible to identify the homeownership rate as the most important variable that can be controlled by the city government. If Hartford can implement a program that can successfully increase the home ownership rate by 12% (roughly one standard deviation), the number of police necessary in Hartford will decrease by 36 officers (0.409816 standard deviations).

History of Policing in America

March 10, 2004

The political era

Beat officers served at the direction of local politicians and joined in the political corruption

Reform era

Police brought under centralized control and organized using the scientific or classical management model. That model narrowed the police mandate almost solely to controlling crime at the expense of many of the previous services that citizens appreciated. There was increased dependence on the automobile and police performance was measured by response time, visibility by car patrols and reduction of the crime rate. Furthermore, the detective was the primary crime solver. It turned out that only 10% of calls involved a crime, which made response time of little value. Also, disorder is of more concern to most residents as crime itself. The riots of the sixties exposed the problems with isolating officers in cars and officers not living in the communities they served. This alienation meant that when the civil rights, anti-war, and racial disturbances of the sixties began, the police were seen as hostile invaders.

Selling the police

Departments created police/community relations units that would make friends with the community. Crime prevention visited schools and businesses giving lectures on anti-crime programs. However, the community recognized the difference between the nice officer who visited the senior citizens center and the macho officer who cruised the neighborhood without any stake there.

Team policing

Idea was that sending a coordinated team into a neighborhood would have a positive effect on controlling crime. However, lack of a continuing stake in the neighborhood meant that these officers received limited community cooperation.

Marketing the police

Professionally trained officers were put back on beats in the community to work directly with citizens to solve problems and develop partnerships, As the concept developed the term foot patrol began to give way to community policing which is where we are today.

INTRODUCTION

Community policing is being touted by some as the cure-all for the problems inside and outside the criminal justice system. Although community policing is not a panacea, it does have much to offer. Many obstacles and challenges must be met for community policing to become a viable catalyst for changing public policy in the future. Community policing's future is dependent on the government and the governed coalescing to identify needs that can be addressed through a combination of government resources and citizen activism and volunteerism. For expansion of the material in this report, refer to Community Policing: How to Get Started, Robert Trojanowicz and Bonnie Bucqueroux, Anderson Publishing, 1994.

Unfortunately, community policing has become no more than a convenient "buzz word" among far too many. Administrators often say they are doing it when they are not, perhaps because they are unaware of the elements involved in community policing or the ramifications of moving too quickly. Some believe that community policing can be fully implemented in a short period of time, when, in fact, it may take several years. Statements like the following one reveal some of the misconceptions about community policing: "We solved a drug problem in the north end of town; therefore, we are doing problem-solving policing. Since problem-solving is synonymous with community policing, we are doing community policing."

There are major differences between solving a problem and practicing community policing. Community policing should be a philosophy that permeates the entire department, not just a program involving a few officers. If the following questions can be answered in the affirmative, community policing is being practiced:

- Do citizens nominate the problems?
- Do citizens work with the police to help solve the basis of the problem, and not just react to its symptoms?
- Does the officer have a defined beat area?
- Is the officer full service, both reacting to and preventing crime?
- Does the officer make arrests?
- Does the officer have a permanent assignment of at least 18 months in the defined beat area?
- Is it possible for the officer to interact with most of the people in the particular area within a six- to eight-month period?
- Does the officer work out of a decentralized office?
- Does the officer actively work as a member of a team with non-law-enforcement agencies?
- Does the officer, with help, conduct a long-term evaluation to determine if problems are solved and not merely interrupted on a short-term basis?

Because of the confusion about what a true community policing effort entails and the elements necessary to make it successful, staff of the National Center for Community Policing at Michigan State University and of the Behavioral Science Services Unit at the FBI Academy collaborated on the survey described in this report. The two organizations have collaborated previously with faculty exchanges, Michigan State University interns at the Behavioral Science Services Unit, and joint sponsorship of a national conference on community policing for police executives at the FBI Academy in September of 1992. In addition, both organizations have research and evaluation capabilities.

Excerpts from Publications about Community Policing

The long term success of community policing in transforming the law enforcement profession depends on the willingness of local governments to pursue effective integration. Elected and appointed administrators must understand the law enforcement agency's implementation strategy and participate in its development. Mayors, city managers, legislative representatives, and other government executives must not be passive partners in this process; they must guide the expansion of this movement toward "community-oriented government" at the local level. Just as the police need to determine the best ways to respond to and solve problems of crime and violence, political leaders and service providers need to find ways to direct all available resources at these critical social problems. Law enforcement agencies alone do not have the resources to address all contemporary problems; however, community policing can be a catalyst for mobilizing resources at the national, State, and local levels to impact these problems more successfully.

Collaboration between the police agency and local government officials is essential, since officers and supervisors will routinely seek assistance from local government departments for services from sanitation to health. Regular communication with the heads of government agencies will help secure their assistance and will allow them to prepare their personnel for the additional service requests that will be received.

Effective community collaboration and interaction will require patrol officers to be more accessible to community members. "Storefront" police offices or "mini-stations" within neighborhoods can be established quite inexpensively, particularly with assistance from the community. The duties of staffing storefront facilities can be shared among officers, civilian employees, and community residents. These sites provide officers and citizens with the opportunity to discuss problems and plan activities. One police jurisdiction operated a storefront station at a shopping mall, while another used a closed-down roadhouse in a rural area to provide residents with easier access to police services. Some deputies in sparsely populated rural areas are allowed to report in by phone, instead of driving many miles to attend roll call, so that contact with community residents can be maximized. In a sense, the deputies' homes become satellite stations, allowing them greater access to the community

Two major shifts must occur within the police organization if community policing is to work efficiently. Staunch partnerships and collaborative efforts must first be established with the community. The command structure of the police organization must then be decentralized so that problem solving, decisionmaking, and accountability are spread to all levels of the organization. Such decentralization challenges personnel to be more creative and more effective because the decisions they make are more timely and influenced by first-hand knowledge of the facts.(2) Decentralization also gives higher level managers more time to formulate strategies that will improve the organization's performance.

In a decentralized policing organization, neighborhood patrol officers are responsible for

the daily policing needs of the community, with guidance and backing from supervisors. Their long-term shifts and neighborhood patrol assignments give them the opportunity to function more efficiently and successfully.

Patrol officers who handle daily police functions can form stronger bonds with the community. This "pride of ownership" motivates both parties to solve the problems that affect the security and harmony of the neighborhood. Patrol officers will experience greater job satisfaction as they accept higher levels of responsibility and accountability. Officers are often able to resolve issues quickly, allowing them to see the immediate results of their efforts

Community policing is, in essence, a collaboration between the police and the community that identifies and solves community problems. With the police no longer the sole guardians of law and order, all members of the community become active allies in the effort to enhance the safety and quality of neighborhoods. Community policing has far-reaching implications. The expanded outlook on crime control and prevention, the new emphasis on making community members active participants in the process of problem solving, and the patrol officers' pivotal role in community policing require profound changes within the police organization. The neighborhood patrol officer, backed by the police organization, helps community members mobilize support and resources to solve problems and enhance their quality of life. Community members voice their concerns, contribute advice, and take action to address these concerns. Creating a constructive partnership will require the energy, creativity, understanding, and patience of all involved.

Reprinted



***The National Center
For Community Policing***
MICHIGAN STATE UNIVERSITY

The Philosophy and Role of Community Policing

Robert C. Trojanowicz
David Carter

National Center for Community Policing
School of Criminal Justice
Michigan State University

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The National Neighborhood Foot Patrol Center

(#s) coincides with endnotes at end of article

Introduction

The recent history of policing shows that the field has been littered with well-meaning concepts whose names seemed to imply automatic acceptance--police/community relations, crime prevention, team policing. All promised to provide new ways to cope with the growing realization that modern policing, with its logical and laudable adoption of high-tech equipment and scientific investigation and management techniques, had inadvertently left people out of policing, both in the sense that officers are human beings and that their primary duty is to satisfy the needs of the people they serve.

While it can be argued that each of these ideas failed to flourish purely because of inherent faults in the concepts themselves, the fact also remains that only by defining and communicating the precise philosophy, role, and goals of these concepts could their merits and drawbacks be accurately debated.

Community policing now also stands at an important juncture in its relatively brief, but promising, evolution. While community policing appears today as the potentially brightest option to provide

policing a new focus to meet the pressing needs of the eighties, it also suffers guilt by association with those failed concepts of the recent past. In addition, much confusion remains concerning what the term community policing actually means, whether and how it may differ from other terms (such as foot patrol and problem-oriented or problem-solving policing), and how it fits into the existing police hierarchy.

