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COMMUNITY POLICING ON A UNIVERSITY CAMPUS

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ABSTRACT

The success of a community policing program in a specialized community such as the University of Texas Health Science Center in San Antonio will be explored. A comparison between traditional, campus and community policing models is provided. Community policing programs in Ohio, Texas, Michigan State University and the University of Texas Health Science Center San Antonio are examined. A discussion regarding the efficacy of community policing programs and the future of community policing follows. Through this discussion a determination is made that community policing in a specialized community should be most successful.

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INTRODUCTION:

University police departments use municipal community policing models to develop programs indicative of their unique environments. A comparison of municipal programs will be made in an effort to develop a program that will be effective at The University of Texas Health Science Center at San Antonio. The University environment is a unique community, I believe that some adaptations will have to be made to community policing models to make the program successful. Ultimately University police chiefs and administrators will decide if they will pursue a Community Oriented Policing program.

Robert Peel delineated the very basics of law enforcement. He recognized that the power of the police to perform their duties was dependent on public approval, respect and willingness to work with the police. Police agencies should recognize that the community that is **served** must feel a belonging to the agency and the agency to the community. "The servant -leader is servant first... It begins with the natural feeling that one wants to serve, to serve first. Then conscious choice brings one to aspire to lead. . . The difference manifests itself in the care taken by the servant--first to make sure that other people's highest priority needs are being served. The best test, and difficult to administer, is: do those served grow as persons; do they, while being served, become healthier, wiser, freer, more autonomous, more likely themselves to become servants?"(Greenleaf 7) Each community policing program is designed to meet the needs identified by law enforcement and needs identified by the citizens of the community. Needs identified by each group do not always coincide. While a municipal police department believes, concentration on the drug problem is the most important issue to address, citizens may feel abandoned cars are the number one problem.

Just as municipalities all over America are adopting community policing programs University campus communities are also trying to make the community policing concept effective. On unique campuses such as the Health Science Center or a Law School the community policing concept becomes more defined and narrow. In the municipal environment goals are not always the same. University Police are concerned with crime such as vehicle thefts, the community they serve is concerned with walking through the parking lots at night. This is hardly the type of crime a municipality would notice, of considerable importance to those students, faculty and staff members who spend more time at school than at home.

Community Policing programs in Toledo Ohio, Corsicana Texas, The University of Texas Health Science Center San Antonio, and Michigan State University, will be examined. <u>Community Policing</u>, Robert Trojanowicz & Bonnie Bucqueroux and <u>The New Policing: Confronting Complexity</u>, Herman Goldstein, several articles from the Campus Law Enforcement Journal as well as information obtained from various sources on the Internet will be read for background, comparison and instructional information. These sources should provide insight as to what should be considered when establishing a community policing program.

Historical, Legal, Theoretical Perspective:

The modem day police department was borne out of necessity as citizens recognized that they could no longer control citizens' behavior nor did they have time to regulate business. In 1829, Sir Robert Peel established the first modem police department in London.

Peel's principles of law enforcement are:

* The duty of the police is to prevent crime and disorder.
* The power of the police is to fulfill their duties is dependent on public approval and on their ability to secure and maintain public respect.

* Public respect and approval also mean the willing cooperation of the public in the task of
  securing observance of the law.
* The police must seek and preserve public favor not by pandering to public opinion, but by
  constantly demonstrating absolutely impartial service to law.
* The police should strive to maintain at all times a relationship with the public that gives
  reality to the tradition that the police are the public and the public are the police.
* The test of police efficiency is the absence of crime and disorder; not the visible evidence
  of police action in dealing with these problems. (Inkster 30)

 This police force was the model for the first police forces in the United States. (Sheehan 1)

Specifically, the early police departments performed many of the following functions:

* watching for fires.
* controlling riots, disturbances and crowds.
* inspecting businesses, taverns and lodging houses.
* controlling alcoholics, the disorderly and the homeless.
* controlling gambling, prostitution and other forms of vice.
* licensing peddlers, transportation for hire and other forms of commerce.
* maintaining basic public health standards in the streets and other common areas
  (Sheehan 48)

Police officers today view themselves as law enforcement officers, not the public servants

described above. As police officers in London were borne of citizen concern so too were

campus police officers. Historically, the first campus police department was formed at Yale in

1894. (Jackson 5)

The unrest of the Vietnam era radically changed the perceived security needs on campus.
The ability to make arrests, carry weapons, and other considerations caused many
institutions to establish "police departments." The difference between these departments and
previous organizations was the addition of police powers. Many other duties were the same.
Physical security was still a major concern and the collegial atmosphere was a very
important consideration. (Bordner 9)

Today, most campus police departments are very similar to municipal police departments.

