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COMMUNITY BASED
POLICING

A P.O.S.T. Command College Research Project

by

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This Command College Independent Study Project is a **FUTURES** study on a particular emerging issue in law enforcement. Its purpose is **NOT** to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Studying the future differs from studying the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future -- creating it, constraining it, adapting to it. **A futures study points the way.**

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I have dedicated this entire research project to the memory of the late Fresno Police Chief George Hansen, who first introduced me to the concept of Community Based Policing.

EXECUTIVE SUMMARY

What is the future and prognosis of Community Based Policing? To answer this question, we first must know: what is Community Based Policing; how do we identify it; is it of any value; and what place should it have in the way police services are delivered?

Research has identified several similar concepts associated with the term, "Community Oriented" or "Community Based Policing". The most pronounced feature of this policing method is its commitment to community involvement and responsibility in preventing crime. It redirects available police resources to a proactive stance rather than a reactive position.

The Community Based Policing model calls for a dramatic shift away from our whole perception of how the "Police" go about their business of maintaining order, preventing crimes, and arresting offenders. It challenges the validity of our traditional means of evaluating police services, i.e., response time, crime and arrest rates, and preventive police patrol.

What does it do? It redirects patrol activities in a more purposeful or a proactive fashion. It civilianizes sworn positions whenever feasible. It establishes community groups and asks them how law enforcement can better police their neighborhood. Finally, it

decentralizes command to specific geographical areas with the goal to increase the intensity of police/community interaction.

Few police agencies have implemented such a program in its complete and integrated form. A number of police executives claim to have captured the essence of Community Based Policing but, upon close scrutiny, have only scratched the surface in the application of this policing model. Community Based Policing is often confused with policing strategies associated with the term "Team Policing", which calls for a decentralized and geographic based policing method. Team Policing may or may not stress the fundamental concept of Community Based Policing, that of intense citizen/police interaction.

What it does not do is alter the primary police mission of reducing crime and giving the citizen a feeling of personal safety in his or her own community. Community Based Policing is innovative and offers an alternative to our traditional model for the delivery of police services. To date, law enforcement has been unable to stem the tide of crime. Community Based Policing gives us hope by calling on our most powerful ally, the citizen, for help.

Is this approach to policing of any value? This research study, completed under the auspices of the POST Command College, attempts to answer that question. The study employs a direct research methodology of identifying agencies employing Community Based Policing

programs, evaluates these programs before and after implementation, establishes a strategic plan for the implementation of a Community Based Policing model and projects that model to the future.

The study borrows from the body of knowledge presented during the two-year Command College course of instruction with an emphasis toward the future. Trends affecting the delivery of police services are reviewed and projected toward what impact they might have on future policing models. Several scenarios describing how Community Based Policing may develop by the year 2000 are presented. Finally, a summary of conclusions is presented that reflects what the future of Community Based Policing will most likely be.

I. INTRODUCTION

A. HISTORICAL PERSPECTIVE

Policing, as we know it today, was born out of the industrial revolution in England in the 1700's. Urban crime in metropolitan London reached such heights that in 1776 the Lord Mayor himself was robbed at gunpoint on a London street. Within the next decade, the Duke of York and the Prince of Wales both were mugged as they walked the streets of London.

Out of this turmoil was the first attempt at preventive police patrol. In the 1820's England's Home Secretary, Sir Robert Peel, advocated the creation of a full time police force to combat crime in metropolitan London. By 1829 he had pushed passage through Parliament of an act establishing a civilian force to patrol the London metropolitan area.

Law enforcement as a profession had reached its first milestone; the establishment of a civilian police force whose function was to prevent crime and apprehend offenders by patrolling a designated area. Peel's departure from the use of the military to police the civilian population foreshadowed policing of western Europe and the Americas as

we know it today. His first patrolmen wore civilian attire and were designated to patrol, on foot, certain areas of the city for prescribed periods of time. They communicated by whistle and by tapping on the cobblestones of the street. These first patrolmen were to become known as the "Bobbies" of London.

It is important to note that Sir Robert Peel's specific intentions in developing his patrol force involved placing his officers in civilian attire and developing ties with local residents. His efforts foreshadowed the community involved policing models of today. Peel understood the relationship between the officer and the citizen he served, for they shared a common goal that is true today - that of crime prevention.