Unfortunate Legacy

Perhaps much of the misunderstanding about community policing stems from the misguided view that it is yet another community relations or "PR" effort, without real substance. The fact is that community policing does promote excellent police/community relations, but only a by-product of this new philosophy of policing that stresses community involvement in combating crime and disorder. What has happened is that community policing has been confused with previous efforts that failed at their intrinsic goals. As noted in "From Political to Reform to Community: The Evolving Strategy of Police" by George L. Kelling and Mark H. Moore, the history of policing in the United States began with what was called the political era, when beat officers performed a wide variety of duties in the community. However, foot officers of that era were tainted because they served at the behest and direction of local politicians. The fact that community policing is also often called foot patrol evokes images of that era, when direct police involvement in the community all too often also meant political corruption. The excesses of the political era led to the reform era, when police were brought under centralized and less politicized control, with departments organized using the scientific or classical management model. That model provided many needed improvements in policing, but at the same time it narrowed the police mandate almost solely to controlling crime, thereby limiting many previous police services that citizens had learned to expect and appreciate. While reform was a worthwhile and logical goal, in conjunction with increased dependence on the automobile and its technology, it also led to increased reliance on measuring police performance almost exclusively on three parameters--response time, visibility (pass-bys by motor patrol), and a reduction in the crime rates as reflected in the Uniform Crime Reporting statistics. Furthermore, the detective was the primary crime solver.

While such measurements provided easy accountability, they also narrowed the focus of police accountability. In reality, the vast majority of calls police receive do not involve a crime in progress, which makes response time of little value in assessing how police handle most of the calls they receive. Also, disorder is as much, if not more, concern to most residents as crime itself. So, by measuring police performance on these limited parameters, when crime rates began to rise in the sixties, both citizens and police began to wonder whether the police were losing their overall effectiveness.

In addition, the riots of the sixties brought to light certain problems that resulted from increased police alienation from the community. In an effort to make officers "objective," because it was believed this would make them more "effective," most were isolated in automobiles and told that they should limit discretion and follow prescribed "professional" procedures. In some communities, this isolation was heightened further when officers were cautioned not to live in communities they served. This alienation from their clientele meant that when the civil rights, anti-war, and racial disturbances of the sixties began, the police who were supposed to impose order were often perceived as hostile invaders.

When it became evident that this increasing alienation was the major flaw in the reform era of policing, efforts were made to provide links between police and community. However, at first, all too often the emphasis was on "public relations," not in making a substantive philosophical change in the way police related to their constituents. The initial idea was to institute a program where officers in a "police/community relations" unit would "make friends" with the community. Even though that was a valuable goal, all too often the programs instituted were flawed from the beginning. For one thing, many departments tended to select officers for community relations duty, not because the officers were committed to the program's ideals, but because they had failed to function well in other capacities. This

logically had the effect of these units being perceived as ineffective.

In addition, citizens often rightly perceived that the goal of these units was to put a "good face" on whatever the police did, without providing a valid two-way conduit for citizens to have input into police priorities, policies, and procedures. As a result, many citizens viewed these officers with skepticism, correctly perceiving that they had no ability to effect changes within the department or the governmental structure.

Once departments and governments admitted such efforts were failing to make real improvements in police/community relations, attempts were made to provide the officers with a valid, tangible function in the community as well, leading to the birth of so-called crime prevention units. This meant the officers visited schools, businesses, and community groups, giving lectures on anti-crime tactics. Such efforts recognized that "happy talk" alone would not impress the community with the police department's sincerity in wanting community approval and these efforts also suffered problems akin to those evidenced by police/community relations efforts. Again, the officers were often selected for the wrong reasons; and, again, the community often rightly perceived there was too often a major difference between the "nice" officer who visited the seniors club with hints on how to safeguard their homes and the "macho" officer in a patrol car who cruised their neighborhood without having any personal stake in what happened there. Neither the police community relations officer nor the crime prevention officer were the actual deliverers of day to day service. They were isolated specialists who "bounced" from neighborhood to neighborhood reacting to the concerns of special interest groups.

While each of these two kinds of efforts had some impact, if only because they demonstrated that the police were at least somewhat concerned about how the community felt about their departments, public relations and crime prevention both fell short of the goal of persuading citizens that the police were adequately addressing all their needs and concerns. During this transitional era, new research also helped dispel some myths concerning what people wanted from their police. For instance, minorities, often the group most hostile to police, did not, as anticipated, list as their major gripe unfair treatment at the hands of the police. Instead, research confirmed that their main complaint was that police failed to protect them from predators.

In response, the next related concept (although often instituted at the same time as community relations and crime prevention) designed to attack the isolation problem was team policing, which suggested that sending a coordinated team into a neighborhood could have a positive impact on preventing and controlling crime. However, again, that lack of a continuing stake in the neighborhood meant that these officers often found it difficult to enlist more than limited community cooperation. Interorganizational jealousy and bickering contributed to team policing's demise.

Such realizations then helped spawn a new idea, one that attempted to take the effective parts of both the political police era and the reform era. The reform era proved the value in recruiting highly educated and motivated officers who could be forged into a professional unit. Yet part of the failure of the reform era was that it was aloof from the community and it often attempted to take more educated and trained police officers and routinized their jobs, removing part of their incentive to develop and adopt creative solutions. So, borrowing from the benefits of the political era, a decision was made to put these enthusiastic officers back on beats in the community, where they would function as full-fledged law officers, but with the added mandate of working directly with citizens to help them solve the plethora of problems that had eroded the community's overall quality of life.

Initial efforts, such as the foot patrol programs in Newark, New Jersey, and Flint, Michigan, demonstrated that citizens not only fear crime, but also disorder, because they rightly perceive that predators can tell when a neighborhood is on its way up, or down, and that criminals parasitically feed

on neighborhoods in obvious trouble. Again, as might be expected, fellow officers at first criticized these new community policing efforts as being no more than "grin and wave" squads--yet another effort designed to pacify the citizenry.

However, as it became apparent that these officers worked as hard at solving crime as motor patrol officers and detectives did, and in fact may well have worked harder because their role required so many additional community-oriented services, community policing began to earn grudging but deserved respect. Conversion to the community policing philosophy was also aided as motor patrol officers were rotated into foot patrol, where they quickly learned the assignment was not a "cush" or dead-end job, but a galvanizing challenge.

As the concept evolved, the term foot patrol began to give way to community policing, reflecting a broad mandate. While many such efforts do employ foot patrol as the primary means of insuring the same officer has daily face-to-face interaction with the community, today's educated and trained officers do not approach the job in the same way the more passive beat officers of the political era did.

Indeed, at least initially, the term foot patrol misled many into thinking this approach was simply a nostalgic desire to recapture the past. However, not only have today's foot officers been de-politicized, their functions extend far beyond what was expected of foot patrol officers in the political era and, at the same time, their excesses have been curbed.

In the past, foot officers often abused minorities and immigrants, because the political leaders in control felt that keeping "upstart" populations in their place would win them votes among mainstream constituents. In contrast, today's foot officer serves both the department and the residents of the neighborhood; as a result, such programs have done much to end conflict between police and residents.

As discussed in the Kelling-Moore paper, community policing reflects a "marketing" approach to serving the community, while those previous efforts constituted "selling." What that means is that community policing attempts to meet the demands made by consumers, in this case the agenda of services dictated by community residents. The previous efforts discussed earlier failed because they were often rightly perceived as efforts to sell the community services without regard for whether the community wanted those services or not.

Indeed, one of the major surprises uncovered by community policing programs was that the police and community leadership often did not have a good idea of what the real community priorities were. Routinely what happened was that police officials would confer with established community leaders to outline an agenda, typically one that would target Part I crimes -- murder, rape, aggravated assault, robbery, and burglary. Then when open community meetings were held, it quickly became apparent that the rank-and-file community residents had an entirely different agenda of concerns, often ranging from petty crimes to uncollected garbage.

What these residents accurately identified was that a deteriorating neighborhood quickly becomes a magnet for serious crime. While few people actually become victims of Part I crimes, a decaying neighborhood diminishes the quality of life for the majority of citizens because of the constant barrage of so-called petty crime and disorder problems. While community policing deals with serious crime, both in solving crimes that do occur and in working to prevent Part I crimes, it also addresses the more immediate and pressing concerns of community decay and disorder that provide the breeding ground for serious crime.(1)

Another Useful Model

Perhaps the best model to explain the evolution to community policing requires examining what happened to the U.S. auto industry at the same time. The analogy makes special sense when you consider that Michigan was the birthplace of the auto industry and also that Flint, Michigan, is often credited as one of the communities that was the cradle of community policing.

Historically, when the reform movement was taking hold in American policing, those same management strategies and reliance on sophisticated technology were shaping the fledgling auto industry, helping it to mature from a part-time garage enterprise into an industrial giant. Henry Ford's assembly line, which took a complex task and broke it down into relatively simple components that all workers could master, mirrored the routinizing of police functions. Ford also adopted a classical management style, where orders emanated from the top, just as a military hierarchy was established in police departments nationwide.

In retrospect, it may seem that the system's drawbacks are as apparent as its benefits, but in that era both the American auto industry and the newly reorganized police departments seemed to offer the promise of unlimited progress. Until the sixties, it appeared both had found the magic keys that had forever unlocked both systems' full potential.

Then, shockingly, both systems began to fall on hard times. In the case of the auto industry, rumblings began when consumers balked at buying new cars that ignored the consumers' increasing demands for fuel efficiency and safety. At the same time, many American citizens began expressing doubts that the police were taking their needs into account.

In the case of the auto industry, competition from foreign imports soon proved that, in this market-oriented economy, corporations cannot long flourish ignoring consumer demand. In the case of policing, the consumers of policing services increasingly balked by reducing their tax dollars for police, while spending more and more dollars for private security, so that there are now more private security officers in the United States than sworn police.