They may have different priorities and levels of activity, but they provide the same services to the

campus that municipal agencies provide to their cities. (Jackson 5)

As policing evolved in the city and on the campus, during the 1970's and 1980's it became

apparent that the tradition of "enforcement" was not as effective as once thought. Crime

continued to flourish and citizens remained fearful of their own neighborhoods.

> Some of us are old enough to remember the image of the "beat officer" who presented a
> stabilizing influence in most of our neighborhoods. Beat officers knew everyone by his or
> her first name and brought law and order with them. Citizens did not hesitate to consult or
> inform this representative of stability and safety about potential as well as current problems.
> Unfortunately, this image changed. Beginning in the 1960's, police were portrayed by
> television as "cruising' through neighborhoods and descending from their cars to dispense
> rough (and sometimes unfair) physical justice. Police were portrayed as no longer for the
> neighborhood but against it. As the perception of the police changed, so did the relatively
> peaceful, culturally homogenous neighborhood. These areas have been among the stimuli
> for a reexamination of community policing as it existed in the past with the purpose of re-
> defining it for the future. Many urban communities, particularly those inhabited by
> minorities, began to experience great economic and social upheaval beginning in the 1960s.
> They became portrayed in print, movies, and television as places where law enforcement
> was conducted with night sticks and weapons drawn. Disorder, substance abuse, and
> violence were expected parts of these communities. Close family and cultural ties within
> these communities made their inhabitants reluctant to deal with social and law enforcement
> agencies. Rules of social behavior and acceptable levels of law enforcement were imposed
> by outside agencies rather than the citizens. Something had to change.
> (Community Policing Consortium 1-2)

Citizens, government, and law enforcement officials decided that if policing was to succeed

citizens must assist in the responsibility. From these observations came "community policing" a

practice of policing that involved the citizens and the police department as partners to identify and

solve problems in the community. According to Robert Trojanowicz in his book <u>Community</u>

<u>Policing,</u>

> "Community policing is a new philosophy of policing, based on the concepts that police
> officers and private citizens working together in creative ways can help solve contemporary
> community problems related to crime, fear of crime, social and physical disorder, and
> neighborhood decay. The philosophy is predicated on the belief that achieving these goals
> requires that police departments develop a new relationship with the law-abiding people in the
> community, allowing them a greater voice in setting local police priorities and involving them
> in efforts to improve the overall quality of life in their neighborhoods. It shifts the focus of
> police from handling random calls to solving community problems." (Trojanowicz 1)

Community policing redirects the traditional police officer who remains aloof from the citizens

by remaining in a patrol vehicle between calls for service, to members of the community that they work in. The government's commitment to community policing gives police officers the opportunity to purchase homes at a reduced price and with substantial financial incentives in the district in which they work. Community policing is a philosophy that police departments and citizens develop and work on together. This empowers the police and citizens to take responsibility for their neighborhoods, children, schools and business districts similar to the citizen groups and newly formed police department in London under Sir Robert Peel's tutelage.

Review of Literature or Practice:

Research on community policing has been on going in one form or the other when it was recognized that traditional policing techniques were not effectively preventing crime nor addressing problems in the communities.

Much literature is found describing what traditional policing, campus policing and community policing is. Traditional policing is reactive, campus policing reactive and preventive, and community policing pro active. The chart on the next page compares characteristics of each type of policing, traditional, campus and community oriented.

