

LAW ENFORCEMENT MANAGEMENT INSTITUTE

IMPLEMENTATION OF COMMUNITY ORIENTED POLICING
WITH RECOMMENDATIONS
FOR
MIDLAND, TEXAS

A LEARNING CONTRACT
SUBMITTED IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR
MODULE II

BY
RON BENTON

MIDLAND POLICE DEPARTMENT
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#9

INTRODUCTION:

The concept of community-oriented policing is not new. For decades, the police have been dependent on the citizens of their communities for detection and reporting of crime. In the early days of law enforcement, police officers had a sense of belonging and identification with the communities they served. A profound example of this belonging was depicted in Hollywood's classic gangster movies of the 1930's and 1940's...those movies with sirens wailing, machine-guns blazing, and the distinct voice of James Cagney saying "you dirty rat".

The scene of a police officer walking his neighborhood beat comes to mind. The neighborhood bustling with people, children playing in the water from a fire hydrant, and shopkeepers opening their shops for business. The jolly policeman walking along and bidding everyone on the street a good morning in that usual Irish brogue. He stops at every shop along the way and talks with the shopkeepers. At one point, he stops and talks to a lady who is sweeping off the front steps of her home. The officer says, "Hello Mrs. McMahon. How are you and the children today?" "Fine, and thank you for asking, Officer O'Donald. By the way Officer O'Donald, you had better watch out for that Danny Howard. He's a bad one." "I will, Mrs. McMahon, and the top o' the morning to you." The officer walks on down the street, stopping to chat with the other neighbors and shopkeepers.

THE MIDLAND ENVIRONMENT

The City of Midland, Texas is located between Dallas/Ft. Worth and El Paso, along Interstate 20 in West Texas. The city is primarily dependant on the oil and gas industry to employ its citizens. The estimated population of the city is 100,000. Of this population, 12 percent are Black, 30 percent are Hispanic, and 58 percent are White. The city government is a mayor-council form of government and each council member is elected from each political precinct.

The city's police department is composed of 208 employees, of which 157 are sworn police officers. Within the department there are four bureaus. They are Administration, Investigation, Support Services, and Field Operations.

The Field Operations Bureau is commanded by a deputy chief, it is the largest within the department. The bureau is comprised of three Patrol Divisions, each headed by a lieutenant.

The Patrol Division are the uniformed men and women who provide the first response to calls for service as well as directed patrol functions. All officers begin their career with an assignment to one of these patrol watches. In 1989, sixty-nine officers, or 45 percent of the department's total sworn strength, worked in the division.

During 1989, officers answered 57,107 calls for service, or an average of 828 calls per officer (see fig. 1-

2). These officers answered calls ranging from murder to a simple barking dog complaint.

Patrol officers work permanent watches and sectors, enabling them to become more familiar with the citizens who live and work within their sectors, as well as become more familiar with the criminal activity during those hours and in the sectors to which they are assigned.

Within this report is a graph indicating the five year crime trend for the city (see fig. 3). The graph indicates a steady increase in most crime categories since 1985. However, the city ranks 195th out of 200 cities with 100,000 or more population, as being safe and secure.

The department is presently undergoing change. In 1989, construction was begun on a new communications center. Many of the police functions have been moved from the old police building to a new and modern police facility. The remodeling and construction is almost complete and in 1991 all departments should be housed in the new police facility.

This department continues to make strides into the future under the direction and guidance of Chief Richard Czech. Chief Czech has recently applied for a Community Block Grant to assist the department in a study of community oriented policing, to organize and implement such a program for the citizens of Midland. This type of program can provide a quality service to all citizens that is unheard of to the citizens in the West Texas area.