Faced with these threats to their existence, both systems responded by adapting positively to these changes, restructuring their systems to reflect the changing world. Not only did both shift from a selling-oriented philosophy to a marketing orientation, they also changed in ways that addressed the increasing alienation within their own ranks. Again, it is not surprising that during the era when sabotage at the Lordstown plant in Ohio was making headlines, many highly educated and highly trained officers in police departments began grumbling about the authoritarianism within police departments, ushering in an era of hard-nosed union negotiations. Obviously, what was needed was a new management model and both the auto industry and the police made the philosophical shift from being suspicious of their workers to learning to trust them, decentralizing decision making.

Today, American auto workers are increasingly encouraged to take the initiative to find new solutions to internal problems. Borrowing from the Japanese, U.S. automakers are employing new techniques, such as quality circles, to involve workers in finding ways to produce quality cars in which both the company and its workers can take pride. Concomitantly, community policing officers demonstrate markedly higher degrees of job satisfaction and perceptions of safety than their motorized counterparts, because of their direct involvement in the community, where they can see their actions making a difference.

Perhaps the biggest error that is made when assessing such changes is to believe that these changes denigrate what was done in the past. But just as American automakers reached dominance with the classical or scientific model of management, U.S. police departments made great strides using these same tactics and the "professional" model in upgrading the quality of their police forces. The fact is,

both systems have proven remarkably resilient in adjusting to the changing realities of the past two decades, struggling to find innovative ways to maintain the best of past traditions, combined with bold, new solutions.

The strength of the American democratic system is that it is responsive to the needs and concerns of its people. During periods of transition, as existing traditions evolve into new ones, there are inevitably periods of social or economic upheaval, but the ability of this country's institutions, private and public, to respond by creating new models that serve to meet new realities is unparalleled.

A Look at the Literature:

Research Supporting the Community Policing Concept

The community policing concept did not emerge as an independent alternative to policing strategies. Instead, it is based on a solid foundation of research on police service delivery which has been performed over the past two decades. In the best tradition of integrating and applying research knowledge to new programs, community policing has been built on the findings of this research. Some of the more critical research efforts and their role in community policing are worthy of review.

Police staffing commitments--According to the research of the Bureau of Justice Statistics, less than 10% of a patrol officer's on-duty time is spent on crime related activities.(2) This includes answering crime calls, conducting investigations, writing reports, booking arrestees, and testifying in court. The remainder of the time is spent on handling service calls (although admittedly some of these calls--such as disturbances--can evolve into an arrest situation), traffic enforcement and control, information gathering, and uncommitted patrol time. The implications of these data are that traditional patrol operations are inefficient and perhaps misdirected. That is, there is a significant amount of wasted patrol officer time organized for crime control duties which are not forthcoming. Importantly, even in the nation's largest police departments and in the busiest patrol districts, the uncommitted patrol time is less, but the proportion of time spent on crime-related duties remains about the same.

Preventive patrol--It was noted that much of the officers' uncommitted time was spent on patrol. The amount of time varies significantly depending on the jurisdiction's characteristics, number of patrol personnel, nature of the patrol district, deployment characteristics, and variously assigned duties of the patrol officers. Traditionally, this uncommitted time has been designated as "preventive patrol," wherein the officer in a marked patrol car drives randomly through the patrol district as a crime prevention activity. The Police Foundation's Kansas City Preventive Patrol Study challenged the preventive patrol assumption through a year-long quasi-experimental design study. The findings clearly indicated that preventive patrol had no significant effect on crime rates.(3) Essentially, in the most basic of terms, the study found that preventive patrol was not only uncommitted time, it was also nonproductive time. (It should be noted that there have been some methodological criticisms of this study; however, it appears that there is general acceptance of the research findings.) When viewed in conjunction with the staffing issues described above, one may assume that traditional approaches to police patrol may be flawed. If little time is devoted to crime-related duties and a significant amount of time is devoted to uncommitted patrol which does not prevent crime, how can police resources be better utilized?

Response time--One argument for maintaining traditional patrol is the need to have police officers available for rapid response to calls. Specific emphasis has been focused on the belief that the faster an officer responds to a crime scene, the higher the probability of apprehending the criminal. A Law Enforcement Assistance Administration project called the Kansas City Response Time Study tested this assumption.(4) A later National Institute of Justice replication of the study in Peoria, San Diego, Rochester, and Jacksonville (FL) supported the Kansas City findings.(5) The results indicated that there was no relationship between a rapid crime scene response and the apprehension of criminal perpetrators.

(The closest variables showing a correlation was "response time and robbery," but even these were not statistically significant.) In arriving at this conclusion, the studies divided response time into three segments: (1) the amount of time from victim/witness discovery of the incident to the time the police were called; (2) the time from when the police received the call until the time a patrol unit was dispatched to the crime scene; and (3) the time of the patrol unit's receipt of the call until the officer arrived at the incident scene. While the latter two segments are the ones most frequently thought of with respect to response time, the first segment was the most critical. Typically, the perpetrator was gone by the time the victim or witness called the police, hence negating the possibility of apprehending the criminal at the crime scene.

These results seem to indicate that response time is therefore not an important element in patrol management. However, a compounding variable was discovered in the Kansas City Response Time Study. The research indicated that citizens used response time as a measure of satisfaction with the police and, indirectly, a measure of police competence. That is, if response time was slow, citizens were more likely to indicate dissatisfaction with the police and to believe that the police had limited competence. Conversely, with a rapid response, both satisfaction and perception of competence increased. These findings were fairly consistent regardless of the actual actions taken by the officer at the incident scene. To further compound the problem, it appears that the citizen's *perception* of response time--regardless of actual elapsed time--influenced their rating of the police in a similar manner. This was particularly true in traumatic, high-stress situations. The dilemma is clear: functionally, response time is not an important variable in patrol management; however, its influence on the police constituency is significant and must be addressed. How can these conflicting demands be resolved?

Patrol deployment--The deployment of police officers has been a constant source of indecision for police administrators. Based on population, police employment in the United States ranges from 0 to 44 officers per 1,000 residents. Geographically, the number of officers per square mile ranges from 0 in Angoon Division, Alaska, to 1,278.5 officers in the Manhattan Borough of New York City.(6) In between these extremes are variable distributions about which no meaningful conclusions can be drawn. There is no single factor or ratio which can be used to determine the "ideal" police strength for a given area. While certain quantitative variables can be programmed into a comprehensive model for determination of optimum patrol officer deployment, the most fundamental variable is available resources--how many police officers are available for deployment? A second consideration is the types of activities officers are expected to do--answer crime calls, answer service calls, take accident reports, aggressively initiate "police activity," check buildings, speak to citizens, and so on. Obviously, these duties will vary with the area, shift, nature of the community, and mandate of the community. The types of calls and demands for police service will also influence deployment patterns.(7) The proverbial bottom line to deployment issues is that given the number of personnel available, how can the department most effectively perform those functions the community expects. The answer lies largely in the qualitative variables of service delivery and a change in the traditional concept of patrol deployment. That is, instead of deploying personnel simply based on numerical demands, we should first examine the policy and functional demands of the patrol force and then match officer availability to those demands. Concomitantly, we must develop our directives for officer performance to fulfill the qualitative policy/service demands as well as the raw quantitative demands. It is proposed that if the citizen demands for service can be met through alternate patrol strategies, such as community policing, then the numerical call demands will, over time, conform to officer availability. That is, by placing the qualitative needs and desires of the community as a primary factor in deployment decisions, the administrator is effectively placing the "horse in front of the cart."

Performance measures--An ongoing problem in police personnel management has been how to measure police performance. Traditional quantitative measures--number of arrests, number of reports written, number of calls answered, number of miles driven, number of traffic tickets issued--lack

substance with respect to the nature of the police function and the delivery of police services. The notable advantage to such measures is that they are relatively easy to collect, document, and compare. Ideally, qualitative measures of individual police performance should be collected. Factors such as an officer's communications skills, how the officer relates to the public, how the officer evaluates calls/situations, and the quality of the officer's decisions, all tell us more about the type of work the officer does as well as his/her effectiveness.(8) Unfortunately, this information is very difficult to validly collect and substantiate if an officer's performance evaluation is challenged. The research on the subject, notably that done in a National Institute of Justice study by Whitaker, infers that police agencies should strive for a balance between the qualitative and quantitative measures.(9) In order to do this, police administrators must first clearly establish goals for the organization to accomplish. Next programs must be implemented to achieve those goals with clearly articulated officer responsibilities incorporated into the program. Officers should be evaluated specifically on the criteria delineated in the program. In some cases, the evaluation methods need to be nontraditional such as interviewing or surveying citizens with whom the officer has had contact or reviewing the officer's plans as well as his/her progress in executing those plans. In traditional police patrol there are typically no unique programs or plans on which officers may be individually evaluated. Moreover, as noted previously, to measure variables associated with preventive patrol or response time would be misleading indicators of productivity. Thus, in order to effectively measure both the performance of the individual officer and the police organization, comprehensive and specifically oriented plans for officer performance must be developed.

