

LAW ENFORCEMENT MANAGEMENT INSTITUTE

**COMMUNITY ORIENTED POLICING:
THE NEIGHBORHOOD APPROACH
IN A PREDOMINANTLY HISPANIC COMMUNITY:
A MODEL PROGRAM FOR SAN BENITO**

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INTRODUCTION

The City of San Benito, Texas, is located about eight miles north of the United States border with Mexico, southeast of the City of Harlingen. San Benito has a population estimated at 24,000. About 85% of San Benito's population is Mexican-American, more commonly known as Hispanic. That presents an interesting challenge to police officials. How do we institute community oriented policing programs in a Hispanic community?

As I contemplated that question, I found that I was having some difficulty instituting any community oriented program, because the community, as a whole, did not have any clearly defined problems. I began to notice some interesting facts about the nature of our Hispanic dominated areas. The neighborhood appeared to be the dominant geographical consideration. The citizens in those neighborhoods didn't talk to police, unless police officers were called to provide assistance, and only communicated what was necessary to bring the situation to a rapid close.

I thought I had some idea why this occurred. First, Hispanics in the Lower Rio Grande Valley generally seem not to care much for police. Second, they did not trust government officials. Third, they want to handle their own disputes, usually within the confines of the family, occasionally in a violent manner. Fourth, they have a high level of honor, which may interfere with common sense when dealing with issues associated with enforcement of laws. Though this was speculation, I went forward with research designed to test my hypothesis. I also wanted to design a neighborhood oriented program around those problems.

THE HISPANIC NEIGHBORHOOD

The Hispanic population in San Benito is divided into numerous small mostly homogeneous neighborhoods, normally separated by some form of natural barrier or

divider, such as a busy road, railroad track, drainage ditch, or irrigation canal or resaca. These neighborhoods are rarely larger than a several block area. Though there are some clearly defined problems common to most of these neighborhoods, such as a higher victimization rate and lower median income, the only common denominator is their ethnic background. Hispanics in the United States generally have higher victimization rates than non-Hispanics; But in most cases, their rates of reporting crime to the police are lower than for the non-Hispanic population.¹

The problem of reporting crime, or the lack of reporting, is explained by the nature of Hispanic culture. A large portion of the Hispanic population in San Benito is made up of undocumented aliens. The Hispanic undocumented alien population has incentives to avoid all contact, especially with the Federal Government.² As a result, census figures have consistently been inaccurate for the Hispanic population for several reasons. Language barriers and motivation to avoid the government are obstacles to a complete count of that population.³ Central and South Americans immigrating to the United States bring with them a fear and mistrust of institutions, given the denial of civil rights in their home countries.⁴ Additionally, reports documented findings of mistreatment of Mexican-Americans by United States criminal justice agencies. Even the early Wickersham Commission found that Mexican-Americans view criminal justice agencies with distrust, fear, and hostility: that they were being subjected to undue harsh treatment by police.⁵ This background makes communication between police and Hispanics within the neighborhoods difficult.

¹ Cafferty, Pastora San Juan, McCready, William C., Hispanics in the United States: A New Social Agenda, (New Brunswick, N. J., Transaction Books, 1985), 223.

² *ibid.*, 17.

³ *ibid.*, 17.

⁴ *ibid.*, 198.

⁵ *ibid.*, 218.

In trying to understand the neighborhood phenomenon, several facts are brought to light. Mexican-Americans desire to maintain some grip on their ethnic roots.⁶ Even though some Mexican-Americans may be employed outside their own neighborhoods, they return every night for cultural reinforcement. It is also interesting to note that not all barrio residents have a low income. Rather, they feel more comfortable among people to whom Spanish is not foreign and in whom the traditions of centuries are ingrained.⁷ Hispanics tend to stress the communal nature of life and the need to belong to a community in order to be fully supported. The individual needs to feel the strength of support arising from being accepted in a community. To outsiders, Hispanics appear to be clannish and secretive. From the inside, however, only membership in the group makes life worth living.⁸

The neighborhood functions as a normal support system. The family also provides an important form of support.⁹ Many Mexican-American groups socialize their people in such a way as to emphasize the primacy of family relationships and family obligations.¹⁰ This can sometimes lead to revenge as a form of frontier justice, making the criminal justice system ineffective in solving individual problems relating to crime. Honor, in the Mexican-American community, can often lead to additional crimes being committed, and innumerable police difficulties.

⁶ Machado, Mamel A. Jr., An Informal History of the Mexican American, (Chicago, IL., Nelson Hall, 1978), 116.

⁷ *ibid.*, 116.

⁸ Cafferty., 52-53.

⁹ *ibid.*, 203.

¹⁰ *ibid.*, 52.

The Church also serves as an element of some social significance within the Mexican-American society.¹¹ Studies have shown that in the past Catholicism has been associated with upward mobility in Mexican-American society.¹² This does not hold to be true today. However, the delivery of services especially tailored to the needs of Hispanics, has the potential for being done better if it includes a religious perspective. The most likely services for this connection are education and health care. Research has shown that Hispanic children do very well in a parochial setting, even if they are from disadvantaged homes.¹³ One of the problems associated with the available social services agencies, including health care, is that many Hispanics are uncomfortable going to them or don't know where they are located. The Church could be a leader in devising creative methods of presenting and delivering services that would reduce the problems associated with access.¹⁴ The same could be held true for delivery of police services or communication between police and the Hispanic neighborhoods. Though some Hispanics are not especially devout in an institutional sense, and not very likely to regularly attend Mass, they value the Church, and are comfortable in seeking its help when needed. To ignore the connection would be a great mistake, and certainly be a waste of a very valuable resource for the Hispanic people.¹⁵

Though no data could be found relevant to the involvement of the teachers with their Hispanic students, from personal experiences, it seems that teachers at local neighborhood schools, especially at the primary school level, play an important part in the lives of the children. Teachers appear to be willing to become involved in activities

¹¹ Machado. 161.