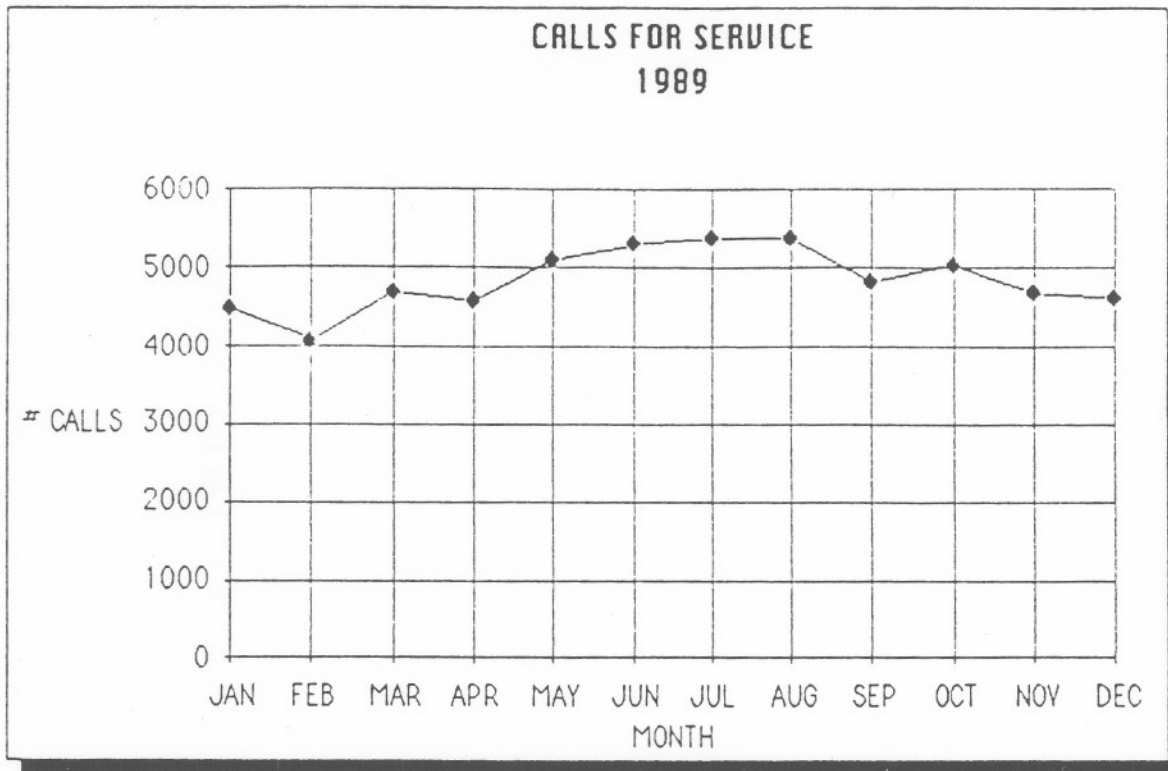


fig. - 1

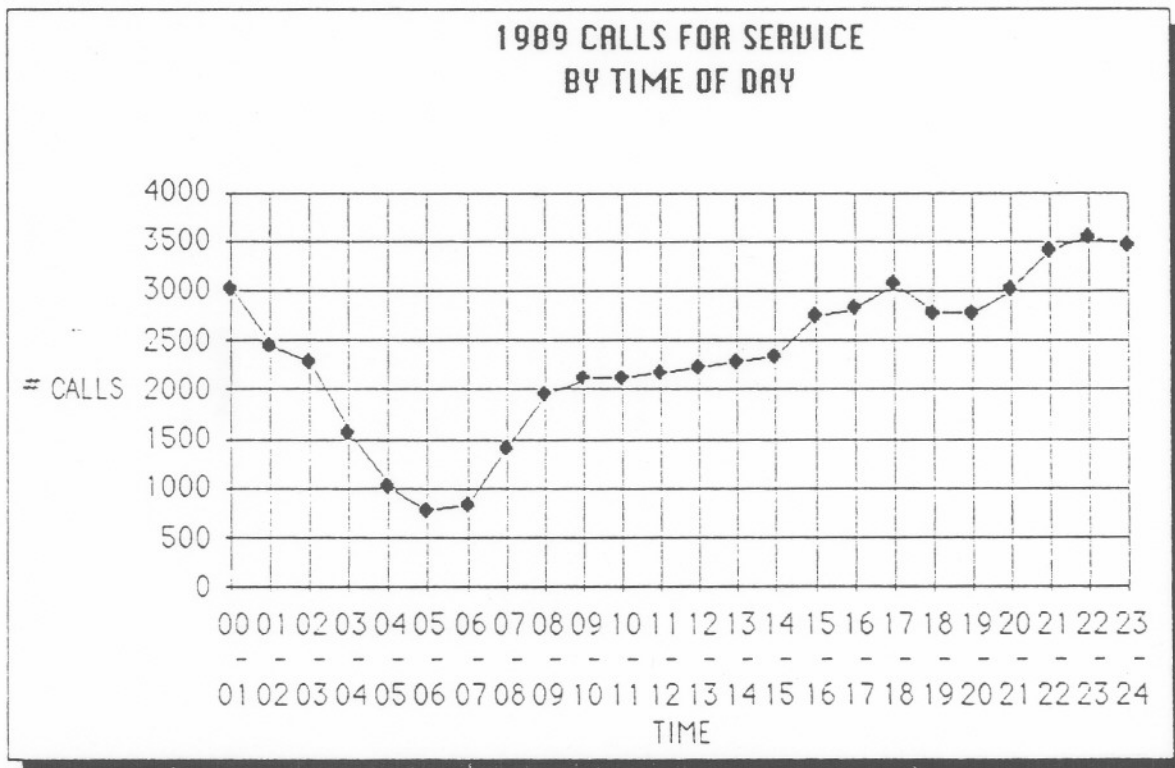


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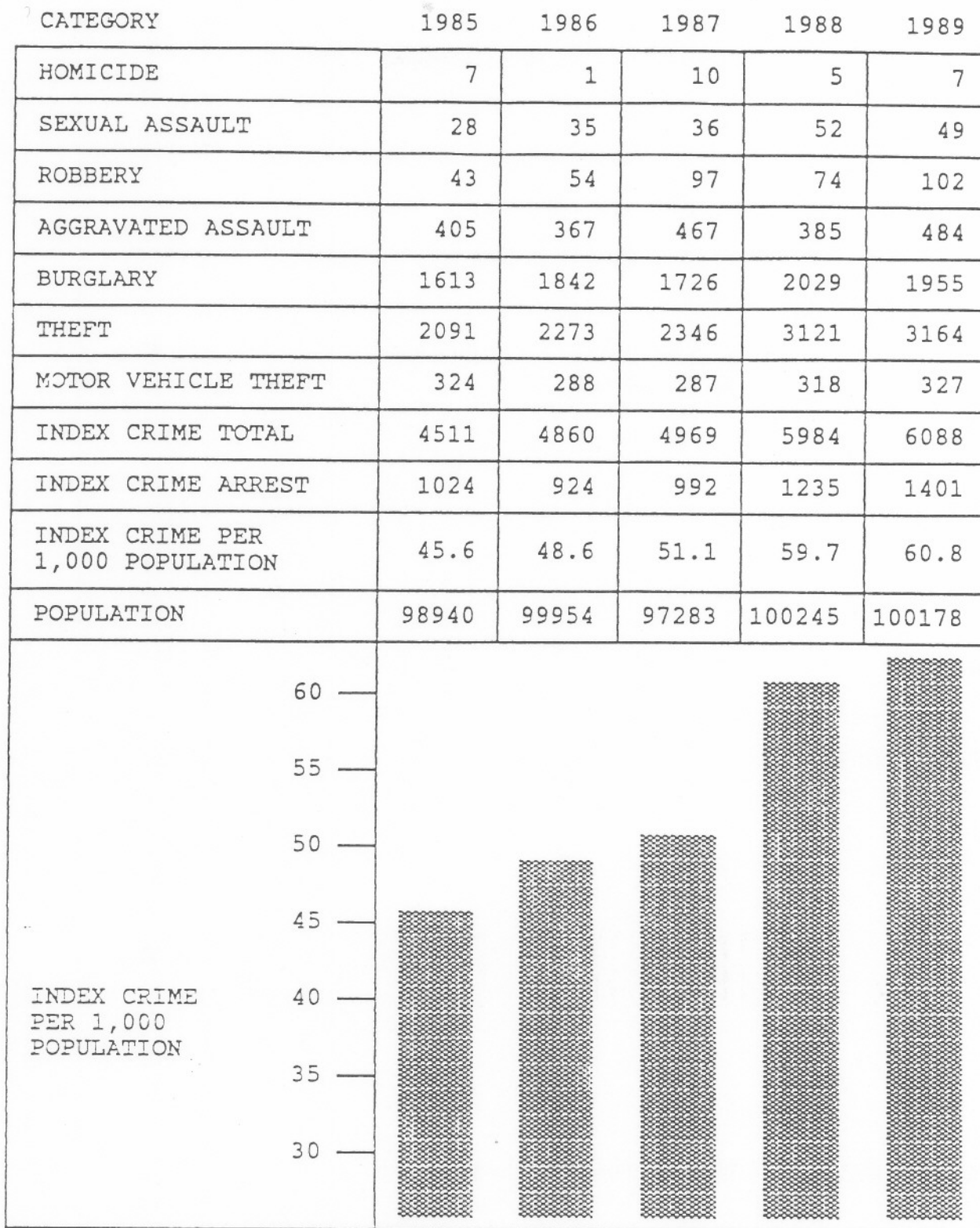