Job enrichment--Job enrichment refers to the increase of quality of life in the workplace. Included are factors which increase morale and job satisfaction such as increasing individual decision making, urging innovativeness, delegating greater responsibility, and involving subordinates in policy development and organizational plans. While the literature shows that job satisfaction may not increase individual performance *per se*, the research does indicate that it contributes to a lower turnover rate, less absenteeism, fewer cases of tardiness, and fewer grievances by employees.(10) Further research shows that high job satisfaction is a good predictor of length of life, and low satisfactions in correlated with various mental and physical illnesses. On the matter of productivity, the research indicates that morale and job satisfaction are related to productivity; however, these are mutually reciprocating variables. That is, higher productivity contributes to greater satisfaction and vice versa. Since there are defined organizational and individual benefits to increasing job satisfaction and morale, it behooves the prudent administrator to consider these factors in the development of any program.

Public perceptions of the police--In general, the public is supportive of the police. They feel that the police are fundamentally honest, generally corruption free, do not discriminate, and do not regularly use excessive force. However, when the population is stratified by various demographic variables, the picture begins to change somewhat. Notably, blacks and Hispanics are less supportive of the police in general and are particularly more likely to feel that the police are discriminatory and use excessive force.(11) Furthermore, blacks indicate the belief that they receive poorer service from the police than whites, and Hispanics feel they receive inadequate police protection.(12) It must be recognized that most crime victims are minority group members and that the majority of police calls for service are from lower income minorities. Thus, those citizens who must rely the most on police services also rate the police the lowest. This should send a message to police administrators. More attention must be given to the needs and quality of service afforded to the citizens who are most reliant on public law enforcement agencies.

Citizen demands for police service--Crime analysis has provided--and continues to provide--important information on crime trends and police calls for service needs. However, with sophisticated analytic techniques and computer-driven reporting methods, law enforcement has drifted away from communications with citizens. The emphasis is on the data output based on the sample of calls and reported crimes the police receive. However, these represent the most problematic incidents and skew the perspective of what the public desires from the police. While citizens feel that response to serious

crimes is important, they also want the police to attend to the minor, yet annoying, facets of community discomfort such as abandoned cars, barking dogs, and juvenile vandals and trespassers. The police need to listen to the community and establish a dialogue to determine what types of services the citizens want. Then, those needs must be addressed--not ignored or given lip service. The preliminary research indicates that responding to community needs on these minor calls may significantly increase citizen satisfaction of police performance and perception of confidence.(13)

Police community relations--Since the genesis of the community relations movement by the National Conference of Christians and Jews and the National Institutes held at Michigan State University, there has been an ongoing search for the best means by which to establish effective police community relations.(14) Philosophies have varied ranging from special programming, police training programs, community education, to special police units with the charge of establishing effective community relations. As the concept evolved, the research directly pointed to the fact that effective community relations must have two major elements. First, the police must recognize that they receive their mandate from the community and are responsible to the community in the performance of their task.(15) Second, community relations must be a product of total police operations involving all personnel--it is the interactive effect of departmental programming and officer behavior.(16) As a result, police community relations should be viewed as a primary and ongoing responsibility of all officers, a responsibility that is constitutionally mandated because the authority the police exercise is granted by the people.

Relating the Research to the Community Policing Concept

The findings of the research projects in these various areas have had important implications in the development of the community policing concept. Since we know from the Bureau of Justice data that less than 10% of an officer's time is spent on crime and a significant amount of time is spent on service calls, we should recognize this in our patrol force programming. Furthermore, since we also know that a significant amount of a patrol officer's time is uncommitted patrol, yet that patrol does not prevent crime, the inference is that we need to make better use of that time.

Further research showed us that rapid response does not help us apprehend criminals, yet it is an important variable in citizen satisfaction and perception of competence. How can this discrepancy be reconciled? This is aggravated by the question, how does an administrator most effectively deploy personnel to meet new patrol programming needs yet have cars available for responding to calls while not wasting time on uncommitted patrol? We also know that the minority communities are the least satisfied with the police and that there is the feeling that the police are not responding to citizen service demands.

From a management perspective, the prudent administrator wants effective performance measures in order to validly measure personnel performance and have effective milestones by which to gauge organizational success. Similarly, administrators want to enrich the satisfaction and morale of employees in order to achieve the best, hence providing the most effective, organizational environment.

While not a panacea, community policing addresses all of these needs. By reallocating of patrol officer time, neighborhood policing makes better use of personnel. Furthermore, by getting "closer to the community" and establishing a dialogue with citizens, the public has a different--and more accurate--measure by which to assess officer competence and rate satisfaction with the police compared to response time. With these alternate measures, the police can give less attention to the response time issue and have the dilemma it posed largely resolved. Through the community dialogue developed in a neighborhood policing program, law enforcement agencies may more accurately define community concerns and respond to those constituent needs. Similarly, this targeted response will contribute to greater satisfaction from minority groups and help establish overall better community relationships.

By the same token, when a police officer is given the mandate to diagnose community problems, be creative in the development of solutions to those problems as well as to serve the roles of a community organizer, facilitator, educator, and referral resource in addition to law enforcement officer, then the growth potential of the officer is dramatically increased. These variable duties with their inherent responsibilities help change the police officer's role from that of a job to that of a career. With these changes come the job enrichment we desire to see in our personnel.

We do not argue that community policing is the answer to all problems the police face. We do argue that it responds to many of the findings and questions posed by the research as well as serves as a framework for new program development. The research is an important backdrop for understanding the genesis of the community policing model. From this point, a closer examination is warranted on how community policing is applied.

A New Model: What Community Policing Is Not

Before defining what community policing is not, let us first use a thumbnail sketch to define community policing.

Community policing--A philosophy and not a specific tactic, community policing is a proactive, decentralized approach, designed to reduce crime, disorder, and by extension, fear of crime, by intensely involving the same officer in the same community on a long-term basis, so that residents will develop trust to cooperate with police by providing information and assistance to achieve those three crucial goals. Community policing employs a variety of tactics, ranging from park and walk to foot patrol, to immerse the officer in the community, to encourage a two-way information flow so that the residents become the officer's eyes and ears on the streets helping to set departmental priorities and policies. In addition, the officer then carries this information back to the rest of the department so that problems can be solved and the quality of life improved. Unlike the precursor programs mentioned above, improved police/community relations is a welcomed by-product of this approach, not its primary goal.

Community policing seeks to intervene directly in the twin problems of crime and disorder in communities by direct involvement in the community. The community policing officer acts as a uniformed armed presence to deter crime, but equally as important, he or she also takes action with citizen assistance to resolve problems before they erupt as crime. The officer performs a myriad of services, from educating citizens on preventing crime and organizing neighborhood organizations to gathering information that leads directly to the apprehension of criminals. In addition, the community policing officer also targets specific populations for special attention, typically children, women, and the elderly. The officers' efforts have concrete impact on the day-to-day lives of community residents.

Community policing can also be distinguished from other forms of policing because it derives its priorities in part from community input. In addition, because physical and social disorder cluster closely with crime, the CPO also acts as the community facilitator in dealing with these problems. In the CPO's role as liaison, the officer acts as the community's link to public and private agencies, acting as an ombudsman to deal with neighborhood decay.

However, just as it is important to explain what community policing is, an even clearer picture emerges by looking at what community policing is not. Eleven myths continue to cloud community policing's true role:

Community policing is not a technique--Police terminology abounds in jargon used to define specific

strategies or tactics. Community policing instead embraces a philosophy that says it will provide everyone in the community, not just special interest groups, the kind of people-oriented policing everyone would want for him-or herself. At the heart of this effort lies the attitude that people deserve police who not only command, but earn, respect by listening to the community's wants and needs, maintaining daily face-to-face contact and involving the community in efforts to prevent and control crime. David Bayley, in effectively playing the devil's advocate, states that "community policing in 1987 is more rhetoric than reality. It is a trendy phrase spread thinly over customary reality."(17) Furthermore, he comments, "community policing over a period of years may become unevenly distributed socially and hence geographically. It could become the mode for the affluent, educated middle-class, while traditional, reactive policing remained the mode for the poor and undereducated underclass."(18)

The above could not be further from the operational reality of effective community policing programs.

Community policing, if operating properly, distributes police services more evenly and, in fact, targets high crime rate areas. It neutralizes the undue influence of special interest groups that have often been the recipients of preferred services.

Community policing recognizes that the welfare mother has as much right to quality police service as the affluent or the business person. It is broader based protection for all groups. It is an attempt to legitimize the police role, recognizing that crime is only one of the issues the police deal with, not the only issue.

Community policing is a proactive, decentralized approach that depends on community residents for input into police policy making, priority setting and advice on patrol deployment. It is a philosophy that recognizes that the foundation of the department is a strong departmental mission statement incorporating the *values* necessary to deliver services equitably and of high quality.

Community policing is not "limited" or specialized policing--Community policing is full-service policing. Unlike specialists like police community relations (PCR) officers and crime prevention people, the CPO is the one who gives advice on target hardening and then may be the officer who responds to the complaint of a burglary at the same household. The community policing officer in this expanded and broadened role performs a line function, not a staff function. Bayley feels that, "community policing provides a new and less demanding rationale for the police at the very moment when the traditional justification is failing".(19) Furthermore, he asks if the police should "...mediate quarrels, overcome the isolation of marginal groups, organize social services, and generally assist in developing 'community'". (20) Another of his concerns is that "community policing will increase the power of the police relatively among government agencies."(21)

The trend toward specialized policing in the U.S. over the past few years has often meant fragmented policing, with a loss of a sense of the community's needs. Why is there an increasing legitimization of the community policing officer's expanded role as mediator, organizer and diagnostician? Because private and public 8-5 agencies are not filling the void by providing the necessary services. The police are usually the only 24-hour-a-day agency. If communities are willing to expend additional resources to fill the void, the police will gladly agree to a constriction of their role.