¹² Cafferty. 55-56.

¹³ *ibid.*, 58.

¹⁴ *ibid.*, 59.

¹⁵ *ibid.*, 59.

designed to help students, even when outside the normal institutional setting. These teachers can also be a valuable resource for police.

One other resource available to police administrators, for assisting in communication and delivery of police services, is business. Small entrepreneurs in the neighborhoods, together with the various social clubs, form a network of support for the Hispanic community.¹⁶ These, in conjunction with other available resources, could provide a strong link in any network created or designed to provide essential services to Mexican-American people, especially at the neighborhood level.

THE CONCEPT: THE NEIGHBORHOOD AS THE FOCUS

In order for police to be effective in the environment described above, they need to establish communication with the community, to understand its needs and concerns. Bringing the individual officer closer to the neighborhood, will enhance police understanding of the neighborhood, thus enhancing communication.¹⁷ The question is, How do we bring the officer closer to the neighborhood? The answer must be some form of Community Oriented Policing program, with the focus at the smallest community level, the neighborhood. Several resources available to the police administrator have previously been identified. The good administrator would want to include all available resources in the program, in order to overcome the obstacles identified. These principle obstacles are distrust, fear and family honor. The program must be designed using the neighborhood team concept.

The principles of Community Oriented Policing come from the basic question of why police exist in a democratic society, and from where our authority and responsibility

¹⁶ ibid., 203-204.

¹⁷ Benton, Ron, Community Oriented Policing: A Feasibility Study. Police Department, Midland, TX., (L. E. M. I., March 1990), 10.

are derived. Democracy is based on a consensus among the members of the society. The police role can begin when perfect consensus breaks down. Government is established to provide service to the people, operating with their consent. A basic element of democracy is freedom. An additional aspect of democracy is equality. The police come into the picture when equality, or equal freedom for all, is jeopardized by the freedom of one. Police are charged with the responsibility to protect the freedom of the many, by controlling others. Policing can conflict with democratic values of our society. Police are given the authority, by the people, to enforce the boundaries on freedom.¹⁸ Those boundaries are established by the democracy police regulate. It is reasonable to assume that police regulatory boundaries are adjusted by the democracy they regulate. Police must design their goals, objectives, and limitations from the democratic society which gives their authority. Police have an obligation to ensure peace and protection to the community, because peace and protection are the responsibility of government.¹⁹

It makes sense that police should be responsive to the needs of the citizens, when the police role is identified in a democratic society. From this concept rises the notion of what law enforcement practitioners call Community Oriented Policing. Using the neighborhood approach, places the neighborhood in the hands of the neighborhood. Modern Community Oriented Policing entails some changes in the way police think of their role in policing. Strategy and tactics are adapted to fit the needs, requirements, and expectations of the individual neighborhoods, where there is diversification in the kinds of services and programs based on individual neighborhood needs, where there is considerable neighborhood involvement in police reaching their objectives.²⁰

¹⁸ Berkley, George E., The Democratic Policeman, (Boston, Beacon Press, 1969), 1-5.

¹⁹ Sheehan, Robert, Cordner, Gary W., Introduction to Police Administration, (Cincinnati, Anderson Pub. 1989), 16.

²⁰ *ibid.*, 554.

THE TEAM APPROACH TO PROBLEM SOLVING

Teams organized for each neighborhood to overcome the obstacles should include police officers, priests or pastors, teachers, neighborhood business operators, social clubs, and social service agency local representatives. The concept of neighborhood teams is the primary part of the model. In typical community oriented models, the police are the only support element interacting with the people in the neighborhood. Generally, the use of foot patrols, surveys, and conversations with citizens appear to be the approach. This may reduce the fear of crime; it has less affect on the overall level of crime.²¹ Program success increases as the police solicit information from the citizens in the neighborhood before deciding what tactics to adopt. Armed with this information, and data collected from other sources, officers analyze the problem and choose tactics most likely to solve the problem and improve the situation.²²

For a great many years, police managers have assigned patrol officers by districts and shifts, with their primary responsibility being the prevention of crimes and quick response to calls for police assistance, investigators then follow up on reported crimes. This has been the model police have made so much a part of the "role" of police work. We have made (or assumed) that this method is the only possible one for dealing with crime and other community problems. Though these methods are an operational necessity, it is only a superficial reaction to many community problems, not the cure. Using police resources in a more purposeful, more forceful, and more rational method, as problems arise, or looking at the problem more completely, might be even more effective.²³

The use of crime rates as a measure of any program's success, or as a dependent variable in the department's decision making process, tends to be an ineffective tool. When

²¹ *ibid.*, 555.

²² *ibid.*, 555.

²³ *ibid.*, 557.

citizens mistrust police, they fail to report crime. It is ironic that police departments which make the decision to start a community oriented program, often see the (reported) crime rate rise. As the police work toward solving the base problem, by involving the citizens as part of the process, and include other social resources in the formula, because citizens are more likely to report crimes.²⁴ Those increases sometimes cause city managers and politicians a particularly great case of heartburn. This possible result in crime statistics must be explained to city policy makers in the context of the purpose for the program. Reducing victimization and underlying problems which cause crime, should be stressed as an important test of the program's early success, not of it's failure.