(Walker 180)

PHILOSOPHY	TRADITIONAL	CAMPUS POLICING	COMMUNITY POLICING
Mandate	Control of Crime-response, deterrence, apprehension Law Enforcement Crisis Response	Campus order, peace, and security − law enforcement and disciplinary actions as means of control. Preventive as well as reactive policing	Community order, peace an security − crime control as a means. Preventive as well as reactive patrol
Police Authority	Authority from law Agency of the Criminal Justice System	Authority primarily from faculty and staff granted through regulations and law Agency of the university administrations and community	Authority from society, community granted through law. Agency of municipal governmental and community
Police Role	Legally Defined/limited by law Distinct and separate Professional crime fighting Law enforcement officers Crime alone	Environmentally defined Legal, educational and social agencies Peacekeeping/educational professionals Crime and environmental problems that impact on crime	Socially defined, expanded role Legal and social agencies Crime and social problems that impact on crime One of a number of agencies of order
Community Police Relationship	Passive role Supportive and adjunct to police	Active role, involved in policy making Shared responsibility for crime and social order Community member, community as client	Active role − policy Shared responsibility for crime and social order Community as a client
Politics	Police must be a-political Police alone manage mandate Separation of police and political issues Fiscal accountability	Police as political, mediate interests and take advocacy role Responsible to community and governing board	Police as political, mediate intrests Responsible to community and political representatives Policy and operational accounting

As traditional and campus entity's move toward community policing it is important to remember that community policing is a philosophy not a practice. The entire department must believe in the philosophy and be dedicated to it's success. Each department involved in community policing will have an individualistic style of the institution. As Chief Stephen Jackson

from Rio Vista succinctly replied when asked what he thought about community policing

"community policing can be taught with one thought. Learn everything about the community,

learn what the citizens want fixed, find out who can fix it and get it fixed."

For comparison, programs in the municipal departments of Toledo Ohio, and Corsicana

Texas, will be visited. Community policing programs at The University of Texas Health Science

Center at San Antonio and Michigan State University will be examined as comparison at the

campus level.

Toledo Ohio

During the 1994-1995 school year, the Toledo Police Department, in partnership with the University of Toledo, and with a regional grant, developed and operated the Innovative Police Mentoring Program(IPMP). Through the IPMP, five Toledo police officers were selected to participate in the program with 50 youths, aged 11-14, who attend two inner-city and high crime area junior high schools in Toledo.

The purpose of the IPMP is to provide families in high crime areas with role model, adolescent behavioral managers, community leaders. Mentoring by special police officers encourages: 1) high regard for education thus adjusting attitudes toward education; 2) new directions for energies, thus interrupting negative behavioral intentions; and 3) active family involvement in school activities.

The alliance lead by Toledo Police Chief Gerald Galvin and Superintendent of Toledo Public Schools, Crystal Ellis has led to the following positive results. Juvenile crime in and around Toledo schools has lessened to a marked degree. Principals have had fewer occasions to call 911 due to contact with police officers in the schools. Toledo youths have begun trusting and communicating with law officers. Teachers and police officers are working together with parents of Toledo public school students. Families have reunited in structuring n neighborhoods and homes. Because of the Innovative Police Mentoring Program, youths are being empowered to make positive behavioral choices in the communities and schools of Toledo Ohio. (Boss, Tharp 8)

Corsicana, Texas

Corsicana, Texas had a drug problem as do many cities. The intent of Turn Around Texas is to provide a targeted confrontation, mobilization and education process led by citizens in conjunction with and support from the police department intended to intimidate drug dealers and drug buyers to stop transactions and displace drug dealers. The program is explicitly designed to eliminate drug dealers within neighborhoods by drawing attention to known drug dealers as well as intimidating the dealers and users through regular citizen marches

(demonstrations). The marches go beyond a mere physical presence and include chanting in front of drug dealers residences and in the area of open air drug markets. Citizen volunteers who participate in the march first go through a training program.

In Corsicana, Turn Around Texas has had demonstrable effects, including: -virtual elimination of open air drug markets after about one year. - A large number of drug dealers have been displaced outside of Corsicana's city limit. - Some reduction in violent crime. Very positive support for the police from the community (including political support). - The police department has received increased information about drug distribution from neighborhood sources who were previously reluctant to talk with the police.(Carter 6-7)

Each of these programs was designed to meet specific needs of the community the serve using

traditional and in non-traditional ways. Clearly they fall in line of the duties that early police

departments performed. Those of "maintaining basic public health standards in the streets and

controlling forms of vice." Community policing programs on the campus are also unique, meeting

needs that the individual community has.