In regard to community policing increasing the power of the police, it is about time that police be the *catalyst* in helping people get what they deserve from inefficient bureaucracies. When police give people the service they deserve, then the people will begin demanding similar efficiency from other agencies.

What many community residents have so long lacked is a voice that makes an impact on the delivery of governmental services. People are fed up with bureaucracies that they perceive as catering to special interest groups.

An expanded role that gives legitimacy to the police for what they are already doing also has obvious implications for selection and training.

Community policing is not foot patrol of the past--While today's community policing often puts officers on foot in the community as was done in an earlier era, today's officers do much more than patrol a beat. The same officer day after day diagnoses the beat area and then develops problem-solving approaches ranging from organizing neighborhood associations to referring people to appropriate community social agencies. Community policing is not, as Bayley states, "old wine in new bottles" or "neighborhood policing reborn."(22)

The foot patrol officer of the past had a different environmental context and different informal resources like the extended family, churches, and ethnic organizations. Present community policing officers must rely more on formal private and public agencies. Thus, the necessity to be a neighborhood diagnostician and a link to community agencies.

Community policing is not public relations--Bayley has stated that "as a public relations strategy, community policing is exceedingly clever."(23) Improved public relations is a welcomed by-product of community policing's mandate, not its goal. Community policing's goal is to provide effective police service with a proactive focus. The delivery of quality service to all segments of the community will increase rapport. "Happy talk" will be counter productive, and its positive results will be short lived.

Community policing is not antitechnology--CPO's may eschew cars to walk a beat and they may be more likely to spend time visiting homes and businesses than sitting behind a computer, but this should not be misconstrued as a rejection of technology. Instead, if funding permits, many CPOs would welcome the addition of a computer terminal linked to the department. However, the effort recognizes that the goal should be to employ sophisticated and expensive technology where it will provide the greatest payback. The community policing officer is like the base of a funnel, using information filtered down from various "hi-tech" sources and providing information upward generated from his/her neighborhood beat.

A misconception is that community policing is antithetical to hi-tech policing, that the two conflict, like fire and water. Instead, if functioning properly, they should mesh. For example, a technique like criminal profiling obviously falls into the hi-tech approach. Using sophisticated computers, the FBI can profile a likely perpetrator and create a description of what that person is like. Yet, obviously, that information still requires identifying the individual, finding out where he or she lives, and apprehending the suspect. Consider the advantage a community policing officer, so familiar with bad actors in his beat area, has in employing that information to make an arrest. Because of community trust, the officer will have information superior to that of a centralized agency like the Federal Bureau of Investigation.

More broadly, consider the effectiveness of a two-pronged approach toward drugs, employing both hi-tech policing and community policing. The hi-tech aspect must concentrate on efforts such as locating and then eradicating fields of cocaine in Columbia. If successful, those efforts translate into a reduction of the amount of cocaine on the streets, thereby reducing supply.

In tandem, community policing must work on reducing demand. For example, the community policing officer can make daily stops at the local coke house as part of his regular tour of his beat. If successful,

the individuals inside dispose of their drugs and users stop frequenting the establishment, which forces the traffickers to go out of business or move elsewhere. The community policing officers' visibility on a drug transaction street corner can also be effective in reducing demand. Innovative methods like taking pictures of the license plates of customers, even if there is no film in the camera, can also be useful. So while hi-tech policing concentrates on the supply side, community policing effectively reduces demand. Also, ideally, wherever their respective efforts intersect, both the hi-tech policing effort and the community policing effort work together to leave drug traffickers nowhere to hide. Users can be encouraged to seek treatment.

Community policing recognizes that crime means people--criminals and victims--and that the most impressive technology you can employ when dealing with people is a fully functioning human being. Hi-tech is not only hardware of contemporary electronic technology, like automated fingerprint systems and chromosomal analysis, it is also contemporary ideas like profiling, patrol enhancement and crime analysis.

Community policing is not soft on crime--Critics attack community policing's focus on physical and social disorder by arguing that this detracts from "real" policing, in other words, coping with serious crime. Many attempt to denigrate community policing by nicknaming CPO's as the "grin and wave squad" or by calling them "lollipop cops." The reality is that these social action duties are performed in *addition* to traditional law enforcement duties, not as a substitute for them.

One of the writers, on a visit to a police department, was confronted by an obviously macho police officer who asked, "aren't you the professor who's pushing community policing? Why don't you teach *real* police work, not social work?" I then asked him, "when was the last time you interrupted an armed robbery, caught a person breaking and entering, or had a knock down drag out fight in a bar?" The twelve-year veteran replied, "*never*, but I am more prepared if one of those events does happen than your soft community policing officer."

Not only don't many officers know what real police work is, they are caught up in the fantasy that muscles and machismo are the key ingredients in the delivery of quality police services in the community.

Community policing is not flamboyant--When a SWAT team swoops in and disarms a sniper, everyone cheers. When a CPO awards a youngster a donated football for bringing in a garbage bag full of litter, the long-term effect may be equally as dramatic, but the effort fails to make headlines.

Community policing is not an independent entity within the department--Community policing is not meant to substitute for other forms of policing, like motor patrol, but to complement all efforts. If the program is functioning properly, the vital information the CPO gathers should be disseminated through the department. Community policing works best when it is not forced to operate in isolation.

Community policing is not a top-down approach--What makes community policing unique is that it relies on input from average citizens--not just community leaders and blue-ribbon panels. Community policing *actively* solicits input from all constituents, encouraging those whose fear has spawned a paralytic apathy to become involved; at the same time it defuses those so frustrated they risk vigilantism.

Community policing is not paternalistic or elitist--Professionals in any field often feel they know better than others how the job should be done. Just as American businesses, like the auto industry, have learned that you cannot leave the consumer out of the equation, community policing gives the "consumers" of police service a voice. It focuses on values, not artificial "professional" images.

Bayley feels that community policing "may undermine professionalism." (24) He is correct if the definition of professionalism is elitism with an "I know what's best" attitude. Professionalism is not aloofness and spit-shined shoes. Professionalism makes sense if it means that the person has received certified and proper education and training to do the job. Most importantly, however, are the incalculable values that respect the person and the delivery of quality service.

Bayley also asks, "can police put on a velvet glove and keep their iron hand in shape?" (25) Being a community policing officer does not neutralize the other requirements of a full-service officer. Why does one parent's iron hand work and the other's is child abuse? If a parent demonstrates caring and builds trust, "getting tough" on occasion is respected. Just getting tough encourages rebellion and defiance.

Perhaps Bayley's greatest concern is that community policing: "legitimizes the penetration of communities by forceful enforcement agents of government....the bottom line is that police officers are now being assigned and welcomed to watch, probe, and penetrate social processes and institutions that have previously been out of bounds...so the public's fear of crime may impel the police to play an interventionist role in social life." (26)

Community policing is much less intrusive than SWAT. The citizen can refuse a visit by the community policing officer. The reason people let officers into their homes willingly is because of trust and the feeling that the officer has a stake in the community.

There is already extensive intrusion into people's lives with computers. Why shouldn't officers be allowed to collect information that solves problems and improves the quality of life?

The insidious collecting of information by some undercover officers is going on right now. Community policing officers are not visiting homes to take down credit card numbers, review bank balances, or look for political literature.

Community policing is not anti-accountability--Another concern about community policing is its supposed lack of *accountability*. Indeed, poor supervision and lack of independent oversight of foot patrol officers in the political era demonstrably led to problems and abuses. However, if we return to the model discussed previously, we see that the rise of unionism that threatened to strangle the U.S. auto industry was the direct result of seeing workers as a population to be controlled, instead of as a resource of individuals who derive satisfaction from doing a good job. The change in philosophy that allows workers to take pride in their efforts has resulted in concessions from unionized autoworkers who see they have a vested interest in maintaining their jobs, by insuring the overall health of their industry.

The same holds true for community policing efforts. Instead of relying exclusively on formal evaluations by superiors who may not actually know much about the officer's performance on the job, the community itself acts as an additional check on the officer. As citizens become more involved in the police process, they lose their reluctance to communicate directly with the police department. Control of police behavior from the "grass roots" is much more effective than control by a police supervisor or control by either "Blue Ribbon" committees or civilian review boards.

The criticism has been leveled that "police organizations may be less accountable for the character of operations because the community policing officer will have greater freedom of action." (27) As stated above, not only is the officer monitored by the formal supervisory process, the community residents are involved as both the "eyes and ears" to prevent and solve crime and as eyes and ears to prevent and control deviant behavior by the police.

The context of policing today is much different than in the past "political era." Political "machines" don't control the neighborhoods or the police; many officers are highly educated and/or trained; police officers are protected by collective bargaining agreements; and, in most cases, pay scales are reflective of the community marketplace. Corruption (especially as it relates to drug trafficking) is always a concern, but contemporary communities are much different than in the past.