The most efficient way to collect the information needed to solve problems, including an understanding of the perceived needs from the neighborhood, is to include the "other sources" of community services as an integral part of the team, rather than just a "source of information". Intervention teams, dealing with inner-city drug problems in other problem oriented policing programs, have developed experience-based interventions. Police departments experimenting with various model programs, have developed a large base of information collected from different tactics used to solve neighborhood drug problems. They adapted the tactics as they found what worked and what didn't. Clearly, the experience-based interventions, capable of making changes as needed, have worked in those cities.²⁵

As Skolnick states in "The New Blue Line",

" The "top's" primary values - service, community participation, fairness - are democratic and constitutional. Under the team policing

²⁴ Skolnick, Jerome H., The New Blue Line: Police Innovation in Six American Cities., (New York and London, Macmillan, 1986), 23.

²⁵ Toch, Hans, Grant J. Douglas, The Police as Problem Solvers. (New York and London, Plenum Press, 1991), 275.

plan, those values logically require that the goals of the police department be set only after serious consultation with the community. When the community is the entire city, a police department is more likely to generate a consensus - if one is possible - out of give-and-take of pluralistic politics. When the community is subdivided, there is more likely to be a similarity of interests within a particular area. The "community" then becomes more akin to a series of neighborhoods, with more grassroots participation in influencing and shaping the priorities of the department." ²⁶

Giving the Neighborhood Teams the responsibility, and indeed the authority, to study a problem, make an analysis, devise possible alternative solutions, choose the best solution, implement the solution, observe the results, and change along the way, if needed to produce better results, would focus the operation in the neighborhood. It would keep the focus there, rather than making decisions affecting the neighborhood from the administrator's office, where the affects are not felt. The Teams should manage their own program, with overview responsibility falling upon management, but operational control remaining in the neighborhood. This will give the neighborhood control over their own problems, empowering them, and giving them back their own neighborhood.

Unlike Rick Thomas' model from "Total Quality Management: A Management Philosophy for Community Oriented Police Services", where an individual officer does the citizen contacts and works with other departments and agencies, ²⁷ this program would put all elements together as part of the team making citizen contacts together as a group. Meeting the citizen as a group has the advantage of allowing for citizen questions to generally be answered immediately. Some problems may be able to be resolved on the street, without the delay associated with the resolution response process. Obviously, not

²⁶ Skolnick, 25.

²⁷ Thomas, 27.

all problems can be resolved on the street. In those cases, the team would have the option of recommending a meeting in the office environment to discuss the problem, develop some alternatives, select an alternative, and then return to the neighborhood to discuss the recommendation with the citizens prior to putting the plan into action. The desired result could be a higher level of citizen satisfaction, and quite possibly, a short term reduction in victimization, and a long term reduction in crime and disorder.

THE SAN BENITO MODEL

To put the program for San Benito together, one must examine the cultural, social and political aspects from this research, and build the model to fit San Benito's neighborhoods. To begin, the program should address the lowest income areas first. Those neighborhoods have the highest levels of victimization, reported crime, juvenile crime, and a larger demand on other social services. The "Model" section of this paper will address specific program plans for San Benito Police Department, and will be tied to a budget proposal for fiscal year 1993-1994 or, at the latest, fiscal 1994-1995. The specific test neighborhoods will be identified first. Second, the neighborhood team make-up will be discussed. Third, the operational plan will be established. Next, the discussion/planning/alternative establishment procedure will be set. The acceptance and implementation stages will be discussed, as will the measurement, evaluation and review of the project. The program should then be ready for implementation by the conclusion of this paper.

The San Benito program will target two primarily Hispanic neighborhoods, one at the southwest corner of the downtown area, west of Travis and south of the railroad, and another at the southeast of downtown, east of Reagan and south of the railroad. Each of those neighborhoods will include about a twelve block area immediately southeast and southwest of the previously identified corners. The area size will remain constant, unless a determination is made by the team, that the size is unmanageable. If that occurs, a decision

will be made based on recommendation and consensus of the team and the neighborhood citizen volunteers. (See Map: Appendix 1.) The team should be able to make a determination of manageability within the first year of program implementation.

The most important aspect of this program is the need for the rank and file of the police department to accept, endorse, and support by action, the concept of policing with the neighborhood as an integral part of the total law enforcement effort and responsibility to the neighborhood. Officers and civilians within the department will work hardest when they can see clear goals and they can see how their efforts have a direct or indirect affect on the accomplishment of those goals. By employees being given a clear understanding of the goals of the organization, they usually can be counted on to establish goals of their own which will facilitate the achievement of the organizations goals.²⁸

Team Make-up

The team concept should be looked at as a three part organization. The Primary Team should be designed to interact daily, on a one-to-one basis with neighborhood citizens. The Support Team should be in regular contact with the Primary Team, but will not interact as a team, with the neighborhood volunteers, on a daily basis. It will meet with the neighborhood volunteers, only when requested by the neighborhood volunteers or by the Primary Team. The third team is the Oversight Team, who have responsibility only for oversight and command responsibilities. The reasons for this triple team concept will be apparent as the specific make-up of each team is described more fully. (See Organizational Chart, Appendix 2)

The Primary Neighborhood Team

The Primary Neighborhood Team should be organized in such a way as to allow the citizens access the greatest number of resources reasonably available. The team should

²⁸ Sheehan, Cordner, 524.

have two uniformed police officers, including one officer with several years of patrol experience and some amount of college education, and one officer with a very small amount of patrol experience and some amount of college education. The purpose for the different levels of experience is to combat the single focus developed by officers who have been socialized for a long time as police officers. The lack of experience of the second officer will allow for fresh, untarnished optimism, and youthful exuberance; new ideas, if you will. Both should be somewhat educated to allow for a better understanding of problem solving concepts. The education also demonstrates both an ability to learn, and a certain amount of self-motivation as well. ²⁹

The officers will share the responsibility for coordinating the efforts of the team. Control of the program should remain with the police, as this is a police project. The team officers will act as co-chairs of the team, allowing the perceived neutrality of the police to be the rational explanation. At the same time, all members of the team must be empowered to make some decisions when those decisions have an affect on, or cause some action to be taken, by their particular organizations. The remainder of the team make-up will need to have some flexibility, depending on the neighborhood's needs. All "permanent" members of the team should remain unchanged as much as possible. The team's "active" membership can be adjusted occasionally, as changing needs require.

