

LAW ENFORCEMENT MANAGEMENT INSTITUTE

AN OVERVIEW OF THE MODERN CONCEPTS OF  
COMMUNITY ORIENTED POLICING

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# AN OVERVIEW OF THE MODERN CONCEPTS OF COMMUNITY ORIENTED POLICING

## INTRODUCTION

Police agencies in the United States are in a state of transition. In light of research that casts doubt on the effectiveness of traditional police practices and increasing restraints on financial resources, police administrators are searching for better ways to serve the public. In addition, citizens have become dissatisfied and distrustful of a force made up of distant, unresponsive strangers who fail to prevent crime or make them feel safe in their neighborhoods. The officers themselves have become disillusioned with the police profession. Once an honored profession, they believe that they are fighting a losing battle with little support or assistance from those they have taken an oath to protect.

Community oriented policing is being presented as a viable alternative to traditional methods of policing. It is rooted in the belief that effective prevention and control of crime is dependent on interaction between citizens and police officers as they work together to identify and resolve the community's problems.<sup>1</sup> It differs greatly from the traditional crime-fighting attitude in that it stresses the need for the police to address not only crime, but the fear of crime and non-criminal situations

that may contribute to this fear and the overall decay of the community.

This paper will briefly examine how policing organizations have evolved and the events that have led to the belief that such major changes in the operations of these organizations is necessary. It will follow with an explanation of the characteristics of community oriented policing and examples of how the philosophy has been implemented in different agencies. It will conclude with questions that have been raised about the philosophy and that must be addressed if this type of policing is to be successful.

## HISTORY

The evolution of policing in the United States has been divided into three eras. The political era, so named because of the close ties between police and politics, dated from the introduction of police into municipalities during the 1840's, continued through the progressive period, and ended during the early 1900's. The reform era developed in reaction to the political. It took hold during the 1930's, thrived during the 1950's and 1960's, and began to erode during the late 1970's. The reform era seems to be giving way to an era emphasizing community problem solving.<sup>2</sup>

During the political era, the local ward politicians possessed influence over the hiring and firing of "their" officers and were consulted by precinct commanders about police priorities. Officers assisted them by soliciting

votes and even rigging elections, while detectives provided them with information about individuals for their own personal use.

The police departments were highly decentralized. Precinct commanders ran their stations as small departments. The primary patrol tactic was foot patrol and, since communication with the beat officer was limited to the call box, he enjoyed much discretion in the administration of his duties. These officers enjoyed close relationships with those they policed. Because many of them were recruited by the ward politicians, they were products of the ethnic neighborhoods and continued to live there. In addition to crime control, they concentrated on order maintenance and provided various social services.

The police worked and lived so closely with the citizens that they enjoyed a great amount of support from them. The residents believed that their presence prevented crime. However, this intimacy, combined with the lack of supervision fostered in such a decentralized organizational structure, led to widespread corruption among beat officers. The police were vulnerable to bribes and unequal enforcement of the law against outsiders at the direction of dominant members of the community. Politically-motivated appointments and this lack of supervision also created inefficient and disorganized departments.

The reform era grew out of citizen concerns over police corruption and unequal enforcement of the law. August Vollmer, Chief of Police in Berkeley, California, was the

first police executive to attempt to organize a campaign of police reform in the late 1920's. One of Vollmer's students, O.W. Wilson, structured the organizational strategy of this era.<sup>3</sup>

Reformers strived to isolate the police from the politicians and citizens that had corrupted them. The state took control over the police in some areas and civil service was created in others to protect the employment practices of departments from outside influences. Some agencies banned their officers from living in the area they patrolled. The philosophy turned to one of crime-fighter and officers withdrew from activities that were considered social work. Neighborhoods no longer had their own officer, one who knew them and their problems, to contact in a time of need. An impartial law-enforcer, officers took on a role that was impersonal and oriented toward crime solving rather than responsive to the emotional crisis of the victim.<sup>4</sup>

The police adopted the attitude that they were professionals and knew how best to do their jobs. Politicians were no longer consulted about priorities and citizen concerns were no longer considered in the activities of officers. Citizens were encouraged to call the police when needed and provide information as witnesses, but were discouraged from taking any active role in the fight against crime. Overall, the attitude is exemplified in the phrase the "thin blue line," an isolated and heroic police force standing between the citizens and danger.<sup>5</sup>

The operations and organizational structure changed as well. Departments built a hierarchy of control that included many layers of management to ensure adequate supervision. Patrol was routinized and standardized, and special problems were attacked by task forces. The law-enforcer attitude worked to reduce the amount of discretion used by officers in the field.