Critics of community policing discuss how officers risk being co-opted by special interest groups, assuming that other officers, motor, and investigators are not now influenced by special interest groups. Noncommunity policing officers often rely on paid informants who constitute many of the "seamiest" elements of society. Their testimony is often so suspect, because of their past and the fact they are being paid, that it weakens court cases.

The primary accountability problem community policing faces, however, stems from the fact that no new measures of its effectiveness have yet been developed to supplant the common reliance on such measures as response time, arrests, traffic citations, and a reduction in UCR figures. The reality, of course, is that response time tells us only how fast an officer arrives on the scene, not how effective the officer is when he/she gets there. In addition, as indicated before, the vast majority of calls do not involve a crime in progress, so the speed of response probably has little impact on preventing or solving the crime.

In addition, proactive efforts, such as community policing's emphasis on preventing future crime by intervening with juveniles, now suggests there may well be a long lag time before the results show up as a reduction in UCR figures. Also, of course, no one can say how much even the following year's figures might have risen had the officers not impacted on juveniles who would have otherwise become involved in criminal activity.

Without debating the accuracy of UCR figures, though it is a valid concern, the fact remains that crime rates reflect a number of variables, such as unemployment and age of population, over which the police have virtually no control. These rates also do not reflect improvements in the precursors to crime--deteriorating neighborhoods. What community policing does is employ a broad-based approach to community improvement that makes the entire environment one that deters, inhibits, or prevents crime. So, because of their involvement in the community, when an officer fails to be effective, his/her superiors ultimately will hear about it. Indeed, a supervisor can simply drive through beat areas and see what kind of direct impact the officer is having. If the supervisor sees a neighborhood sliding downhill, with uncollected garbage and dope dealers operating openly on the street corners, it is obvious the officer is not doing the job.

Again, just as the auto companies are allowing autoworkers more autonomy, they do so recognizing that this also allows for more mistakes. Yet the price of spurring pride and creativity is toleration of a few mistakes. As demonstrated repeatedly, treating motivated employees with respect and trust fosters an atmosphere that promotes initiative. Given that today's police officers are the most highly educated in the history of this country, this helps instill an attitude of professionalism, and at the same time it reduces union/management friction.

Conclusion

Community policing's unique contribution is a radical departure from the past and the present. While today's community policing efforts retain the best elements of the foot patrol programs of the past, they are intended to avoid both the old system's abuses and shortcomings.

There continues to be much debate and the discussion is healthy. As Bayley has stated, "evidence about

the shortcomings of customary policing is much greater than evidence about community policing."(28).

Those who are quick to criticize community policing should be clear and straightforward about the criteria used to evaluate it. For example, there is general agreement that traditional policing has little impact on crime. Why the should community policing be attacked for its perceived lack of impact on crime?

In addition, how do you measure intangibles like intervention with juveniles and the improved feelings of safety of the elderly. Are we to judge community policing in isolation or in comparison to other police efforts?

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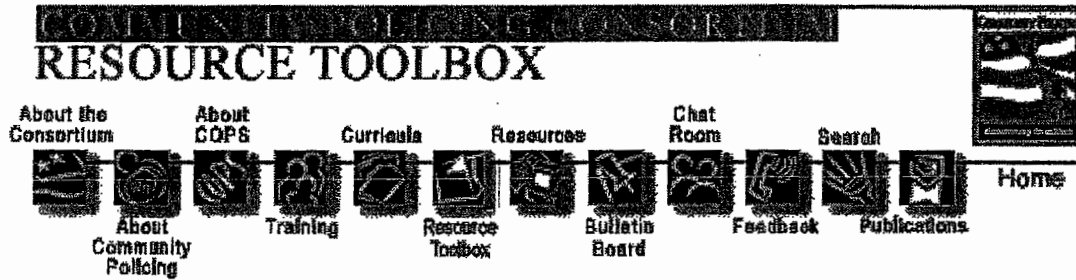
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Monograph

Understanding Community Policing: A Framework for Action

Chapter 2 Tracing the Roots of Community Policing

As defined by the Community Policing Consortium, community policing consists of two core components, community partnership and problem solving, which are both outlined in Chapter 3. The movement toward these two ideas in the United States has been initiated and shaped by concerned police executives throughout the country.

An Idea for the Times

There are compelling reasons why these law enforcement leaders believe the time has come to alter the policies and practices of their organizations. These reasons are rooted in the history of policing and police research during the last quarter of a century, in the changing nature of communities, and in the shifting characteristics of crime and violence that affect these communities.

Policing strategies that worked in the past are not always effective today. The desired goal, an enhanced sense of safety, security, and well-being, has not been achieved. Practitioners agree that there is a pressing need for innovation to curb the crises in many communities. Both the level and nature of crime in this country and the changing character of American communities are causing police to seek more effective methods. Many urban communities are experiencing serious problems with illegal drugs, gang violence, murders, muggings, and burglaries. Suburban and rural communities have not escaped unscathed. They are also noting increases in crime and disorder.

In addition, the social fabric of our country has changed radically. The family unit is not as stable as it once was. Single working parents find it extremely difficult to spend enough time with their children, and churches and schools have been unable to fill this void. Immigrants, ethnic groups, and minorities, while adding to the diverse nature of American communities, often have different interests and pursue disparate goals.

Governments at all levels are having increased difficulty balancing budgets, which frequently forces police departments to allocate dwindling resources to growing problems.

In this rapidly changing environment, where police cope with an epidemic drug problem, gang activity, and increased levels of violence, the concept of community policing is taking hold. Police leaders using this commonsense approach to the problems of crime and disorder, an approach that may very well enhance and maximize performance and resources, have struck a responsive chord in both national and local governments and in communities across the Nation.

Government and community leaders are beginning to recognize that they also must accept responsibility for keeping their neighborhoods safe. Communities must take a unified stand against crime, violence, and disregard for the law, and must make a commitment to increasing crime-prevention and intervention activities. Police agencies must help build stronger, more self-sufficient communities—communities in which crime and disorder will not thrive.

Community policing is democracy in action. It requires the active participation of local government, civic and business leaders, public and private agencies, residents, churches, schools, and hospitals. All who share a concern for the welfare of the neighborhood should bear responsibility for safeguarding that welfare. Community policing is being advocated by leaders at the highest levels of government—including President Clinton and Attorney General Reno, who describes it as the "changing of policing." In addition, it has been suggested that community policing can play a primary role in changing the way all government services are provided at the community level.

The implementation of community policing necessitates fundamental changes in the structure and management of police organizations. Community policing differs from traditional policing in how the community is perceived and in its expanded policing goals. While crime control and prevention remain central priorities, community policing strategies use a wide variety of methods to address these goals. The police and the community become partners in addressing problems of disorder and neglect (e.g., gang activity, abandoned cars, and broken windows) that, although perhaps not criminal, can eventually lead to serious crime. As links between the police and the community are strengthened over time, the ensuing partnership will be better able to pinpoint and mitigate the underlying causes of crime.

Police are finding that crime-control tactics need to be augmented with strategies that prevent crime, reduce the fear of crime, and improve the quality of life in neighborhoods. Fear of crime has become a significant problem in itself. A highly visible police presence helps reduce fear within the community, fear which has been found to be " . . . more closely correlated with disorder than with crime."⁽¹⁾ However, because fear of crime can limit activity, keep residents in their homes, and contribute to empty streets, this climate of decline can result in even greater numbers of crimes. By getting the community involved, police will have more resources available for crime-prevention activities, instead of being forced into an after-the-fact response to crime.

Analyses of crime statistics show that the current emphasis on crime fighting has had a limited effect on reducing crime. In addition, the concept of centralized management of most police organizations has often served to isolate police from the communities they serve. This isolation hampers crime-fighting efforts. Statistics on

unreported crime suggest that in many cases police are not aware of existing problems. Without strong ties to the community, police may not have access to pertinent information from citizens that could help solve or deter crime.

Helpful information will be forthcoming from community members when police have established a relationship of trust with the community they serve. Establishing this trust will take time, particularly in communities where internal conflicts exist or where relations with the police have been severely strained. Community policing offers a way for the police and the community to work together to resolve the serious problems that exist in these neighborhoods. Only when community members believe the police are genuinely interested in community perspectives and problems will they begin to view the police as a part of that community.

Experience and research reveal that "community institutions are the first line of defense against disorder and crime . . ." (2). Thus, it is essential that the police work closely with all facets of the community to identify concerns and to find the most effective solutions. This is the essence of community policing.

The Role of the Police: A Historical Perspective

When Sir Robert Peel established the London Metropolitan Police, he set forth a number of principles, one of which could be considered the seed of community policing: ". . . the police are the public and the public are the police." (3) For a number of reasons, the police lost sight of this relationship as the central organizing concept for police service. Researchers have suggested that the reform era in government, which began in the early 1900's, coupled with a nationwide move toward professionalization, resulted in the separation of the police from the community (4). Police managers assigned officers to rotating shifts and moved them frequently from one geographical location to another to eliminate corruption. Management also instituted a policy of centralized control, designed to ensure compliance with standard operating procedures and to encourage a professional aura of impartiality.