fig. - 3

TABLE OF CONTENTS

INTRODUCTION.....2

COMMUNITY ORIENTED POLICING EXPERIMENTAL MODELS.....5

San Antonio Park and Walk Experiment.....5

The Houston Directed Area Responsibility Team.....11

Aurora's Directed Area Response Team.....21

Flint's Neighborhood Foot Patrol Experiment.....23

WHAT HAVE WE LEARNED.....27

RECOMMENDATIONS.....30

CONCLUSION.....34

INTRODUCTION:

I was sitting in my dining room thinking how I would write this introduction on community oriented policing. Suddenly, I heard an old gangster movie on television. You know, the one with sirens wailing and machine-guns blazing. I could hear the distinct voice of James Cagney saying "you dirty rat". I couldn't stand it any longer. I stepped into the den, and there on the screen was a police officer dressed in a 1930's uniform, walking a neighborhood beat. The neighborhood was bustling with people, children playing in the water from a fire hydrant, and shop keepers opening their shops for business. The jolly policeman was walking along and bidding everyone on the street a good morning in that usual Irish brogue. He would stop at every stop along the way and talk with the shop keepers. At one point, he stopped and talked to a lady who was sweeping off the front steps of her home. The officer said, "Hello Mrs. McMahon. How are you and the children today?" "Fine, and thank you for asking, Officer O'Donald. By the way Officer O'Donald, you had better watch out for that Danny Howard. He's a bad one." "I will, Mrs. McMahon, and the top o' the morning to you." The officer walked on down the street, stopping to chat with the other neighbors and the shopkeepers.

I thought to myself, that's real community policing! That beat officer knew everyone on his beat, the good, the bad, and the ugly. He had the knowledge of the

neighborhood, which gave him the ability to solve almost any problem concerning his beat. How great it must have been to be a police officer in those "good old days". It's quite a contrast from that jolly old beat officer to the police officer of today.

Over the past forty or fifty years, the police have evolved from that jolly old beat officer to one of high technology, computer systems and fast automobiles. These facets have contributed greatly to the isolation of the police officer of today. Possibly the primary cause of isolation of the police from the public they serve has been the use of the automobile. For many years, emphasis has been placed on quick response by the police to make apprehensions of offenders and to investigate crimes. With this mind-set, the police have alienated themselves from the public. Many mid and upper managers of police departments have also contributed to the isolation of the police by pressuring officers to write traffic citations and make apprehensions. For the most part, most contacts with the citizens by the police are of a negative nature and tend to turn the citizens off toward the police. Therefore, little interaction between the police and the public occurs. Because of this lack of interaction, the police have lost a valuable source of information from the public and the public has lost the understanding of the policeman's role. This lack of communication and understanding has caused both the police and the public to suffer the consequences. The

public has suffered tremendous property loss, and increased their fear of crime. The police have lost a beneficial source of information and they have proven their ineffectiveness to prevent crimes and to protect life and property. Although the prospects look bleak, there is hope in a concept called community oriented policing. This concept is designed to reintegrate the police officer back into the community, to assist the citizens in identifying and solving problems. With implementation of such programs, hopefully a partnership will develop between the police and the neighborhood, and will provide a safer and more cohesive community.

COMMUNITY ORIENTED POLICING EXPERIMENTAL MODELS:

The purpose of this report is not to define the concept of community oriented policing but to discuss various experimental models developed by police departments. This discussion will center around four police departments that have developed experimental community policing programs.

The San Antonio Park and Walk Experiment:

In November 1989, the San Antonio Police Department established a task force to develop, organize, and implement an experimental community oriented policing program. This body was made up of community groups, civic organizations, police personnel and an array of city government personnel. With the task force organized and in place, a series of meetings were held to determine how the program would be organized and implemented to address the local problems of San Antonio. The group first identified eight target neighborhoods by using crime analysis and the absence of citizen involvement in Crime Prevention programs. With the identification of the targeted neighborhoods, a comprehensive survey was developed and implemented to determine the wants, needs and concerns of the citizens.

Over the next several weeks, the survey information was gathered and analyzed. The data revealed that the targeted neighborhoods had little interaction with the police, the absence of community organizations, and reported little

criminal activity in a high crime area. The report was delivered to the command staff of the San Antonio Police Department. With this available information, the command staff appointed a board consisting of supervisors and police officers. Their tasks were to develop the operational aspects and philosophies of the program. This group addressed the mission, objectives, policies and procedures, evaluations and the selection of personnel.

The mission of the San Antonio Police Department, in regards to the experiment, was to attempt to deliver a quality of police service in the target areas, not only to deter crime, but to enhance the quality of life for all citizens. Also, to stay in touch with the needs, wants, and concerns of the community and to insure that the individual neighborhoods are maintained or improved. The improvement would come from close contact with the residents by the police, to solve existing problems within the neighborhoods and to gather input from the residents in regards to their needs.¹

The objectives of the San Antonio Police Department Park and Walk Experiment were to address four specific areas:

1. To decrease the amount of perceived criminal activity.
2. To increase the citizen's perception of personal safety.
3. To eliminate citizen apathy about reporting crime to the police.
4. To increase the protection of all citizens.²

These objectives were designed to assist the police officer in creating crime prevention programs and to give the officer a greater latitude to perform creative functions, to deliver a quality service, and to assist the residents within the target areas.