With the introduction of the automobile, foot patrol was abandoned. It was theorized that motor officers could cover more area and respond quicker. O.W. Wilson developed the theory of preventive patrol. He stated that as police drove conspicuously marked cars randomly through city streets and gave special attention to certain "hazards," a feeling of police omnipresence would be developed that would deter criminals, reassure good citizens, and increase the officers' chances of detecting and apprehending criminals in the act of committing offenses.<sup>6</sup>

This model of police was attractive because it minimized the discretionary excesses and abuses which developed during the political era. The crime-fighter philosophy freed officers from non-criminal problems and theoretically gave them more time to solve crimes and catch criminals. Preventive patrol and a rapid response to the call for help was very appealing to citizens.

Even with the increase in the size of departments and the advances in technology, the police failed to meet their own or public expectations in the control of crime. As the crime rate rose, research in the 1970's began to provide

evidence that the three cornerstones of modern police strategy (preventive patrol, rapid response to calls, and follow-up investigation) may not be effective in either controlling, preventing, or solving crime.

Instead of deterring crime and assuring citizens through an appearance of omnipresence, random patrol is seen by many officers as wasted time spent waiting for something to happen. In 1971 and 1972, the Police Foundation conducted an experiment with the Kansas City Police Department to test the effectiveness of random patrol. It involved eliminating patrol in some areas and saturating others. The Kansas City Preventive Patrol Experiment led to the conclusions that decreasing or increasing routine preventive patrol had no effect on crime, citizen fear of crime, community attitude toward the police on the delivery of police service, police response time, or traffic accidents.<sup>7</sup>

Studies that concentrated on the effects of rapid response to calls for service on successful apprehension of offenders and citizen satisfaction found that, while such a response serves an important purpose in cases of true emergency, prior theories are not true. The delay between the discovery of the crime and the time the police are notified plays a much more important part in the arrest of suspects at or near the scene than a rapid response by the officer. Also, citizen satisfaction depends more on a reasonable response time and what the officer actually does when he arrives. Expectations of what a reasonable response



is are affected by what the person is told when they call the police.<sup>8</sup>

Follow-up investigations involve detectives working on cases from the preliminary reports of patrol officers. Detectives have acquired a certain crime solving mystique over the past few decades. In reality, the single most important determinant of whether a case will be solved is the information the victim supplies to the immediately-responding patrol officer. If information that uniquely identifies the perpetrator is not presented at the time the crime is reported, the perpetrator, by and large, will not be subsequently identified.<sup>9</sup>

Along with the rise in crime, it was found that the fear of crime was rising also. It was discovered that this fear did not always correspond to the crime rate. The fear of crime in some areas was high even though the crime rate was relatively low. As a result of this fear, citizens, especially in inner-city neighborhoods, began to hide in their homes or move out of the area, abandoning public places. This began a vicious cycle in which the more the "good" citizens stayed off the street, the more the "bad" citizens took over which caused the good citizens to avoid public places even more.

Minorities began to criticize the police. They perceived their treatment as unfair, unequal, and insufficient. Citizens began to question the effectiveness of police and support for the officers, and the departments as a whole began to wane. Many cities found themselves in

fiscally difficult situations which resulted in reduced financial resources and cutbacks in police personnel. Interestingly, this seemed to have no effect on the crime rate, which led the public to question the efficiency and effectiveness of the police even more. Private security firms, for those that could afford them, and community crime control organizations began to compete with the police departments, further exemplifying the decreasing confidence in the capability or the intent of the police to provide the services that the citizens wanted. It was at this time that administrators began to examine the strategy of this era and take steps to make their departments more efficient and effective.