This social distancing was also reinforced by technological developments. The expanding role of automobiles replaced the era of the friendly foot patrol officer. By the 1970's, rapid telephone contact with police through 911 systems allowed them to respond quickly to crimes. Answering the overwhelming number of calls for service, however, left police little time to prevent crimes from occurring. As increasingly sophisticated communications technology made it possible for calls to be transmitted almost instantaneously, officers had to respond to demands for assistance regardless of the urgency of the situation. Answering calls severely limited a broad police interaction with the community. The advent of the computer also contributed to the decrease in police contact with the community. Statistics, rather than the type of service provided or the service recipients, became the focus for officers and managers. As computers generated data on crime patterns and trends, counted the incidence of crimes, increased the efficiency of dispatch, and calculated the rapidity and outcome of police response, rapid response became an end in itself.

Random patrolling also served to further break the link between communities and police. Police were instructed to change routes constantly, in an effort to thwart

criminals. However, community members also lost the ability to predict when they might be able to interact with their local police.

The height of police isolation came in an era of growing professionalization, when the prevailing ideology was that the professional knew best and when community involvement in crime control was seen by almost everyone as unnecessary.

The movement to end police corruption, the emphasis on professionalization, and the development of new technology occurred in an era of growing crime and massive social change. Police had trouble communicating with all members of the socially and culturally diverse communities they served. The police and the public had become so separated from one another that in some communities an attitude of "us versus them" prevailed between the police and community members. One observer of the urban scene characterized the deteriorating police-community relationship this way: "For the urban poor the police are those who arrest you."(5)

A Social and Professional Awakening

The burst of ideas, arguments, and protests during the 1960's and 1970's mushroomed into a full-scale social movement. Antiwar protestors, civil rights activists, and other groups began to demonstrate in order to be heard. Overburdened and poorly prepared police came to symbolize what these groups sought to change in their government and society. Focusing attention on police policies and practices became an effective way to draw attention to the need for wider change. Police became the targets of hostility, which ultimately led police leaders to concerned reflection and analysis.

In this era of protest, citizens began to take a stronger hand in the development of policies and practices that affected their lives. The police force's inability to handle urban unrest in an effective and appropriate manner brought demands by civic leaders and politicians for a reexamination of police practices. Between 1968 and 1973, three Presidential Commissions made numerous recommendations for changes in policing—recommendations that were initially responded to by outside organizations. Agencies of the U.S. Department of Justice, in collaboration with countless police departments throughout the country who were open to research and innovation, played a major role in stimulating, supporting, and disseminating research and technical assistance. Millions of dollars were spent to foster and support criminal justice education. In addition, these Federal agencies supported a wide variety of police training, conferences, research, and technology upgrading.

A number of organizations within the policing field also became committed to improving policing methods in the 1970's. Among those on the forefront of this movement for constructive change were the Police Foundation, the Police Executive Research Forum, the National Organization of Black Law Enforcement Executives, the Urban Sheriffs' Group of the National Sheriffs' Association, and the International Association of Chiefs of Police. These organizations conducted much of the basic research that led police to reevaluate traditional policing methods.

The Role of Research in Policing

Increases in Federal funding and the growth of criminal justice education resulted in the rapid development of research on policing. Many of the research findings challenged prevailing police practices and beliefs.

Federally funded victimization surveys documented the existence of unreported crime. Practitioners had to acknowledge that only a fraction of crimes were being reported, and, therefore, began seeking ways to improve their image and to interact more effectively with the communities they served.

An early research study was the Kansas City Preventive Patrol Experiment. This field experiment found that randomized patrolling had a limited impact on crime or citizens' attitudes and caused police leaders to begin thinking about alternative ways to use their patrol personnel(6). Another study by the Kansas City Police Department assessed the value of rapid response by police and concluded that in most cases rapid response did not help solve crimes(7). The study revealed that a large portion of serious crimes are not deterred by rapid response. The crime sample that was analyzed indicated that almost two-thirds of these crimes were not reported quickly enough for rapid response to be effective. While a prompt police response can increase the chance of making an onscene arrest, the time it takes a citizen to report a crime largely predetermines the effect that police response time will have on the outcome. This study revealed a need for formal call-screening procedures to differentiate between emergency and nonemergency calls. More efficient dispatching of calls could make additional time available for patrol officers to interact with the community.

This study led to further research that also demonstrated the value of response strategies that ensured that the most urgent calls received the highest priority and the most expeditious dispatch. Studies of alternative responses to calls for service found that community residents would accept responses other than the presence of police immediately on the scene if they were well informed about the types of alternatives used(8).

Differential police response strategies were also examined by the Birmingham, Alabama, Police Department(9). The objectives of the project were to increase the efficiency with which calls for service were managed and to improve citizen satisfaction with police service. The study included the use of call-prioritization codes, call-stacking procedures, both police and nonpolice delayed-response strategies, and teleservice. The alternate strategies were found to be successful in diverting calls from mobilized field units without a loss in citizen satisfaction.

The Directed Patrol study assessed how to use most effectively the time made available by more efficient call-response measures(10). The study suggested that, rather than performing randomized patrols when not handling calls, the officers' time could be more profitably spent addressing specific criminal activities. To direct officers' attention and to help them secure time, the department instituted support steps that included crime analysis, teleservice, and walk-in report-handling capabilities.

The San Diego Police Department conducted several significant research studies during the 1970's. These included an evaluation of one-officer versus two-officer

patrol cars, an assessment of the relationship between field interrogations of suspicious persons and criminal deterrence, and a community-oriented policing (COP) project(11), which was the first empirical study of community policing.

The COP project required patrol officers to become knowledgeable about their beats through "beat-profiling" activities, in which officers studied the topographics, demographics, and call histories of their beats. Officers were also expected to develop "tailored patrol" strategies to address the types of crime and citizen concerns revealed by their profiling activities.

Officers participating in the COP project concluded that random patrolling was not as important as previously thought. They also concluded that developing stronger ties with members of the community was more important than once believed. In addition, the project demonstrated that interaction with the community could improve the attitudes of officers toward their jobs and toward the communities they served and could encourage the officers to develop creative solutions to complex problems.

Many of the findings from this study have a direct bearing on contemporary community policing efforts. First, by getting to know members of the community, the officers were able to obtain valuable information about criminal activity and perpetrators. They were also able to obtain realistic assessments of the needs of community members and their expectations of police services. The study also exposed the need to reevaluate the issue of shift rotation. Officers must be assigned to permanent shifts and beats if they are to participate in community activities. Finally, the COP project demonstrated the critical role that shift lieutenants and sergeants play in program planning and implementation. The exclusion of supervisors in training and development efforts ultimately led to the demise of the COP program in San Diego.

In 1979, Herman Goldstein developed and advanced the concept of "problem-oriented policing" (POP), which encouraged police to begin thinking differently about their purpose(12). Goldstein suggested that problem resolution constituted the true, substantive work of policing and advocated that police identify and address root causes of problems that lead to repeat calls for service. POP required a move from a reactive, incident-oriented stance to one that actively addressed the problems that continually drained police resources. In a study of POP implementation in Newport News, Virginia, POP was found to be an effective approach to addressing many community problems, and important data about POP design and implementation was gathered(13). Other research indicated that police could identify the "hot spots" of repeat calls in a community and thereby devise strategies to reduce the number of calls(14).

While much of the policing research conducted in the 1970's dealt with patrol issues, the Rand Corporation examined the role of detectives(15). This study concluded that detectives solved only a small percentage of the crimes analyzed and that the bulk of the cases solved hinged on information obtained by patrol officers. This dramatically challenged traditional thinking about the roles of detectives and patrol officers in the handling of investigative functions. The implication was that patrol officers should become more actively involved in criminal investigations. The implementation of

appropriate training would allow patrol officers to perform some early investigating that could help in obtaining timely case closures, thereby reducing the tremendous case loads of detectives and allowing them to devote more time to complex investigations.

The Newark Foot Patrol Experiment suggested that police could develop more positive attitudes toward community members and could promote positive attitudes toward police if they spent time on foot in their neighborhoods(16). Foot patrol also eased citizen fear of crime, ". . . persons living in areas where foot patrol was created perceived a notable decrease in the severity of crime-related problems."(17) Experimental foot patrols in Flint, Michigan, also elicited citizen approval. Residents said foot patrols made them feel safer and residents ". . . felt especially safe when the foot patrol officer was well known and highly visible."(18) In addition, it is worth noting that in both cities the use of foot patrols increased officer satisfaction with police work(19).

The fear reduction studies provided empirical data on the effectiveness of key community policing tactics (e.g., community organizing, door-to-door contacts, neighborhood mini-stations, and intensified enforcement coupled with community involvement) in reducing fear among residents, improving community conditions, and enhancing the image of the police(20). Driving this study was the notion that if fear could be reduced, community residents would be more inclined to take an active role in preserving safety and tranquility within their neighborhoods.

Police Response to the Need for Change

A number of dynamic police leaders participated in various Presidential Commissions during the 1960's and 1970's. They also contributed their time and expertise to the newly created police organizations that were working to bring about improvements in policing policies. However, many of these police leaders found themselves alone when they tried to infuse their own departments with this spirit of change. Community policing implementation was impeded by centralized management practices and traditional operating assumptions.