The development and implementation of the policies and procedures of the experimental program were essential to identify the working hours, number of officers assigned, and the general operating procedures of the program. The following is a brief description of these policies and procedures:

1. To protect life and property as well as to keep peace and maintain order.
2. To prevent and suppress all types of criminal activity.
3. To increase police visibility and strengthen the lines of communication between the citizens and the police department.
4. To present a positive image of the police department, emphasizing good public relations.
5. To increase citizen awareness of the crimes that are being committed and stimulating citizen involvement.
6. To educate the citizens and neighborhood groups in crime prevention, including ways the residents can assist police.
7. To identify code violations outside the authority of the police department and report such violations to the appropriate authorities, as well as to provide additional follow-up at a later date to make sure the matter has been resolved.
8. To attend and participate in neighborhood meetings.
9. To work closely with other units within the San Antonio Police Department and local government agencies.³

The decision makers identified these policies and procedures to assist the assigned officers in guiding the experiment to deliver a comprehensive service to the residents in the

target areas. With the completion and development of these policies and procedures, the experiment was ready to be implemented.

THE EXPERIMENT:

In January 1990, the Park and Walk Experiment was implemented into the targeted areas. Twenty four police officers and two sergeants were assigned full time duties and responsibilities to the experiment. These officers were not responsible for making calls for service. They were scheduled for working 10 hour days, making citizen contacts and addressing specific problems within the target areas. Officers worked in pairs for safety purposes and were not allowed to be separated without specific consent from the Park and Walk sergeant. The assigned officers would drive to the target area and park the patrol unit and begin walking the neighborhood to make citizen contacts and report any code violations in the area. Walking the neighborhood had two specific purposes. First, the officers were creating a positive image of the police department while making positive citizen contacts. Second, the officers presented a high degree of visibility, and their presence gave the residents a safer feeling.

Officers assigned to the experiment identified code violations and reported these code violations to the proper agencies, followed up on previous code violations, kept the peace and maintained order within the target neighborhoods, and attempted to suppress all criminal activity with the aid

of the citizens. Officers set up neighborhood meetings, provided security surveys for the homes and businesses within the neighborhoods, worked closely with many of the juveniles in the neighborhoods, and attended neighborhood meetings. Many of these functions were carried out at the El Paso Street storefront.

The El Paso Street storefront is used as the headquarters for the Park and Walk Program. This existing storefront has been an important link for the police to the target neighborhoods. According to one Park and Walk supervisor, Ruben Gonzales, "...the storefront operation has been very beneficial to the Experiment. Without the storefront, it would have been very difficult to implement and maintain a quality community oriented policing program within the targeted neighborhoods. The storefront is used for many different functions and is the hub of the Experiment. We run food drives, store clothing, stock-pile food, and show movies to the kids on Saturdays from this building."4

Many of the Park and Walk officers use the storefront as an office to complete reports and have access to the police department computer system. The storefront is a means of communication by the police to the residents in the neighborhoods. Many officers route their phone calls to the building to give the residents quicker access to the officers. According to one officer, he gives the phone number to the storefront to the people on his beat because

he can get the information faster and be more readily available to the residents.

According to many of the officers involved in the Experiment, the program is working. The criminal element is beginning to move to other areas and most feel that the crime rate has decreased. These officers feel that they have developed a rapport with the citizens in the neighborhoods, causing a decrease in the fear of crime and a feeling that the quality of life is better in these areas. According to Officer Alex Ortiz, "...this is a quality program and I feel that I am contributing to the betterment of the citizens on my beat. You know, I was going to retire, until I was selected for this program. Now I find working with the community can be fun. It's a good program, not only for the public, but it can get the juices flowing for an old cop like me."⁵

SUMMATION:

At the time of this writing, a comprehensive evaluation has not been made on the experimental Park and Walk program. The program is ending its fourth month of operation and the evaluation will not be complete until after June, 1990. The "jury" is still out on the effectiveness of the program. However, many of the officers involved in the Experiment feel that the program will be termed a complete success. There are still many questions to be answered, but details on the effectiveness of the program are vague at this time.

The Houston Directed Area Responsibility Team:

In 1979, members of the Houston Police Department began the conceptual development work on a different policing style for the city of Houston. Along with these developments were the examination of command stations. Initially, efforts were taken to examine a number of options regarding the status of existing substations. The first option was to consider improving the physical attributes of the existing substations. Second, the prospect of building more substations was discussed. Finally, it was decided to pursue the prospect of building several large police facilities known as Command Stations. The reason for constructing a series of command stations was to provide facilities that would house all of the necessary personnel and equipment needed to provide efficient and comprehensive neighborhood police services on a decentralized basis throughout the city of Houston. Unlike the traditional substations which cannot house support functions under the same roof, each command station building is to contain jail facilities, municipal court facilities, and the necessary police facilities (records, identification, computer support, operation and investigative functions among others.)⁶

A preliminary report outlining the feasibility of decentralizing police functions was forwarded to the command staff in March, 1980. This report was followed up with a more comprehensive study designed to examine the number of

service delivery issues and related support service concerns in order to determine the most efficient and effective way to utilize the facility and to provide service to the neighborhood residents.

In response to this study, a number of task force committees were formed under the guidance of the Planning and Research Division. These committees were instructed to study the various organizational components which would be affected by altering operational strategies as a result of decentralization to the command station. The work of these committees was completed in July, 1981.

The Directed Area Responsibility Team (D.A.R.T.):

In mid 1982, efforts were taken to examine the feasibility of actually implementing, on an experimental basis, a community oriented policing program. The task force members were recommending, as a model program, the implementation of the D.A.R.T. program. The D.A.R.T. program was a variation of the team policing concept used during the 1970's. The program, however, was not a duplication of any one of those programs. It included elements of some successful team policing programs, but was primarily constructed in accordance with the needs and concerns of Houstonians and the capabilities of the department's resources.