#### COMMUNITY ORIENTED POLICING

Professor Herman Goldstein, University of Wisconsin Law School, developed problem oriented policing. Put forth as a common sense approach to policing, he stated that the police must address the problems that cause or encourage criminal activity, not just enforce laws. "If responding is all police do, community problems that cause or explain incidents will never be addressed and the incidents will continue."<sup>10</sup> He stated that single complaint policing provides only a superficial band-aid response to many kinds of community problems. Problem oriented policing simply outlines the applications of rational planning and problem solving to the provision of police service.<sup>11</sup>

Along with this strategy of solving problems, administrators saw a need to close the gap between the police and the citizens. A belief developed that the police and the citizens must work together in order to control and prevent crime. The citizens must assist the police by acting as the ever-present "eyes and ears" of the department and by sharing information they have with the police. In order for this to happen, it is necessary for a relationship of confidence and trust to exist between the two groups.

Community oriented policing is defined as an interactive process between the police and the community to mutually identify and resolve community problems.<sup>12</sup> It requires the police to develop appropriate management systems, use available resources more effectively, and work with the community to resolve problems and prevent and control crime. While problem oriented policing provides a strategy to use in the process of identifying and solving problems, community oriented policing requires community input, thereby assuring that it is the community's problems that are addressed.<sup>13</sup>

The following elements of community oriented policing distinguish it from the more traditional styles of policing:

1. Joint police and community efforts to achieve common goals.
2. Joint identification to the community's crime and crime-related problems.
3. Use of both police and community resources to address identified problems.<sup>14</sup>

The idea of joining with the community in setting and working toward goals to benefit the community signified an admission that the police could neither solve nor prevent crime by themselves. Including the community in the identification of its problems strayed from the belief that crime was a police matter and, as professionals, the police knew best how to attack and solve those problems. In considering non-crime problems as well as criminal matters, the police recognized that many social problems lead to crime and should be addressed if situations are to be resolved. By using community resources, such as social and municipal agencies, police were able to multiply their forces without additional funds and perhaps solve problems that they did not have the capacity to solve.

While crime control is still an important part of the mission of any police department, those that have adopted a community oriented philosophy place much emphasis on crime prevention and order maintenance. As stated earlier, a problem identified during the reform era was the fear of crime. Studies showed that the fear of crime was strongly associated with the decay of the environment that attracted undesirable persons such as vagrants, prostitutes and drug dealers. John Q. Wilson, Collins Professor of Management at the University of California in Los Angeles, stated,

"Fear of crime has very real consequences. It tends to imprison residents in their homes and isolate them from each other, and it abandons public places to the sort of criminal and disorderly behavior which feeds fear of crime initially."<sup>15</sup>

Herman Goldstein identified three elements that must be present for a crime to be committed: the motivation to commit the crime, the presence of a suitable target, and the target must be unguarded.<sup>16</sup> Poor lighting, vacant buildings, and unkempt lots are signs that no one cares about the area and, therefore, no social controls will be present to regulate behavior. However, fixing windows, providing lighting, and cleaning up can be more effective than more officers on the street. The community will regain pride and fear will be reduced.

This philosophy encompasses programs that also incorporate a concern for the workers in police organizations - the police themselves. As the police workforce has become more educated, the classical theory of management introduced in the reform era has become outdated. Officers are no longer willing to follow orders that do not have a logical reason. They want input into decisions that affect them and need a feeling of importance in their work. The isolation that has grown over the past several decades, particularly during and after the civil rights movement, has caused the police to view the public with a cynical eye. Detached from the community they serve, they feel helpless to solve the problems that continue to occur. In return, citizens have grown to see the police department as something between a necessary evil that requires tax dollars and a source of harassment.

Community policing pushes the decision making down in the organization. An officer is assigned to a beat or area

and is expected to work with the members of that area to identify problems and work with them to find long-term solutions. They are encouraged to be innovative, to use any and all resources available, rather than to depend on traditional crime-fighting methods and the power of arrest. To achieve this, they must work to organize and mobilize the community where organizations may not have existed before. Officers are required to commit a substantial amount of time each day to non-threatening, face-to-face contact with citizens in order to build a relationship that will enable them to accomplish their goals.