Another member of the permanent team should be the Priest or Pastor of one of the neighborhood's local Churches. It is important to have the church represented on the team. The citizens will often not cooperate with "outsiders" without church representation, for reasons listed earlier in this paper. The local priest is sometimes a good conduit between the citizens in Hispanic neighborhoods and other social service organizations. It is suggested that social organizations could include the police.

²⁹ ibid., 534.

The Texas Department of Human Services is a major provider of social services, and should have a local representative on the team. This member should ideally be a trained social worker. This member would have the expertise necessary to participate fully with the other team members. This member would also have the ability to quickly commit resources from within the Department of Human Services, shortening that Department's response time for problems needing quick resolution.

The last, but not least important, part of this team should be a school teacher or student counselor from the San Benito Consolidated Independent School District. It would be preferable that the teacher or counselor be a volunteer on this team, and be from one of the local neighborhood elementary schools. A school teacher's or counselor's value on this team would be their education, ability to participate in the problem solving process, personal knowledge of many local children, as well as the knowledge of other resources available to children who are at risk of failure due to poor conditions at home.

The Support Team

The Support Team should be made up from other resources within the community, with an emphasis on resources within the individual neighborhood. Some of the members could be neighborhood social clubs, neighborhood business operators, local politicians, School District officials, Police Educational Resource Officers, D. A. R. E. Officers, other State and County social services agency representatives, and possibly Federal Service or law enforcement agencies. Other representatives could be added as they are identified as having a desire to participate in the program.

The purpose of the Support Team would be to provide additional resources when needed. They would not participate in the normal problem solving process, unless the problem resolution needs exceeded the resources contained within, or available from, the Primary Team. The Support Team would be asked to participate in meeting occasionally, to stay up to date with the flexible nature of the Primary Team. The Support Team members should be asked to prepare lists of available resources and their contact names

and telephone numbers to make locating those resources less time consuming when crisis situations exist requiring a quick response. As a part of the total resources of the program, the Support Team would be an integral part of the Neighborhood Team Program.

The Oversight Team

The final part of the program would be the Oversight Team. The Oversight Team would be made up of three members. The Team Leader would be the Chief of Police in the initial stage of implementation, and could later be delegated to another command level officer. The most likely delegate would be the Operations Commander, with at least the rank of Captain. The second member should be one of the City Commissioners, who would be willing to voluntarily accept a subordinate role on the team, to represent the entire community. The final member should be the Finance Director. In the last case, the financial needs of the program and of the City would be represented. All of these members working together would ensure that the interests of the City, the community, and the police department would all be represented in questions of oversight of program operations.

Implementation of the Program: Getting Started

The process of implementing the Neighborhood Team Program should start with selection of the officers who will lead the Primary Team. The selection must be based on very stringent criteria. The selection must be based on very stringent criteria. First, the officer selected for the "Experienced" position should have between five and fifteen years of patrol experience. This is necessary in order for the team to have access to the "Street Attitude", commonly known as the "Police Culture", as they will be interacting with Patrol Division officers on a regular basis. This officer should take the natural lead, even if not specifically given supervisory authority.

The other officer should have less experience and may even be considered to be "new". This would have the advantage of bringing a fresh perspective to the police end of the team. There would be less police "socialization" in the officer's values, allowing for the introduction of new ideas to the police role. This officer will probably take the secondary role in the police part of the team, as a natural result of the lack of experience, even if neither officer has been specifically given supervisory authority. He or she will be able to make suggestions which shed some new light to old, but recently identified problems. The cumulative effect of daily experience as a police officer usually causes individual attitudes to change. Police officers can become more suspicious of outsiders and tend to be cynical about the problems and human conditions of others. They tend to become more conservative, politically, during their first few years as a cop. ³⁰

The introduction of clergy to the team is an original idea. Based on the research indicating the religiousness of members of the Hispanic community, I felt that a priest or pastor of another local church could help the people of the neighborhood bring their concerns and needs to the attention of the team. The tasks of police officers are sometimes specialized, as is their training. However, police officers need to know tasks comparable to doctors, lawyers, clergy, teachers and other professionals in order to perform the modern police functions. ³¹ It makes better sense to use members of those professions as part of the team, especially teachers and clergy, since police aren't as well trained or qualified to deal with educational or moral questions and issues.

As was mentioned in the previous paragraph, a teacher could do a much more efficient job of being a teacher than could a police officer. It only follows that a teacher, or former or retired teacher, be part of the team. There are needs within the neighborhoods best addressed by a skilled teacher. As a team member, the teacher could also help other

³⁰ *ibid.*, 276.

³¹ *ibid.*

members of the team learn some of the skills of a teacher. The teacher has a much better knowledge of the workings of the school system than anyone else on the team, and would have better access to it's resources.

The entire team working together should resemble the "Team Policing" type of unit, with a new twist. The Team would be relatively autonomous, with authority and accountability set at the lowest operational level, and located in a specific geographical area. They would have the ability to develop their own strategies and fully control their own destiny.³² This program is different and original in it's design by the inclusion of non-police, civilian, members as actual members, or partners, with the same authority and responsibilities as the police members.