The University of Texas Health Science Center at San Antonio

The author introduced a community policing program to The University of Texas Health Science Center at San Antonio in October 1997. A unique program currently being developed, is designed to introduce the foreign visiting student, professor, researchers etc. and their families to the customs of law enforcement in the United States. The police department in collaboration with university relations, international alliance, the international committee and the international affairs office are designing a web page that will access information from law enforcement expectations to how to get utilities in the house or apartment in which they live. Those considering the opportunity to join the Health Science Center will be able to prepare long before their arrival for a successful assimilation to the American culture. Another program offered is a "snake" program which introduces researchers and their families at a remote site to the indigenous snakes in the country area they work. Community policing has been embraced by the University. Success of the program in terms of crime reduction has yet to be measured. What can be measured is the involvement of the police with the community, meetings with student, and faculty groups, and work of the line officers with the university administration has steadily increased

Michigan State University

Michigan State University's police department developed a community oriented policing program that is derivative of a municipal program model used in several areas. The MSU program consists of six satellite offices situated within six campus districts. An officer is

assigned to each office, and is in effect a one officer police department. The officer has the authority to deal with anything the students, faculty or staff want dealt within that area. They operate on a first name basis with their clients, and are charged with finding innovative ways to deal with problems discovered or brought to them. (Workshop Manual 13-14)

At the campus community oriented policing workshop presented in Louisville, Kentucky 1995, Dr. Bruce Benson the director of University Police described a program one officer designed for the housing community the officer served. The officer noted that many students were having a difficult time completing classes while working several jobs to support their families. He started a food bank for these students, this relieved the stress the students were facing. The student's ability to concentrate more on their studies shortened the time they spent in school and made the support of the families easier.

These programs are very different with regard to the problem addressed. They are similar as they meet a need of the community they serve with an innovative solution.

DISCUSSION OF RELEVANT ISSUES

Community policing will become the style of most police departments. Community involvement by the police and the community must work together responsibly to change the social trends of violence and decay.

Nationally, we are seeing crime rates drop and many law enforcement leaders credit the implementation of community policing as a major factor in this trend. As you, know the success of community policing is not attained exclusively through the deployment of more police to neighborhoods. It is also dependent on the commitment of the community and local authorities. It's about personal involvement and empowerment through partnerships. The traditional role of law enforcement is changing. It is, of necessity, becoming more innovative and focused on reducing crime and improving the quality of life through effective problem-solving relationships. Just as we cannot expect our education system to be responsible for raising America's children, we cannot expect law enforcement to solve crime and social disorder problems alone. Community involvement is imperative. (Brann 1)

Community policing is not only changing the way municipalities do business, it is changing

the way college campuses conduct their activities.

> In the nineties, campuses face all the same crime related challenges as do their municipal
> neighbors. Crime data available through the Uniform Crime Reporting system suggest that the
> reporting institutions not only face the same challenges; they also are actually experiencing
> them. . . Campus administrators must comply with the Campus Security and Right to Know Act
> of 1990. Crime statistics must be provided yearly to students, faculty, staff and prospective
> students on each institution. This has contributed to the methodological review of the needs of
> campus law enforcement at many institutions, which in turn has resulted in the improvement of
> funding, support, and importance of relative to the institution's attractiveness. Many law
> enforcement administrators view the annual 10% - 15% increase in crime as a reflection of a
> nationwide trend. Others view the trend as an indictment of "traditional" forms of law
> enforcement. .. This is the wrong plan for today. On campuses, the perception of crime and
> fear is a major factor in an institution's ability to successfully conduct its academic mission as
> well as pay its bills. On campuses, the use of community policing has particular significance
> since there is a relatively small geographical area; defining "community' can be accomplished
> with relative ease; and campuses traditionally seek means of becoming more friendly,
> facilitative, and responsive. (Shoemaker 17-18,30)

The college campus has always embraced basic community policing practices by their very

nature, serving a well defined community. A campus devoted to advanced medical studies such

as the University of Texas Health Science Center in San Antonio has the opportunity to narrow

the definition of community further, this well defined group also presents special political

considerations as well as basic community considerations.