Tactics of community policing are many and varied. Common elements of any community policing program, according to Herman Goldstein, include: (1) increased police-citizen accessibility; (2) use of problem-oriented approaches to policing; (3) aggressive and/or punitive order maintenance strategies requiring police intervention without a specific complaint; (4) increasing contact between the police and community organizations, and supporting the development of community organization in those neighborhoods where it does not exist; (5) strengthening community cohesion, including perceptions of community order and citizen willingness to "retake the streets;" and (6) encouraging and sponsoring community crime prevention activities.<sup>17</sup>

Foot patrol is one technique that is used in most, if not all, community oriented policing programs. Foot officers are in a better position to react to street

happenings and their very presence may deter crime. They are able to pay more attention to disorderly behavior and to minor offenses that contribute to neighborhood fears. Because foot patrol requires more beats and more officers, many departments utilize a combination of motor and foot patrol, often called "walk/ride" or "walk and talk."

It is believed by some that the abandonment of foot patrol changed the nature of police work and negatively affected police-citizen relations. Foot patrol can humanize the police and generate goodwill in the neighborhood which makes other crime prevention tactics more effective. This raises citizen morale and reduces fear of crime. A study in Newark was unable to demonstrate that either adding or removing foot patrol affected crime, but citizens were less fearful of crime and more satisfied with foot service.<sup>18</sup> Foot patrol also appears to raise officer morale. Patrol officers seem to enjoy being a part of the community and having the opportunity to talk to people who are not directly involved in crime.

Community policing officers are expected to organize and mobilize the citizens on their beat so that they can take an active role in protecting themselves and preventing crime. This departmental emphasis on crime prevention deviates greatly from traditional methods of policing. In the past, crime prevention has had a special section in most departments and specially trained officers would go out into the community to teach and sell programs and the latest hardware. However, it has become evident that peddling

expensive protective devices to those that cannot afford them is not effective.

In community oriented policing, every officer is expected to become a crime prevention specialist. He is urged to look for innovative ways to help his citizens help themselves. Educating residents on ways to avoid becoming victims, working with municipal agencies to provide better lighting and clean up vacant lots, and identifying safe houses where children can go when they feel threatened on the street are just a few of the methods that have been used by different officers.

Due to the time involved in community oriented activities, officers do not have the time to spend on some low priority tasks. In order to maintain sufficient available manpower to respond to emergencies and accomplish goals on their beats, many departments have moved to the civilianization of tasks that do not require an armed, higher paid, sworn officer. Well-trained civilians have been used in some departments in a wide range of activities, including research and training, forensic analysis, traffic accident investigation, crime reporting, and the organization of communities for crime prevention. Also, civilian volunteers drawn from within the inner-city communities that are being policed are likely to bring with them specialized linguistic skills and cultural understanding of its residents.

Another technique used to free patrol officers from more community involvement is a system of differential



responses to calls for services. Police have been controlled in the past by the telephone call for help and the belief that citizen satisfaction depends on a rapid response. The advent of the 911 emergency system has only worked to enhance this since citizens have been sold a system that promises the quickest response possible.

It has been determined that not all calls for service require an officer's response, and that some incidents can be handled through alternative methods. These include the taking of reports over the phone, setting up appointments instead of an immediate response, and referring citizens to other agencies. It has been found that people are willing to accept a response other than a uniformed officer if they are informed of the alternative methods and consulted about the type of response. In any case, if the citizen insists on having an officer contact them, one is sent.

As stated earlier, all community oriented policing programs have common philosophical threads. However, each department must customize their program to meet the individual needs of the citizens in the different neighborhoods within their jurisdiction. This revolution, as it has been called, has been taking place throughout the United States, as well as in Canada, Britain, and other countries around the world. This paper will concentrate on examining a few of the innovative programs that have been implemented in the United States as an illustration of this strategy.