In 1983, the D.A.R.T. program was implemented within a single district. The program was designed to provide the department with a process of altering it's means of

delivering police services to the community. This program sought to expand the role of the police officer through decentralizing basic police responsibilities. The program enlarged the police officer's role and provided increased managerial flexibility. The department attempted to commit itself to the effective management of patrol operations.

The D.A.R.T. program consisted of five major strategy classifications. Within each strategy classification were numerous strategies which were administered during the experiment. A brief description of each of these strategies is provided below.

I. Deployment Strategies

1. Beat Integrity- the assignment of officers to specific beats where they remain during their tour of duty, providing the requested services;
2. One-Officer Units- the increased deployment of one-officer units beyond the normal ratio of one and two officer units. In conjunction with beat integrity, the strategies were designed to increase visibility and reduce response time to emergency calls;
3. Tactical Assignments- consisted of a series of events whereby the officers attempted to identify neighborhood problems, and then provided a response in the form of using formal methods such as, tactical action plans, or informal methods such as, saturation patrols, covert surveillance, sting operations, and so forth;
4. Designation Report Units- establishing a single unit, per shift, to be responsible for writing offense reports within the district, which occur during duty hours;

II. Team Interaction Strategies

1. Information Sharing- methods used to stimulate information exchange between officers, inclusive of using a blackboard or clipboards for leaving messages,

increased number of meetings, interacting with investigative sergeants, and sharing of workcard information;

2. Investigative Sergeants- the decentralizing of the investigative function involving the crime of robbery, burglary, larcenies, and vehicle thefts. Investigative sergeants were reassigned to the field operations command, which allowed them to become generalists, in addition to working closely with the patrol officers;

III. Job Diversification Strategies

1. Patrol Officer Follow-up Investigations- expansion of the officers' role allowing them to spend time with the investigative sergeants, working on criminal investigations;
2. Supportive Response Team- the establishment of a covert, plainclothes tactical squad of officers whose responsibility is to combat neighborhood vice and narcotics operations;
3. Structured Patrol- the assignment of officers during their uncommitted patrol time to resolve neighborhood problems through the use of a variety of tactical and deployment responses. The strategy was dependant upon the access to crime analysis information and the diligence of the officers in discovering neighborhood problems;
4. Participatory Management- establishing opportunities for personnel within each rank to provide input into decisions that either directly or indirectly affected their work;
5. Assistant Squad Leader- designating an officer to assume some of his supervisor's responsibilities during his scheduled absence;

IV. Knowledge Gaining/Sharing Strategies

1. Beat Profiling- establishment of a process whereby officers collect information about their beat which would assist them in providing appropriate types of service;
2. Crime Analysis- establishment of a process of collecting, analyzing, and disseminating information designed to decrease crime and non-crime activity;

V. Community Interaction Strategies

1. Community Contacts- when possible, officers

were encouraged to interact with the citizens in their beat, in order to exchange information. The purpose of the exchange was to facilitate a better understanding of each others expectations, and with respect to the officers, be able to respond to any particular needs expressed by the citizens:

2. Neighborhood Meetings- requiring beat officers to attend neighborhood meetings conducted by civic clubs, in order to expose the officers to the residents within their beat and allow them the opportunity to respond to any questions offered regarding the activities occurring in and around their neighborhoods;
3. Police Community Relations Officer- officers were reassigned from the community services division in order to facilitate interaction between the citizens and the beat officer. This consisted of coordinating the flow of information, which would educate the citizen about safety and crime prevention techniques, responding to special requests from civic groups, schools, or individuals;
4. Crime Prevention/Security Surveys- allowing officers to participate in crime prevention presentations and administering security surveys to private residences and businesses within their respective beats. Officers identified potential problems as well as solutions to those problems for all interested parties.⁷

As the needs of the citizens changed over time, the department responded by designing and implementing programs capable of coping with the demands of a changing environment. D.A.R.T. served as a mechanism which provided the department an opportunity to become flexible in addressing the challenges of the future. The department administered two other programs to respond to the needs of the citizens. These programs were the Positive Interaction Program and the Fear Reduction Program. Below is a brief discussion of both programs.

Positive Interaction Program (P.I.P.):

The purpose of the P.I.P. is to facilitate an exchange of information between the neighborhood residents and the beat officers. The beat officers and the neighborhood residents, using community forums, exchanged information regarding the expectations of one another. The program contained a variety of goals, among them are:

1. Building more meaningful communication linkages between the public and members of the department;
2. Creating a more knowledgeable understanding of the law by the citizen;
3. Providing an opportunity for both the officers and the citizens to develop a better understanding of each others expectations and responsibilities;
4. Exposing the citizens to the profession of policing;
5. Providing a forum to exchange ideas and suggestions relative to the concerns and services that are pertinent to the beat in question;
6. Demonstrating to the citizens that the members of the department do care about the quality of life within their neighborhoods.⁸

Monthly meetings are held, bringing together neighborhood representatives, various civic groups, and private citizens located within the Division's jurisdiction. The citizen participants are responsible for transmitting information from the meeting (e.g., newsletter) back to their respective groups. These representatives also act as a conduit to express the concerns of their groups to the police officers in attendance. Other duties include notification of membership to attend meetings and for providing refreshments for the meetings.

The responsibility of the department personnel is to schedule the meetings, share information with the attendants, (i.e., crime analysis reports) and discuss the ramifications of actions taken in the area. One of the most important functions is the participation of the beat officer. This allows citizens an opportunity to discuss concerns with individuals responsible for policing their neighborhood. It also provides a forum for the police officer to demonstrate their awareness of the neighborhood concerns as well as avail themselves to any new information which they were previously unaware of.

This program seeks to strengthen ties between the community and the police officer. As mutual admiration grows and respect grow for one another, cooperative efforts begin to form in response to concerns and problems within the neighborhoods. This enhances a sense of trust and caring of the officers on behalf of the citizen. If the citizens realize the officers care about the quality of life in their neighborhood, then they will be more apt to participate in its preservation.