The Primary Team must be trained and coached on the tasks for which they will be responsible. Training in the art of listening is imperative for these members, who will quite possibly spend more time listening in their daily duties, than any other task they may perform. They should also be taught the process of formal decision making or problem solving. Understanding the definition of "Problem" should be an important aspect of the training. The team must understand that the surface actions they observe or hear about, usually are not the problems. Incident driven goals are always short term enforcement goals achievable by arrests and like acts. Problem-oriented approaches usually involve long term responses, much more easily achieved once the short term goals have been met.³³ It is, therefore, very important for all team members to understand the process, and have the ability to make recommendations for patrol responses to those short term goals and, in fact, be able to help establish the short term goals for the police department.

Additional training should include such subjects as conflict resolution, communication, legal requirements, police procedures, school procedures, church

³² ibid,

³³ Toch, Grant, 261.

regulations (restrictions and limitations), Hispanic culture, sociology, and many other topics. The members of the team must have a diverse enough education to enable the members to provide useful, legal, and correct advice, to members of the neighborhood, always having a positive result. Additionally, members should be trained on the team's procedures, it's interaction with the Support Team, and with the Oversight Team. A complete knowledge of the team's purpose, or mission, and it's general goals. The team should also be trained on the devices which will be used to measure the neighborhood's current values and feelings about the police and other service organizations. The team will help develop those measurement devices, as well as those used later to test the effectiveness of the team. All team members must be willing to devote enough time to the training process, prior to their acceptance on the team. Initial training should be accomplished over a period of time, enabling team volunteers to attend without overburdening their time schedules. The training will be updated annually to keep abreast of changes,

According to R. O. Loen, once employees have been selected during the staffing process, the following four training activities should be conducted:

1. a basic orientation, outlining organizational goals and objectives .
2. a planned, scheduled training program aimed at teaching new personnel how to perform tasks expected of them .
3. an organized in-service training effort directed toward upgrading personnel .
4. a self-development training program designed to encourage personnel to develop themselves professionally,³⁴

Training is an important part of the staffing process, concerned with shaping the selected members "into knowledgeable, skilled, committed employees of the organization

³⁴ Loen, R. O., Manage more by doing less. (New York, McGraw-Hill, 1971), 126-131.

and remolding current employees".³⁵ It is imperative that the rank and file patrol and investigative officers and civilians within the police department and social service agencies understand the program, it's goals and it's objectives, in order to get the cooperation necessary to make the proper responses to the problems identified by the team, and how the police and social service agencies should respond to calls for service to the target areas.

The Problem Solving Process

The problem solving process must be explained to team members, in the context of neighborhood types of problems, and the team's ability to affect those problems in a positive way. The parts of the process, such as actual problem identification, problem analysis, the search for alternatives, evaluation of the alternatives, implementing the response, evaluating the results (feedback), and the flexibility to make adjustments based upon resulting feedback, must be identified. Goldstein spells out the problem solving process as a four step process including identification of the problem, analysis of the problem, responding to the problem, and assessing the results.³⁶

Once the team has received sufficient training to begin it's work, they should begin to interact with the selected neighborhood. The first task of the team would be to perform a random survey of at least ten percent of the people in the neighborhood to learn their concerns and their feelings about the police department's current services. The neighborhood should also be surveyed to learn about the effectiveness of the social service agencies. This can be accomplished by either a single or double survey, where one relates

³⁵ Sheehan, Cordner, 229.

³⁶ Goldstein, Herman, Problem-Oriented Policing, (New York, St. Louis, McGraw-Hill, 1990), 65.

to police responses, and the second to social service agency responses. (See Sample Survey, Appendix 3)

Upon receipt of a good random sample of the neighborhood, the information should be evaluated and the data stored. This will serve as the basic information for the test program. The team can use the information received as "additional information" in their evaluation or identification of the "problems". The information should be review each time the group looks for another problem during the identification and analysis stages.

Building Trust

The team should then begin the process of building trust in the neighborhood, by spending a great deal of time simply talking to members of the neighborhood. The team may want to attend P.T.O. meetings or other social gatherings as participants or guest speakers. They should inform citizens of resources available through the team, and what mission, goals and objectives the team has developed. They must make the neighborhood aware that better public service is the team's primary reason for existence. They must inform the people that the government exists because of the people and for the benefit of the people. ³⁷

The team shall be required to prepare a monthly report outlining the activities of the team for the previous month. The report shall include the number and type citizen contacts, the immediate problems identified, long term problems identified, and the actions taken by the team toward the resolution of each. It should also give specific statistical data relating to personnel management including, employee hours worked, vehicle repairs and expenses, vehicle mileage, and criminal investigations begun as a result of team efforts. These reports shall be submitted to the Oversight Team Commander on the first day of the week following the report period week. The report format should be adjusted as additional

³⁷

The Constitution of the United States of America.

information is needed by command. Though the gathering of statistics is not the primary purpose for the team's existence, they are necessary for management of the overall program.

Other than regular reporting, the neighborhood team will be setting it's own agenda. The Oversight Team will provide command policy and review team operations. The Chief of Police will have the option of making changes or eliminating the program if for some reason the program becomes ineffective in it's present form.

Other police department community programs should continue in present form, including the School Resource Officer Program. The School Resource officers are currently patrolling inside and around the San Benito High School. They provide security for students and school officials. They are available to talk to students about school or personal problems and have developed a rapport with the officers. These officers are a valuable source of information for the neighborhood team. The Drug Abuse Resistance Education (D.A.R.E.) Officer Program, scheduled to begin in October of 1993, will provide anti-drug abuse information to elementary school children. That officer will also provide the same basic assistance to the elementary schools as the School Resource Officers provide at the high school level. In addition, the police department is working on a School Resource Officer Program for the Junior High school. These programs will move forward as scheduled, and will supplement the neighborhood team's efforts.