Baltimore County, Maryland

In the early 1980's, a study was conducted in Baltimore County, Maryland. Three squads, designated as Citizen Oriented Police Enforcement (COPE) units, were created initially for the purpose of reducing fear of crime in target neighborhoods. The program evolved in three stages.

During Phase I, the units primarily employed preventive patrol tactics and based their analyses of neighborhood problems largely on crime analysis information. This phase of COPE was not truly community oriented, and it was not very successful. Citizen awareness of COPE presence and reductions in community fear were minimal at best.<sup>19</sup>

During the second phase of COPE, police-citizen contact was substantially increased. Police officers increased their canvassing of households, seeking information about citizen fears and concerns. COPE officers also made widespread use of crime prevention tactics, including home security surveys and community meetings, instead of relying so heavily on preventive patrol. However, after gathering information about the community's problems, COPE officers largely ignored that information, instead routinely implementing crime prevention and patrol as their solution to any and all problems. With increased citizen contact, COPE's effects on fear improved in the second phase, as did citizen awareness of COPE's presence.<sup>20</sup>

COPE became genuinely community oriented during its third phase. COPE officers adopted a process whereby they

collected information from community residents and other sources before deciding what tactics to adopt. With information in hand, COPE officers analyzed the situation in a given target area and then chose the tactics most likely to solve the problems and improve the situation. These tactics included crime prevention, surveillance, saturation patrol or a focus on repeat offenders. Because citizens were heavily involved with the officers in problem identification and, to a lesser degree, problem solving, citizen satisfaction with the police, reductions in fear and reductions in reported crimes in target neighborhoods were greatest during this third phase of the COPE project.<sup>21</sup>

#### Newport News, Virginia

Around 1986, the National Institute of Justice joined the Newport News Police Department to test the effects of a problem-oriented approach on policing. Twelve members of the department formed a task force and decided to test the process on two persistent problems: burglaries at an apartment complex and thefts from vehicles parked in a particular area.<sup>22</sup>

The system they used was one that involved first scanning problems, in order to group individual related incidents and define these problems in more precise and useful terms. Next, the officers would collect and analyze information from public and private sources, as well as the department. Officers would respond with a custom-made program suitable to the specific problem. The officer would

work with citizens, businesses, and public and private agencies, sometimes going outside the criminal justice system. Finally officers would assess the program to determine if the problems were actually solved.<sup>23</sup>

One problem involved burglaries that were occurring in the New Briarfield Apartments, a complex of 450 wood-frame units built in 1942. It was known as the worst housing in the city and had the highest crime rate. First, officers surveyed a random one-third sample of the households. Residents were concerned not only about the burglaries, but also the physical deterioration of the complex. Other city departments, such as Fire and Public Works, were interviewed about the deterioration. It was found that the building was a firetrap. Cracks around the doors and windows made it easier for burglars to force their way in and vacant units sheltered burglars and drug addicts.<sup>24</sup>

The officer responsible for the area decided to clean it up. Working with the apartment manager and city agencies, he arranged to have trash and abandoned appliances removed, abandoned cars towed, potholes filled, and streets swept. A letter was written to Housing and Urban Development (HUD), who was about to foreclose on the owners, about the condition of the complex. It was suggested to the City Manager that the city assist the residents in finding other housing, then demolish New Briarfield. In June 1986, he proposed replacing Briarfield with a new 220-unit complex, a middle school, and a small shopping center. Negotiations are underway with HUD. This will take time, so

the Department assigned an officer to the complex, full-time, to organize the residents. The New Briarfield Community Association has been persuading residents to take better care of the neighborhood and lobbying the manager and city agencies to keep the complex properly maintained. As a result of these actions, the living conditions are better and the burglary rate has dropped 35 percent.<sup>25</sup>

Another problem that was identified was that of thefts from vehicles owned by employees of Newport News Shipbuilding. In 1984, thefts from cars on the lots around the plant where the employees parked amounted to \$180,000 in losses, not counting vehicle damage, and accounted for 10 percent of all serious reported crime. The officer assigned to this task first tracked current cases and reviewed offense and arrest records for the previous three years. He interviewed patrol officers and detectives who knew the area, and talked with shipyard security officers. He was able to identify theft-prone lots and a small group of offenders who might be suspects in the thefts.<sup>26</sup>