The Fear Reduction Program:

Research conducted by the National Institute of Justice revealed that the fear of crime is a major problem in our society. Yet, other research evidence indicates that the level of fear of crime far outweighs the objective risk of crime. The findings are based upon the fact that the fear may be derived from a concern about crime and the "signs of

crime" (e.g., vandalism, loitering, public drinking or gambling). Other factors, including impersonal relationships between the police and the citizens and the lack of information about crime and crime prevention techniques, may create a sense of powerlessness, leading to higher levels of fear.⁹

Eventually, law abiding citizens and merchants opt to relinquish their neighborhoods to those who would prey upon them. It has been suggested that this withdrawal process produces an exodus by those who can afford to move to other apparently safer areas. If such migrations occur, the fear-inflicted areas then provide abandoned homes and shops that could become breeding grounds for vandalism, drug abuse, and other forms of disorder.

Research does not exist to provide evidence that such a cycle exists. However, if it does, what can be done to interrupt the cycle. The fear reduction program attempts to determine how the police can effectively address the problems of fear, disorders, quality of police service, neighborhood satisfaction, and crime itself.

The fear reduction program consisted of administering a total of five strategies. Each of these strategies are briefly described below:

1. Police-Community Newsletter: represented an attempt by the department to disseminate information to community groups and individuals in the form of a newsletter. Two versions of the newsletter were published. The first version of the newsletter contained information about the department, crime prevention tips,

stories about police and citizens working together to prevent crimes, and "good news" stories about crimes that had been prevented or solved in the neighborhood. Additionally, a regular column by the Chief of Police was included.

The second version contained similar information as the first, except a map of the neighborhood and a list of crimes that had occurred since the previous newsletter were included. The crime information included the type of crime committed, the date of occurrence, the street and block number in which it happened, and whether it occurred during day, evening, or nighttime hours;

2. Community Organizing Response Team: spearheaded by a group of patrol officers, attempts were made to create a community organization where none had previously existed. The purpose was to create a sense of community in the area, and to identify a group of residents who would work regularly with the police to define and solve neighborhood problems.

Door to door surveys of a neighborhood were conducted by officers in an attempt to identify problems warranting police attention, and whether they, or any area resident they knew, might be willing to host a small meeting of neighbors and police in their home.

Meetings were held, problems and concerns were discussed, and arrangements were made to have representatives meet with the district captain each month to discuss problems and devise potential solutions involving both the police and the citizens;

3. Citizen Contact Patrol: the purpose of this strategy was to enable beat officers to become more familiar with residents and employees working in the area. During their tour of duty, the officers were encouraged to make proactive contacts at residents and business.

During these contacts the officer would explain the purpose of the contact, and inquire as to the identification of any neighborhood problems the police should know about. The officer left a business card upon the conclusion of the interview in case the citizen wished to recontact the officer regarding additional information concerning their neighborhood;

4. Police Community Station: this strategy was designed to reduce the physical and psychological distance between the officer and the neighborhood residents. A small office was established in the neighborhood, staffed by police personnel and civilians.

The officers were not responsible for handling calls for service in the area (although they could respond if they wished). When possible they did patrol the neighborhood in and around the community station. Their primary function, however, was to design and implement storefront programs. Furthermore, they were to avail themselves to citizens who visited the storefront seeking advice, assistance, and information;

5. Recontacting Victim: the purpose of this strategy was to assist crime victims and demonstrate that the police cared about their plight. A team of officers were assigned the responsibility of reviewing case reports in search of relevant information about the victim and the crime. Upon contacting the victim, the officers would ask the victim if they had any problems which the police might be able to help, and whether they had any further information about their case they could give the police. If problems were identified, the officer would refer the person to the proper agency for assistance. If the victim needed information for insurance purposes, the officer would attempt to supply it. The officers also mailed a crime prevention package to the victims if they so desired.¹⁰

It was the contention of the task force members that these strategies could reduce the fear of crime in the neighborhoods as well as produce other desired effects. This was based upon the belief that commitments would be made to interact with the citizenry using a variety of different strategies. The officers assisted with the development of these strategies, had seen their success in other departments, and were going to be involved in the application of them. Their desire and willingness to see the strategies succeed strongly influenced their initial opinion.

SUMMATION:

In 1984, the Houston Police Department evaluated the D.A.R.T. experiment, and it was determined a complete success. The evaluation did reveal a number of significant findings that had a direct bearing on the department's ability to alter its method of delivering services to the neighborhoods. The Directed Area Responsibility Team experiment demonstrated that great inroads could be made within the community by working closely with the citizenry, to affect a delivery of a quality service to the neighborhoods. This program was so successful that it is still in existence today.

Aurora's Direct Action Response Team (D.A.R.T.):

In 1981, the Aurora Police department embarked upon an exciting new program designed to meet several goals:

1. Target high profile crimes such as street robberies, burglary, and armed retail robberies in selected areas.
2. Provide a more versatile and flexible quick response to these identified crimes.
3. Infuse previously motorized vehicle bound officers back into the community with high crime areas.¹¹

The Direct Action Response Team was a special program which placed a contingent of five police officers on small motorcycles under the supervision of one sergeant. This team was deployed primarily in the high crime areas of the city. This deployment was tied to a deteriorating section

of the city that was occupied by the socioeconomic class of residents.

The team became very effective in the production of arrests in the target crimes, and because of their obvious presence in certain areas of the city, became very important to business people and residents in the target areas. Efforts to deploy the D.A.R.T. Team to other areas of the city were met with much resistance by the citizens in the target area.

Over the years D.A.R.T. grew to two six-person teams and evolved from its original mission of targeting specific crimes to one as a tactical and special operations team.

D.A.R.T. was used often for such special problems as:

1. Solicitation for prostitution operations.
2. Park patrols and sweeps.
3. Armed robbery stakeouts.
4. Shopping mall patrols during the Christmas season.
5. Juvenile problems in residential areas and parks.
6. Crack cocaine and other narcotics raids.¹²

As is apparent, the D.A.R.T. concept embraced many community policing principles. It did take officers out of their patrol vehicles and make them closer to the community. As a result, certain communities did in fact develop a sense of ownership and identification with their presence. The elements of D.A.R.T. that did fall short of the true concept of community oriented policing were that the unit was not designed to be a problem solving force. It was driven by calls for service, and no mechanism was ever devised to identify factors which gave rise to the fear of crime.