The Crime Prevention Program will also be useful to the team by providing officers to give talks to citizens and groups, and provide crime prevention materials and information to members and groups in the neighborhoods when requested

CONCLUSION

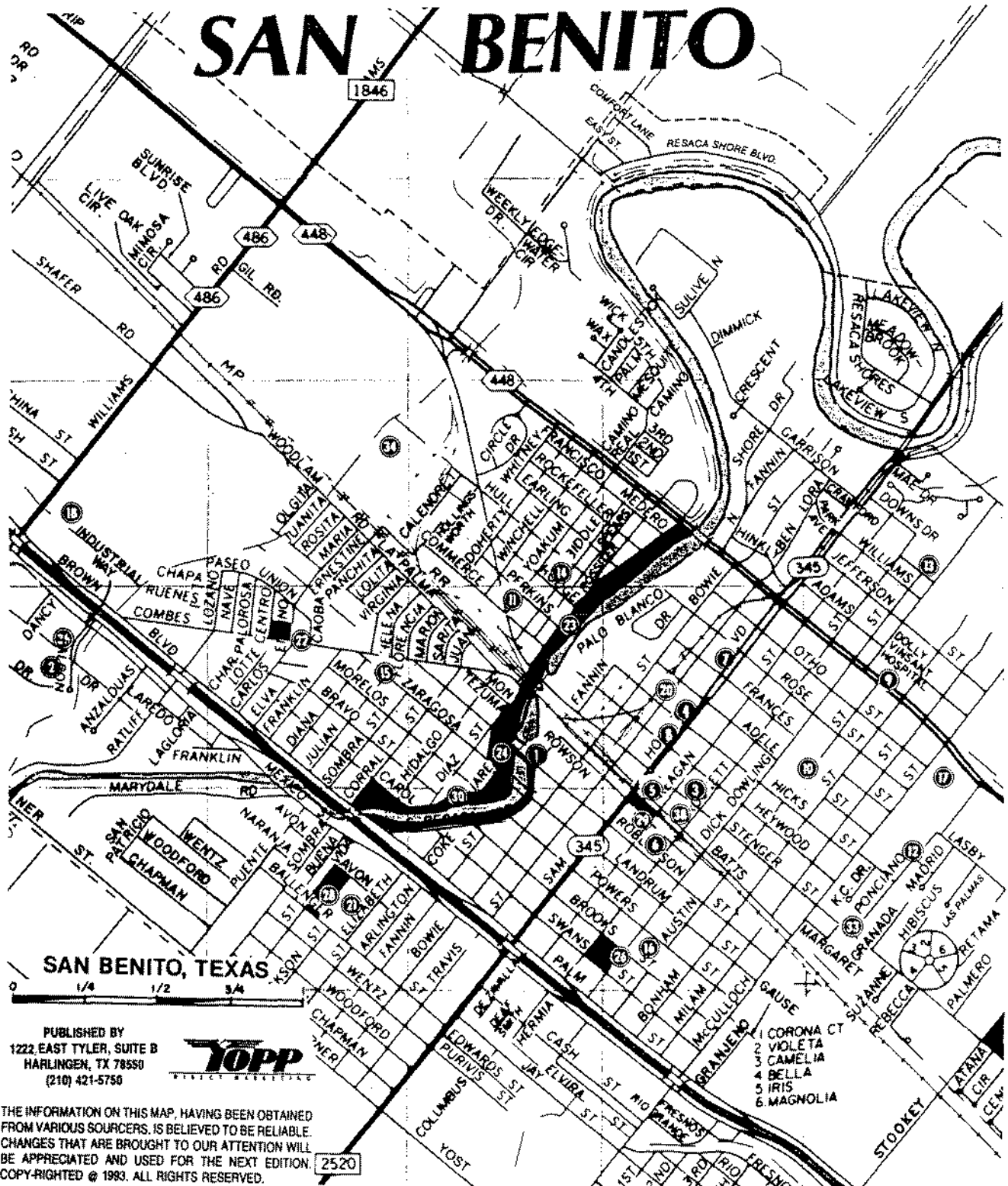
One must consider that the crime statistics will most likely rise as the program begins to work. Typically, as the people become more comfortable with the team's interaction with them, they will be more inclined to report crimes, previously left

unreported. We must look upon that as progress, rather than a detriment, as it shows the increased trust developed by the team. It is entirely possible that the crime statistics will not show any decreases for some time, as the team's work begins to pay off by reducing the underlying problems, which contributed to crime commission. The most important purpose for this program is the reintroduction of the police to neighborhood citizens. The renewed and improved relationship which should result from the program, will be instrumental in helping our citizens to take their neighborhoods back from criminals, and remove criminals from the community. This will be accomplished over a period of time, beginning with the target neighborhoods, and continuing through the remainder of the community. The financial impact on the police department budget will be largely unknown until the entire community is positively interactive with it's police department.