As a result of the information the officer gathered, one person was arrested while breaking into a car. During an interview, the suspect advised that the prime target of the thefts was drugs and that the thieves looked for vehicles that showed signs of containing drugs. This information led to arrests and convictions, further interviews, and still further arrests. The department is also working with parking lot owners and shipyard workers to

develop a prevention program. However, thefts have already dropped 53 percent.<sup>27</sup>

#### Houston, Texas

No exploration of community oriented policing programs could be complete without the inclusion of the Houston Police Department. Headed by Lee Brown, it has expanded this philosophy, one that they term "Neighborhood Oriented Policing," more than any other city. Chief Brown has developed a mission statement for the Department and a set of values that serve as a guide for all actions by the members of the organization.<sup>28</sup>

In 1983, Directed Area Responsibility Teams (DART) were implemented. Each team consisted of patrol officers, detectives, crime analysts, and crime prevention specialists. They worked together to address the concerns of citizens.<sup>29</sup>

In 1983, the U.S. Department of Justice sponsored a national research study to determine what police agencies could do to reduce citizen's fear of crime. Houston and Newark were selected to participate. Each department independently developed a complement of programs to meet the city's unique needs. Houston implemented the following programs:

1. The Victim Recontact program involved officers calling recent crime victims and asking if they had any problems the police could handle or any additional information.

2. The Community Organizing Response Team (CORT) taught officers how to organize neighborhood residents around quality-of-life issues and then focus their attention on helping residents find and use city and community services designed to address the problems identified.
3. The Direct Citizen Contact program allowed officers to use their uncommitted time to meet and talk with people on their beat.
4. The Neighborhood Information Network provided residents with firsthand information about crime in their community. The Department distributed a newsletter to residents, and provided tips on how to prevent crime. They were also provided with a block-by-block listing of crimes committed in their areas which enabled them to develop an accurate picture of crime.
5. The final strategy involved the use of a community center, or storefront. Officers assigned to the center provided a variety of police services designed to meet the specific needs of the target neighborhood.<sup>30</sup>

Along with these programs, the Department developed the Positive Interaction Program (PIP). Each substation captain is required to organize his neighborhood and to meet monthly with area leaders. The citizens can discuss neighborhood problems with the captain who then assumes responsibility for addressing the problems with available police resources. Beat officers attempt to visit the meetings, if only for a few minutes, in order to show interest in the community. The community leaders then take any information learned back to their own organizations, which enables the police to reach even more people.<sup>31</sup>

One other program implemented is called Project Oasis. Similar to the action taken in the New Briarfield Apartments in Newport News, it involved an attempt to clean up a residential section that police did not even want to enter.

The Department enlisted the assistance of the Houston Housing Authority and other government agencies to put locks on the doors, lights on the streets, and improve the overall environmental living conditions of the housing project. By working with area residents to devise solutions to the problems, the police enhanced their presence with no increase in personnel. The crime problem was reduced, drug dealing was curtailed, and calls for service dropped 60 percent.<sup>32</sup>

#### QUESTIONS AND CONCERNS

Community policing is an exciting philosophy that has much potential. One of the factors that will play an important part in the success of this philosophy is the Chief. He must maintain an energetic commitment to the values and implications of a crime prevention oriented police department. As the institutional leader, he must fulfill his commitment to the values he espouses by motivating, even manipulating, departmental personnel into enlisting in the service of those values. He must gain the support of his troops, either by persuasion or, if necessary, intimidation.<sup>33</sup>

Along with the internal support of the organization, the Chief must enlist the support of the public. He should strive to convince one or more elected officials of the merits of the program and allow him or her to "run with the ball." He must also devise ways to educate the public in the ineffectiveness of random patrol and emergency responses



so that they will provide him with the necessary time to implement the program and evaluate its success.<sup>34</sup> Once the Chief has established the values and has everyone else in line, he must defend the integrity of the innovation. There will be a temptation to pull personnel away from crime prevention or community liason assignments to handle pressing situations, but this temptation must be avoided if at all possible.<sup>35</sup>