SUMMATION:

In 1982, the D.A.R.T. Program was downsized in order to redeploy resources into gang intervention, to address recent youth gang problems. The D.A.R.T. Program did give rise to a true concept of community oriented policing designed for the entire City of Aurora. This concept was developed and implemented in 1983. The program called Police Area Representative (P.A.R.) has been very successful in the Aurora area and is in existence today.

The Flint Neighborhood Foot Patrol Experiment:

In January 1979, the Flint Michigan Police Department was provided a grant from the Charles Stewart Mott foundation to provide funding for the implementation of an experimental community based foot patrol program.

Flint's neighborhood foot patrol program was unique in a variety of ways. It emerged from an initiative which integrated citizens into the planning and implementation process through city wide neighborhood meetings in 1977 and 1978. It attempted to ameliorate three distinct problems: (1) the absence of comprehensive neighborhood organizations and services; (2) the lack of citizen involvement in crime prevention; and (3) the depersonalization of interactions between officers and residents.¹³ The program began in 1979 and consisted of twenty-two foot patrol officers, assigned to fourteen experimental areas, that included twenty percent

of the city's population. The activities of the foot patrol officer addressed seven basic goals:

1. To decrease the amount of actual or perceived criminal activity.
2. To increase the citizen's perception of personal safety.
3. To deliver to Flint residents a type of law enforcement service consistent with the community needs and ideals of modern police practices.
4. To create a community awareness of crime problems and methods of increasing law enforcement's ability to deal with actual or potential criminal activity effectively.
5. To develop citizen volunteer action and support of, and under the direction of, the police department, aimed at various target crimes.
6. To eliminate citizen apathy about reporting crime to the police.
7. To increase protection for women, children, and aged.¹⁴

The Flint programs were a radical change from the traditional role of policing. Flint's foot patrol was taken out of the downtown areas and placed in the neighborhoods to be accessible to all types of socioeconomic groups. The foot patrol officer did more than just involve the citizen in crime prevention efforts and organizing neighborhood watches. He became a catalyst in the community, delivering a comprehensive set of services through referrals, interventions, and linked governmental and social agencies.¹⁵

The foot patrol officer not only provided the traditional reactive police service, but they made a conscious effort to focus on the social service aspect of their job, bringing problems to a resolution.¹⁶ The foot patrol officer developed a relationship with the citizens

since they worked the same area, day after day, and week after week. These foot patrol officers began to identify problems and gained the cooperation of the citizen to solve these problems. The foot patrol officer gained such respect in the community that a trust was built between the police officer and the citizen. Therefore, the citizen was willing to share information and advice with the foot patrol officer. He addressed many community-level problems by targeting specific troubled areas around the neighborhood. Therefore, the citizen felt safer and was satisfied with the program. In fact, the program was so successful that the crime rate decreased in these targeted areas by 8.7 percent and the calls for service decreased a dramatic 42 percent. The reduction of calls for service received by the Flint Police Department was attributed to citizens in the targeted areas handling minor neighborhood problems themselves. The Flint experiment was such a success that the citizens of Flint passed a tax increase in 1982, to expand the foot patrol program to the entire city. The citizens also passed a tax increase in 1985, to continue and maintain the present sixty-four foot patrol beats.

SUMMATION:

The Flint experiment demonstrated that the good neighbors in every community are willing to assist the police in providing information to a police officer that they know and trust. The Flint foot patrol officers reported they often received information a less risk than

undercover officers and they felt safer while walking their beats. The Flint experiment gave the police an opportunity to interact with the citizens and to tap thoughts, ideas, needs, perceptions and facts about incidents. The Flint experiment also gave the taxpayer a voice in the deployment of the police, and a right to decide on the process of policing.

The Flint neighborhood foot patrol experiment continues to be the subject of much research and study. This research ranges from how the public perceives the foot patrol to the impact of foot patrol on the community. Robert Trojanowicz and Bonnie Pollard designed and conducted an interesting study entitled, Community Policing: "The Line Officer's Perspective". This study entailed numerous questions pertaining to how foot patrol officers perceived themselves. This research revealed some very interesting responses from the foot patrol officers.

The research revealed that the foot patrol felt more a part of the community, felt more involved in community groups, and felt more responsible for people on their beats. Furthermore, the foot patrol officer had a greater job satisfaction and felt safer while at work.

This study demonstrates that the reintegration of the police into the neighborhoods, interacting with the citizens, can not only be beneficial to the police, but also to the community.

WHAT HAVE WE LEARNED:

The development and implementation of any new program requires a commitment to design a policing style that incorporates the lessons learned from previous experiments. These experimental models incorporated several styles of community oriented policing to describe salient characteristics to deliver a quality service to the neighborhoods. The data was collected and analyzed, target areas were selected, and officers were assigned. The plan was implemented and the evaluation process begun. The most crucial component of the experimental models was to establish an interaction relationship between the police and the citizen.

The success or failure of the experiments hinged on citizen participation. Without this interaction the experiments were doomed for failure. In these particular models the police were successful in developing a rapport with the citizens. This rapport perpetuated a sense of responsibility, a sense of caring, and a willingness and sense of commitment on behalf of both parties to make the neighborhoods a safer place to live. These experiments established a strong bond of trust and honesty between the police and the neighborhoods. The success of these models has been the interaction and the participation of the citizens with the police.

It was imperative that the police officers realized that community oriented policing is a process that focuses on creating an environment from which they would be able to develop meaningful information exchanges with the neighborhood residents. The purpose of these exchanges was to provide the officers with additional insight beyond their own experiences as to what types of services needed to be delivered within the neighborhoods. Therefore, data was acquired to identify problems which would formulate reliable neighborhood expectations and to describe a policing style to address those expectations.

These police departments are attempting to shift from a traditional style of policing to one that is oriented toward the needs of the public. Although a need for traditional law enforcement will exist, the desired perception for these experiments is for the officer to be viewed as someone that could provide different forms of help and assistance. This policing style required the officers to demonstrate an attitude of caring about the safety and well being of the citizens. It also required the officers to project an image of caring, compassion, and sympathizing with the victims of crimes. The officers were required to be able to organize groups, and facilitate and coordinate the collective efforts and endeavors of others.