Many experienced police managers and officers found it difficult to accept this challenge to the practices and procedures that had always guided their actions. Thus, it was not surprising that these innovations were often overwhelmed by traditional policies and that the innovators were frequently suspected of being manipulated by outsiders or of pursuing their personal career agendas at the expense of the organization.

Many of today's police managers have supplemented their professional education by studying literature developed since the 1970's. Once considered radical, many of the strategies that evolved from this research on policing are now considered necessary for improving performance. Ideas that were raised 20 years ago have been modified and expanded to fit current conditions.

Police executives realize that it is no longer sufficient to think in terms of making only minor alterations to traditional management and operational practices. Management's current challenge is to meet the escalating and varied demands for

service with more effective delivery strategies to optimize staff and resources, to encourage innovative thinking, and to involve the community in policing efforts.

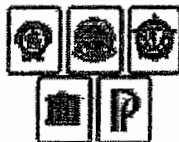
Following the lead of corporate America, police managers are beginning to adopt the principles associated with total quality or participatory management. There is growing recognition in policing that employees should have input into decisions about their work. Management practices that restrict the flow of communication and stifle innovation are giving way to the belief that those actually working in the community can best understand its needs and develop ways to meet them. Police also realize that not only the service providers but also the service recipients must define priorities and join forces with others to find inventive, long-term solutions to deepening problems of crime and violence.

Today the movement for change within policing is led aggressively by policing practitioners themselves. The current shift to community policing reflects the conscious effort of a profession to reexamine its policies and procedures. Incorporating the core components of community policing delineated in the next chapter with existing policing methods is the first step in this ongoing process.

Endnotes

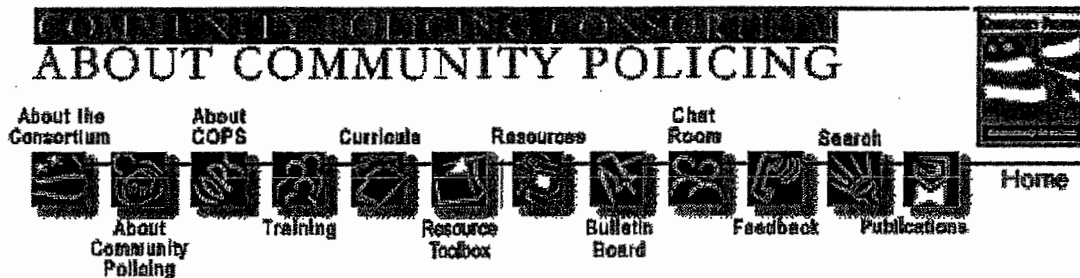
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About Community Policing

What Is Community Policing?

Partnership

Effective community policing has a positive impact on reducing neighborhood crime, helping to reduce fear of crime and enhancing the quality of life in the community. It accomplishes these things by combining the efforts and resources of the police, local government and community members.

An Idea for the Times

Community policing is a collaborative effort between the police and the community that identifies problems of crime and disorder and involves all elements of the community in the search for solutions to these problems. It is founded on close, mutually beneficial ties between police and community members.

Community policing offers a way for law enforcement to help re-energize our communities. Developing strong, self-sufficient communities is an essential step in creating an atmosphere in which serious crime will not flourish.

A Practical Approach to Problems

Community policing seeks the input and talents of all members of the community in the effort to safeguard our neighborhoods.

Community policing is being advocated by leaders at the highest levels of government. It has even been suggested that community policing can play a primary role in directing the way government services are provided at the community level.



Getting Back to the People

At the center of community policing are three essential and complementary core components: community partnership, problem solving and change management.

Community partnership recognizes the value of bringing the people back into the policing process. All elements of society must pull together as never before if we are to deal effectively with the unacceptable level of crime claiming our neighborhoods.

Problem solving identifies the specific concerns that community members feel are most threatening to their safety and well-being. These areas of concern then become priorities for joint police-community interventions.

Change management requires a clear recognition that forging community policing partnerships and implementing problem-solving activities will necessitate changes in the organizational structure of policing. Properly managed change involves a recognition of the need for change, the communication of a clear vision that change is possible, the identification of the concrete steps needed for positive change to occur, the development of an understanding of the benefits of change, as well as the creation of an organization-wide commitment to change.



What Makes Community Policing Different?

Law enforcement has long recognized the need for cooperation with the community it serves. Officers speak to neighborhood groups, participate in business and civic events, consult with social agencies and take part in education programs for school children. Foot, bike and horse patrols bring police closer to the community.

More Effective Ways to Solve Ongoing Problems

Law enforcement leaders seeking innovative ways to enhance performance and maximize resources have struck a responsive chord across the nation with a variety of community policing initiatives. Government and community leaders are increasingly cognizant that they must accept a share of the responsibility for problems caused by lapses in many areas of society. Police have long borne a disproportionate share of this burden.

Renewed Emphasis on Crime Prevention

Law enforcement is looking to enhance its tough stance on crime with renewed focus on strategies that help prevent crime, reduce fear of crime and improve the quality of life in neighborhoods. This requires an intimate knowledge of the community.

Policing concepts currently in vogue have tended to isolate officers from the communities they serve which can hamper crime-control efforts. Community policing allows law enforcement to get back to the principles upon which it was

founded, to integrate itself once again into the fabric of the community so that the people come to the police for counsel and help before a serious problem arises, not after the fact.

How Does Community Policing Work?

Expanded Policing Goals

Crime prevention takes on renewed importance in community policing as the police and the community become partners in addressing problems of disorder and neglect that can breed serious crime. As links between the police and the community are strengthened over time, the partnership is better able to pinpoint and mitigate the underlying causes of crime.

Community Policing Relies on Active Community Involvement

Community policing recognizes that community involvement gives new dimension to crime-control activities. While police continue to handle crime fighting and law enforcement responsibilities, the police and community work together to modify conditions that can encourage criminal behavior. The resources available within communities allow for an expanded focus on crime-prevention activities.



Police Services Delivered Through the Neighborhood Patrol Officer

Patrol officers and deputies are the primary providers of police services in community policing efforts. They handle the daily policing needs of the community. The entire police organization backs the efforts of the neighborhood officers.

Effective community policing depends on optimizing contact between patrol officers and community members so that the officer develops an intimate knowledge of the day-to-day workings of the community and becomes a familiar figure to community members.

Trust Is the Heart

Establishing and maintaining mutual trust is the central goal of community partnership. Trust will give the police greater access to valuable information that can lead to the prevention of and solution of crimes. It will also engender support for police activities and provide a basis for a productive working relationship with the community that will find solutions to local problems.

Given the current climate of distrust in many of our communities, sheriffs and police

chiefs and their officers will need to make a concerted effort to forge bonds of understanding and cooperation with community members. Building trust will require ongoing effort, but it is essential to effective community policing.

Long-Term Commitment Needed

Community policing does not offer a quick fix. It requires a long-term commitment by police to work with community members to reach mutually agreed-upon goals. Forming lasting partnerships to eradicate the underlying causes of crime will take effort, time and patience on the part of all involved.

Wide-Ranging Benefits

Law enforcement is finding that in addition to bringing police closer to the people, community policing offers a myriad of other benefits. Making effective use of the talents and resources available within communities will help extend severely strained police resources. As police interaction with the community becomes more positive, productive partnerships will be formed, leading to greater satisfaction with police services and increased job satisfaction among officers. Reduced levels of crime will allow more police resources to be allocated to services that have the greatest impact on the quality of community life.

How Do We Get Started?

Understand Community Policing

Ideally, members of a community desiring a transition to community policing have a basic understanding of the philosophy underlying it and the strategies required to make it work. A first step in that direction is to read and disseminate the material that is located on this web site. Especially useful to community policing beginners is the Consortium's monograph, *Understanding Community Policing: A Framework for Action*. The Consortium's newsletter, *Community Links* features community policing success stories that illustrate how community policing philosophies translate into local strategies that meet communities' needs. The Consortium's *curricula* offer insights into the *Framework*, problem solving, community mobilization, change management, and strategic planning. The *Information Access Guide*, *Electronic Library* and *links to other Internet sites* direct you to additional resources.

There is no single recipe for successful community policing implementation. The appropriate implementation strategy will depend, in part, on conditions within your law enforcement agency and your community. However, common to all community policing strategies are the three core components of problem solving, community partnership and change management. The basic requirements of these components are communication, cooperation, coordination, collaboration and change. Getting started requires a commitment to this community policing strategy.



Talk About It

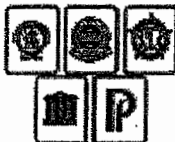
Communication is the foundation for cooperation, coordination, collaboration and change. It is important to start communication early in the community policing implementation process.

If you are a representative of a law enforcement agency that is interested in implementing community policing, examine with your peers the crime control problems in your community and discuss how a community policing approach can enhance your current enforcement efforts. Share what you know about community policing with community members and representatives of community groups. Begin talking to them about their perceptions of crime and disorder in their neighborhoods.

If you are a civilian, contact your local law enforcement agency to discuss its community policing efforts. Ask them how you, as a member of the community, can assist them in addressing the problems of concern to you in your neighborhood.

Federal Community Policing Initiatives

If you would like to obtain information about COPS programs, or to request an application for a COPS grant, call the Department of Justice Response Center at (800) 421-6770.



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