The community oriented philosophy will face several obstacles. Both the public and the officers will resist any form of change. Police managers may find it difficult to acquire the necessary resources to implement these programs, and, if on already shaky ground, may not be willing to take a chance on such innovation. An apparent lack of vision on the part of police executives may prove to be the biggest impediment of all.<sup>36</sup>

One of the arguments against community oriented policing is that it has yet to be proven that it works. This philosophy's supporters answer back with evidence that the traditional methods do not work and that, in itself, should be reason enough to try something new. It is also proposed that depending on citizens to assist in the prevention of crime and the apprehension of criminals may make the situation worse and endanger the public.<sup>37</sup>

Another concern is that the police will become close to the public and will lose the will, and perhaps the capacity, to maintain public order. Some have said that the police will be "soft" on criminals because they fear that forceful

action will anger the community and jeopardize the gains from community policing. Community policing may even weaken the ability of the police to enforce the law. They may become ill-trained in the tactics of riot control and other conflicts, and, therefore, be as ineffective as they were in the 1960's.<sup>38</sup>

Community policing provides a new and less demanding rationale for the police at the very moment when traditional justification is failing. Evidence has become very strong that more police does nothing to affect the crime rate. Therefore, the public may begin to conclude that perhaps a reduction in their activity, which is very costly, would not put society at greater risk.<sup>39</sup>

Community policing, by its nature, will give police greater power in the community. With the creation of mini-centers for convenience and crime prevention, the police will be able to provide citizens with better service in both criminal and non-criminal matters. In diagnosing problems and working with the citizens towards solutions, they will begin to appear more responsive than some other public agencies and city departments. This will cause the police to become more powerful than other agencies and make the public an interest group for the police.<sup>40</sup>

Many are suspicious of the increased police attention and see it as the first step in creating an obtrusive force. They fear this philosophy will give the police the power to invade one's home in the interest of community concerns and spy on innocent citizens. In addition, some fear that it

will lead to unequal protection and enforcement. They believe that the police will not be representing the consensus of an area, but the interests, priorities, and values of those that shout the loudest. Community policing may even lessen the protection afforded by law to unpopular persons, leading to vigilantism.<sup>41</sup>

Several concerns are related to the police themselves. Supervision will be more difficult as the officers must be evaluated on their results, not just following rules and writing tickets. Community policing requires more successful internalization of norms of conduct. The training of community officers must be done with unusual care and thoroughness. Otherwise, the result may be increased slackness, time-wasting, inattention, and mismanagement.<sup>42</sup>

Police organizations may be less accountable for the character of operations because community police officers will have greater freedom of actions. Their support networks created by increased interaction can be used to gain independence from the command hierarchy. It has also been theorized that community policing may undermine professionalism. Strategic choices by departments, as well as activities of officers, are worked out in a consensual manner with a responsible public. This philosophy may forfeit the distance necessary for taking unpopular actions. Like public health, policing cannot always be popular and must always be equitable.<sup>43</sup>

## CONCLUSION

Community oriented policing has yet to be evaluated fully. It has been implemented to some degree in many cities and continues to be tried by others in an effort to meet the needs of an ever-changing society. Experiments have shown that its philosophy of close interaction with the public has been successful in reducing fear of crime, improving the quality of life, and improving citizen satisfaction with the police.

Studies have shown that the number of police have no affect on the crime rate. The police are beginning to admit that they cannot prevent crime alone and must enlist the assistance and support of the citizens in this effort. The police must take strides to close the gap of isolation that has built cynicism and distrust between them and the public. The public must respond by giving their assistance and support.

This partnership between the police and the citizenry is, perhaps, the way that it should be. As Sir Robert Peel, the Father of Modern Policing, stated in 1829 England,

"...the police are the public and the public are the police, the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen, in the interest of community welfare and existence."<sup>44</sup>

## NOTES

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