Officers involved in the experiments soon came to realize that input from the public was invaluable to the programs success. Interaction with the community by the

officers lead to obtaining information which could be of value to police operations. The officers soon came to develop an appreciation for the citizens concerns as did the citizens become more knowledgeable of what the police could and could not do.

The success and quality of community oriented policing programs hinges on many factors. However, the primary and most predominant one is the commitment of the men and women of the police department. This commitment to change policing styles toward the needs of the public involves all ranks within the department. These community policing models were successful because each officer involved supported the program and developed ideas to make the experiment work.

In summation, these experimental community policing models have proven that the public will welcome such policing strategies within the community. They are eager to assist the police to make the neighborhoods a safer place to live, work, and play.

RECOMMENDATIONS:

A major feature of community oriented policing is to make more effective and efficient use of existing resources so that visible results are produced in a relatively short period of time. The uniqueness of community policing is that it implements urban renewal in such a way that the character, social, and economic pattern of the area is preserved. This is in contrast to urban renewal which concentrates on removal of residents and replacement of structures.

The concept and philosophies of community oriented policing consist of many variations. However, all the experimental models consisted of seven steps. On a collective basis, these steps represented strategy considerations for the decision makers. Recommendations with a brief description are listed below.

1. Orienting and Organizing the Facilitators and Implementors: as key component, this group generally consists of top representatives from the public and private sector, including the city administrators, public housing, police, public works, elected officials, business persons, and community leaders. These facilitators will eventually be charged with the responsibility of implementing the program.
2. Collecting the Data: the methodology of

collecting data includes collecting and analyzing historical records and available data (census, crime, housing, employment, etc.), direct observation of the conditions in the target areas, interviewing residents, and other steps to compile a physical, economic, and social profile of the target areas. Some of the key data should include code violations, antisocial behavior at residences, identification of land owners, identification of the "good" and "bad" residents, and the social structure of the target areas.

3. Evaluating the Data: the evaluation of the data will assist the participants to understand the interrelationship in the data as they attempt to identify target areas offering the most opportunity for success.
4. Presenting the Data: this enables the decision-makers to make more efficient choices regarding the revitalization expenditures and strategies. It also provides an effective means of demonstrating to interested parties that certain policy choices are appropriate.
5. Preparation of the Plan: the plan identifies the commitment of resources. Among the determining factors is the identification of residents who will receive housing improvements, and the level of involvement from government agencies.

6. Conducting Implementation Training: as a result of the plan being adopted, new and different services will be required to be performed. The training serves to prepare personnel to deliver those services.
7. Implementing Community Oriented Policing: as a result of the services being delivered, actual physical/or social changes in the target areas will materialize.

The concept of community oriented policing relies heavily on the involvement of the police for its success. Should a decision be made to adopt community oriented policing then certain recommendations should be made as to the role the police officer will serve in respect to the project. These recommendations are as follows:

1. The police should focus on crimes involving order maintenance that directly impacts the quality of life of the individuals who live in low income neighborhoods (i.e., drugs, prostitution, gambling, drinking in public, disorderly conduct, junked cars, etc.).
2. Police departments supporting community oriented policing must be willing to allocate a dedicated squad of patrol officers. This squad should be headed by a sergeant whose sole responsibility is to supervise the unit. While the size of the unit can vary, the squad should not exceed six

patrol officers for one sergeant. A liaison officer between the unit and the office of the Chief of Police is also needed.

3. The squad should have flexible hours in order that the criminal element will not be able to predict when the squad will be on the street.
4. It is also acceptable to assign detectives to the squad on an as needed basis in order to assist in follow-up investigations.
5. The officers selected as squad members should be open-minded, and should be ethnically mixed.

There are no specific recommendations describing particular policing techniques. Officers are expected to be involved in a wide range of activities, inclusive of, walk and talk activities, developing confidential informants, undercover and surveillance activities, and participation in community meetings.

CONCLUSION:

This report sought to identify several steps which could be useful in describing how to develop and implement a community oriented policing program. In retrospect, each of the stages described has a varying degree of applicability as one progresses up the chain of command. The various roles, procedures, and responses mentioned are a part of an evolutionary change process associated with operationalizing the concept of community oriented policing. One can not expect the officers, supervisors, managers, and administrators to adjust rapidly. This style of policing must progress gradually, but deliberately. It must be coordinated, and above all, it must be stimulated by a strong commitment to satisfy both the neighborhoods' demands and the desires of department personnel.

The implementation of any new program requires the recognition and acceptance of the present method of operation. The transition associated with these experimental programs adopted a philosophy that affected each and every rank within those departments. Some of the prominent changes were the development and incorporation of a patrol management plan, the development of information gathering strategies, and the recognition of the fact that interaction on behalf of the officers, citizens, other officers, and their supervisors requires time. Therefore, methods were designed to allow officers the time to interact

with the citizens. With the implementation of these methods, the officers were allowed time to attend meetings, and to collect information from their internal and external sources without interruption to handle calls for service.

The incorporation of these changes and others serve only to place the beat officer in a more advantageous position to acquire data, analyze it, and react to it in a responsive way. The benefits to be gained from this transition are innumerable. The efforts expended by any department to facilitate and support this style of policing will surely have a direct bearing on how successfully the concept of community oriented policing can be implemented.

NOTES

1. Sergeant Ruben Gonzales, "Describing the Park and Walk Program", Interview by Ron Benton, in person.

2. Ibid.

3. Ibid.

4. Ibid.

5. Officer Alex Ortiz, "Working with the Community can be fun", Interview by Ron Benton, in person.

6. T. N. Oettmeier and W. H. Bieck, "Developing A Police Style For Neighborhood Oriented Policing". Houston Police Department. Houston, Texas. 1988), 1.

7. Ibid, 58-60.

8. Ibid, 61.

9. Ibid, 62.

10. Ibid, 63-5.

11. Douglas Abraham, "Community Policing Program". Aurora Police Department. Aurora, Colorado. 1988). 13.

12. Ibid, 14.

13. Robert C. Trojanowicz and Joanne Belknap, Job Satisfaction: A Comparison of Foot Patrol Versus Motor Patrol Officers (East Lansing, Michigan: Michigan State University for National Neighborhood Patrol Center, 1985), 4.

14. Ibid.

15. Ibid, 5.

16. Ibid.

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