> The politics of the campus are extremely important to getting the job done. It is also a
> socially defined agency, whether campus law enforcement, administrators or line personnel
> want to admit it. In the real world of campus law enforcement, a police department must be
> responsive to the university community. The law may define its authority and jurisdiction,
> but the faculty, staff and students have a great deal of say in the operation and orientation of the
> department. For example, physical security is a major concern for all campus police agencies.
> One element of physical security is normally foot patrol an identification of people using
> buildings after hours, even controlling access after hours. As many campus police officers
> know, this will only be possible if the faculty is supportive and cooperative. Officers or
> departments that aggressively pursue strict security policies are ineffective if faculty leaders
> oppose the efforts. In a very real sense, campus police departments consciously or
> unconsciously provide exactly the services the community wants. This is another element of
> Community Oriented Policing, and can be seen in any program that approaches the Community

Oriented Policing mode. (Jackson 24-25)

How then do you measure the benefits to the police department and the community served.

An effective community policing strategy will reduce neighborhood crime, decrease citizens' fear of crime, and enhance the quality of life in the community. An important goal of community policing is to provide higher quality service to neighborhoods; therefore, customer satisfaction becomes and important measure of effectiveness. The perception of progress among community members and ongoing feedback from all elements of the community are essential parts of the assessment process. Randomly and routinely conducted surveys will inform the agency of the public view of police performance, the level of fear and concern, and will make the agency aware of the extent to which community members feel as if they are participants in the community policing effort. An early measure of effectiveness will be the number and type of community partnerships that have been formed. Community help will increase the efficiency of the program and relieve some of the strain of tight police budgets. Partnerships in the community can bring fresh resources to problems, even those traditionally considered "police only" business.(Bureau of Justice Assistance 45)

According to one sheriff, "There is virtually no limitation on how much more effective and

efficient a sheriff's office can become, working collectively as a partner with community members

while, at the same time, saving resources, dollars, and frustration on the part of constituents"

 (Prinslow 9)

The success of community policing will ultimately be measured by the entire community

realization that society has made improvement in the areas of violent crime, fear, and police

community relations are described as positive.

CONCLUSION:

These comparisons of traditional policing, campus policing and community oriented policing

both in theory and practice seem to point out that campus policing in its nature has always been a

form of community policing.

There have been extraordinary accomplishments in policing in the past two decades by police agencies that have taken on some difficult tasks. There is an enormous reservoir of ability and commitment in police agencies, especially among rank and file officers, and a willingness on the part of individual citizens and community groups at the grass roots level to

engage with the police support change. But there is an even more compelling, overriding incentive to struggle with these complexities. We are being challenged today to commit ourselves anew to our unique character as a democracy, to the high value we as a nation place on diversity, ensuring equality, protecting individual rights, and guaranteeing that all citizens can move about freely and enjoy tranquil lives. The social problems that threaten the character of the Nation are increasing, not decreasing. It will take major changes - apart tram those in police - to reduce these problems. In turbulent period it is more important than ever that we have a police capacity that is sensitive, effective, and responsive to the country's unique needs...(Goldstein 6)

Campus policing will not be able to measure its effectiveness immediately. It will be

necessary to wait for a time before results are seen. Results at first will be incremental,

the long term commitment to the process will bring deterrence to crime and the renewal of our

communities.

Police agencies should not allow political leaders and the public to develop unrealistic expectations for community policing in terms of crime deterrence or speed of implementation. Achieving ongoing partnerships with the community and eradicating the underlying causes of crime will take planning, flexibility, time and patience. Management can measure progress by their success in meeting interim goals and must reinforce the concept inside and outside the organization that success is reached through a series of gradual improvements. (Bureau of Justice Assistance 53)

Community oriented policing is a practice of law enforcement that gives enormous flexibility

to the entity served. Community oriented policing should be instituted in a specialized community

such as the University of Texas Health Science Center San Antonio. This type of law enforcement

is certain to be successful with proper organization and cooperation of the institution.

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