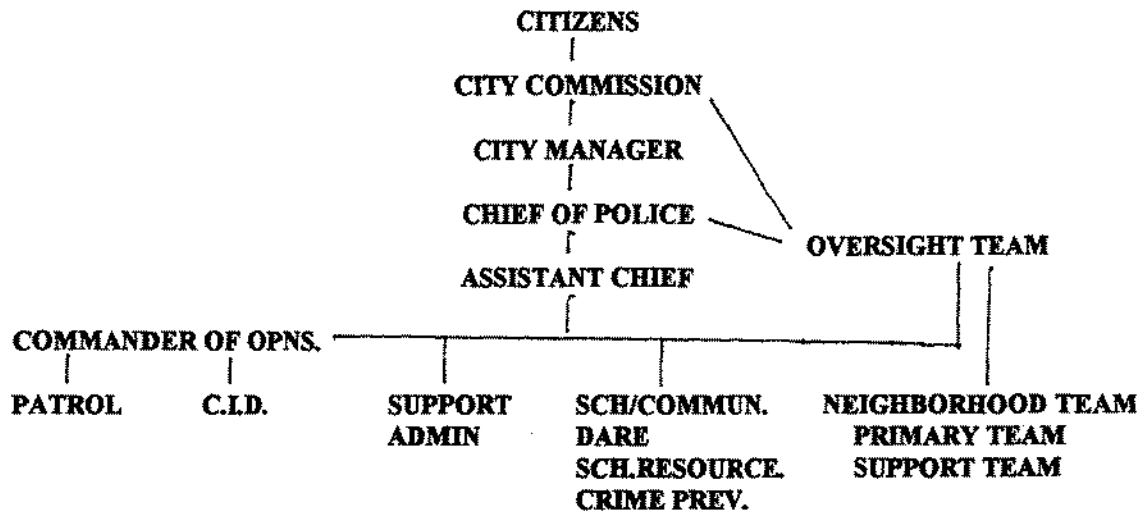
With support for this and other programs, the police department will be able to perform it's mission and achieve it's goals. (See Police Department Mission, Goals and Objectives, Appendix 4). The police department is determined to become respected, wanted, and loved by the community. We want to have a neighborly trusting relationship with our citizens, where we are an integral part of the lives of our citizens; one with them and them one with us. Perhaps the Neighborhood Team Program will move us toward eliminating the "us and them" relationship. Perhaps this will help the police and community all be called "us". Perhaps this will be our town.

MAP

SAN BENITO



ORGANIZATIONAL CHART



APPENDIX 3

SAMPLE SURVEY

Please take a few moments to complete this survey. The Police Department would like to know what you think of your police department and their performance. You do not have to put your name or address on this form. Once you have completed the survey, please return it to the San Benito Police Department at P. O. Box 1870, San Benito, Texas 78586.

	Very Good	Good	Okay	Not Very Good	Poor
1. What do you think about your police officer's appearance?					
2. What do you think about your police officer's speedy response to you requests for help?					
3. How do you feel you were treated when you had a personal contact with police officers?					
4. How were you treated when you spoke with police personnel on the telephone?					
5. How do you feel about calling the police for help in the future?					
6. How would you rate the overall performance of your police department?					

7. Do you think you police department could do a better job of serving you and other people in this community? YES _____ NO _____

We would like to hear you comments about the police. How can we do a better job for you? please take a few minutes to list your comments in the space provided below.

APPENDIX 4
SAN BENITO POLICE DEPARTMENT

STATEMENT OF MISSION

**IT IS OUR MISSION- --IN A COORDINATED EFFORT WITH THE COMMUNITY --
TO PROTECT ALL LIFE AND PROPERTY, USING ALL RESOURCES AVAILABLE, TO
UNDERSTAND AND PROVIDE FOR THE SERVICE NEEDS OF THE COMMUNITY,
AND TO IMPROVE THE QUALITY OF LIFE BY BUILDING CAPACITIES TO MAINTAIN
ORDER, RESOLVE PROBLEMS AND ENFORCE THE LAW IN A MANNER
CONSISTENT WITH THE LAW AND REFLECTIVE OF SHARED COMMUNITY
VALUES.**

TO PROVIDE QUALITY CUSTOMER SERVICE

VALUES THAT GUIDE OUR ACTIONS

OUR HIGHEST COMMITMENT IS TOWARD THE PROTECTION OF LIFE - - - - -
THE POLICE DEPARTMENT CONSIDERS PROTECTION OF LIFE IT'S HIGHEST PRIORITY.
POLICE POLICY ON "USE OF FORCE" REFLECTS THAT PRIORITY ALLOWING THE USE OF
DEADLY FORCE ONLY TO PROTECT THE LIFE OF THE OFFICER OR ANOTHER
PERSON.

WE ARE COMMITTED TO PROVIDING QUALITY SERVICE TO THE PUBLIC - - - -
OUR EMPLOYEES STRIVE TO PROVIDE A LEVEL OF SERVICE CONSISTENT WITH THE
HIGHEST QUALITY POSSIBLE.
WE CARE THAT OUR CITIZENS BE SATISFIED WITH THE LEVEL OF SERVICE WE PROVIDE.
WE BELIEVE THAT ALL CITIZENS HAVE EQUAL ACCESS TO THE SERVICES WE PROVIDE.

WE ADHERE TO DEMOCRATIC VALUES IN PERFORMING OUR MISSION - - - - -
WE BELIEVE THAT THE POLICE HAVE A RESPONSIBILITY TO PROTECT OUR DEMOCRATIC
WAY OF LIFE.
WE NEVER VIOLATE THE LAW IN THE PURSUIT OF POLICE OBJECTIVES.

WE ARE RESPONSIVE TO COMMUNITY AND NEIGHBORHOOD PRIORITIES - - - -

WE VIEW OUR RELATIONSHIP WITH THE COMMUNITY AS A PARTNERSHIP, JOINTLY
WORKING TO SOLVE COMMUNITY PROBLEMS.
WE VIEW THE SAN BENITO COMMUNITY AS BEING ALL CITIZENS OF THE CITY AND THE
NEIGHBORING AREAS, DEPENDENT UPON SAN BENITO.
WE SEEK COMMUNITY PARTICIPATION IN DEVELOPMENT OF NEIGHBORHOOD POLICING
STRATEGIES.
WE VIEW PROBLEM SOLVING AS A TEAM EFFORT BETWEEN POLICE, SCHOOLS,
RELIGIOUS ORGANIZATIONS, COMMUNITY GROUPS AND NEIGHBORHOOD
GROUPS.

WE TREAT PEOPLE WITH RESPECT, DIGNITY AND SENSITIVITY - - - - -

AS POLICE PROFESSIONALS, WE SEEK TO ENSURE:
EVERY CITIZEN IS TREATED WITH DIGNITY, FAIRNESS AND RESPECT.
EVERY CITIZEN IS TREATED SO AS TO PROTECT CONSTITUTIONAL RIGHTS.
WE WILL BE RESPONSIVE TO THE CONCERNS OF CITIZENS.
WE WILL BE COMPASSIONATE AND SENSITIVE WHEN DEALING WITH CITIZENS,
REGARDLESS OF THEIR CIRCUMSTANCES.

WE CARE ABOUT OUR EMPLOYEES JOB SATISFACTION - - - - -

WE VIEW EACH EMPLOYEE AS A VALUABLE MEMBER OF THE DEPARTMENT.
WE WILL USE DISCIPLINE AS A TOOL FOR DEVELOPING AND REINFORCING POSITIVE
BEHAVIOR RATHER THAN SIMPLY ADMINISTERING PUNISHMENT, PROVIDED
THAT THE CODE OF CONDUCT AND CODE OF ETHICS HAS NOT BEEN VIOLATED.
WE ARE COMMITTED TO ASSISTING EACH EMPLOYEE IN THE DEVELOPMENT OF
PROFESSIONAL AND PERSONAL COMPETENCE.
WE RECOGNIZE THAT EMPLOYEE HEALTH NEEDS ARE IMPORTANT TO THE
ENHANCEMENT OF PROFESSIONAL JOB PERFORMANCE.

WE ARE ACCOUNTABLE TO THE COMMUNITY FOR OUR ACTIONS - - - - -

WE RECOGNIZE THAT THE AUTHORITY AND RESPONSIBILITY WE CARRY IS PLACED
WITH US BY THE COMMUNITY, AND EXPECT TO BE HELD ACCOUNTABLE FOR
OUR ACTIONS.
WE WILL OBJECTIVELY INVESTIGATE ALL CITIZEN COMPLAINTS AND MAKE THE FINAL
RESULTS AVAILABLE TO THE COMMUNITY WE SERVE, UPON REQUEST.
WE WILL BE OPEN AND HONEST IN OUR DEALINGS WITH REPRESENTATIVES OF THE
MEDIA, EXPECTING THAT THEY WILL LIKewise BE FAIR IN THEIR PRESENTATION
OF KEY POLICE ISSUES.

SAN BENITO POLICE DEPARTMENT

GOALS & OBJECTIVES

GOALS

IMPROVE UNDERSTANDING BETWEEN POLICE AND COMMUNITY

- HELP THE POLICE OFFICERS BETTER UNDERSTAND THE COMMUNITY VALUES AND CONCERNS
- HELP THE COMMUNITY BETTER UNDERSTAND THE POLICE ROLE AND MISSION

HELP TO IMPROVE THE QUALITY OF LIFE IN SAN BENITO

- BY REDUCING THE GROWTH RATE OF CRIME IN THE CITY
- BY INCLUDING THE NEIGHBORHOODS AS PART OF THE COMMUNITY AS A WHOLE

IMPROVE COMMUNITY & NEIGHBORHOOD PARTICIPATION IN FIGHTING CRIME IN THE CITY

- BY EDUCATION
- BY PREVENTION
- BY TIMELY AND ACCURATE REPORTING

PREPARE FOR GROWTH OF THE CITY

- BY INCREASING LEVELS OF STAFFING
- BY INCREASING LEVELS OF AVAILABLE LOGISTICAL SUPPORT
EQUIPMENT
SUPPLIES
ORGANIZATION OF SUPPORT ELEMENTS
- BY PROVIDING ADEQUATE SIZED, UPDATED FACILITIES

ACHIEVE HIGHER LEVEL OF PROFESSIONALISM WITHIN THE DEPARTMENT

- BY PROVIDING BETTER TRAINING FOR ALL EMPLOYEES
- BY MAKING ADDITIONAL EDUCATION AVAILABLE TO ALL EMPLOYEES
- BY UNIFORM ACCEPTANCE OF MISSION AND VALUES OF THE DEPARTMENT
- BY POSITIVE REINFORCEMENT OF PROFESSIONAL BEHAVIOR
- BY RECRUITING THE MOST QUALIFIED APPLICANTS FOR CIVIL SERVICE TESTING

**BUILD A PROFESSIONAL WORKFORCE BY HELPING EMPLOYEES
BECOME MORE PROFESSIONAL INDIVIDUALS**

- PROVIDE PROFESSIONAL TRAINING TO ALL EMPLOYEES, LEADING TOWARD ACHIEVEMENT OF PERSONAL, AS WELL AS DEPARTMENTAL GOALS.
- PROVIDE INCENTIVES FOR EMPLOYEES TO ATTEND COLLEGE LEVEL, AND POLICE SPECIALIZATION COURSES, AND PROVIDE POSITIVE MOTIVATION FOR CAREER ENHANCEMENT.
- TRAIN EMPLOYEES ABOUT THE DEPARTMENT MISSION AND GOALS, SHOWING A POSITIVE CONNECTION BETWEEN THE INDIVIDUAL AND THE MISSION.
- PROVIDE POSITIVE INCENTIVES FOR BEING PART OF THE POLICE TEAM, AND OUR NEED TO BE PROFESSIONAL IN ACCOMPLISHING OUR MISSION.
- BY DEDICATING OUR EFFORTS IN RECRUITING THE VERY BEST APPLICANTS TO ENTER THE CIVIL SERVICE AND NON-CIVIL SERVICE PROCESS TO BECOME EMPLOYEES OF OUR DEPARTMENT. DEVELOPING A REPUTATION AS A "GREAT PLACE TO BE A MEMBER OF THE POLICE DEPARTMENT TEAM".

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MAP

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