That legacy was passed on to America's law enforcement officials. Foot patrols became commonplace throughout America's urban centers. Technology enhanced our policing efforts, as evidenced by the application of the telegraph and telephone as a method of law enforcement communication during the late 1800's. The horse and bicycle were also adapted to aid in the delivery of police services.

In the 1920's Police Chief August Vollmer introduced the first fully motorized police force in Berkeley, California. Two-way radios were introduced to police work by 1930, and the era of the foot patrolman was coming to an end. The introduction of the motor vehicle had significant impact on how we delivered police services. No longer was the foot patrolman present to interact regularly with the citizen he served. We opted for speed and efficiency in our crime prevention efforts while reducing interaction with our communities. The "cop on the beat", the neighborhood policeman, no longer existed.

B. RELEVANT RESEARCH

Unfortunately, the application of new technology has not solved the problem of crime. Motorized patrol, Computer Aided Dispatch (CAD), and a national crime information system have yet to make urban streets any safer than metropolitan London in the 1700's.

The turmoil of the 1960's generated a review of traditional police strategies. Police researchers began to question law enforcement's traditional assumption and values. The effectiveness of random police patrol, the significance of response time, and the fluctuating crime

rates were challenged as valid barometers for evaluating police service. A profession so ingrained with a paramilitary tradition and reluctance to change was under tremendous attack.

In 1965, President Lyndon B. Johnson established a Presidential Commission on Law Enforcement and Administration of Justice. The Commission's final report, The Challenge of Crime in a Free Society,⁽¹⁾ was published in 1967. The Commission recommended that criminal justice agencies should welcome the efforts of researchers and other independent experts who understand their problems and operations. These agencies cannot undertake needed research on their own; they urgently need the help of outsiders, according to the Commission.

In the early 1970's, the most in-depth analysis of preventive police patrol was undertaken in Kansas City, Missouri, sponsored by the Police Foundation. The results of this research shook the foundation of the traditional law enforcement view that preventive patrol was the backbone of law enforcement crime prevention and deterrent efforts.

"Beginning in October, 1972, 15 Kansas City police beats were divided into three groups of five

beats. Each group of five beats was to receive one of the following three levels of patrol activity for a one-year period:

1. Reactive Beats - no preventive patrol was to be performed in these areas.
2. Control Beats - preventive patrol was to be carried out as usual.
3. Proactive Beats - two to three times the normal level of patrol was to be implemented.

"The general finding of this study was that variations in the level of preventive patrol had no measurable effect on the relevant outcome measures. Stated differently, the crime rates and levels of citizen satisfaction found in reactive, control, and proactive beats were not significantly different from each other at the end of the one-year experimental period."(2)

Following the Kansas City study, researchers began taking a hard look at the performance measures associated with delivering police services. The following table, taken from a National Institute Research report, (3) lists the common performance measures found in police research: (See following page).

<u>Type of Study</u>	<u>Associated Measures</u>
Crime Prevention	Uniform Crime Report (UCR) Index Locally, reported crime rates Victimization rates (survey) Probability of crime interception Citizen-perceived fear of crime Citizen-perceived level of safety
Police Response Time	Travel time (with/without dispatch time) Travel distance Dispatch delay Citizen reporting delay Apprehension probability Citizen satisfaction w/response time
Patrol Productivity/ Manpower Allocation	Patrol officer workload Patrol officer safety (injuries) Crime/Victimization rates Travel time Frequency of preventive patrol passings Citizen complaints Officer complaints

Police executives began experimenting with new systems to improve the quality of police service. Much of the impetus for experimentation were the conclusions reached by the President's Commission on Law Enforcement and Administration of Justice. One of the key recommendations of the Commission was that:

"Police departments should commence experimentation with a team policing concept that envisions these with patrol and investigative duties combining under unified command with flexible assignments to deal with the crime problems in a defined sector."(4)

Most of the efforts in police research were directed toward establishing a linkage between preventive patrol and its relationship to crime prevention and crime deterrence. It was presumed that preventive police patrol both prevented and or deterred criminal acts. However, the President's Commission Task Force on Science and Technology questioned the usefulness of standard preventive patrol:

"Police on 'preventive patrol' cruise the streets to look for crimes in progress. Presumably, this activity prevents crime because it poses a threat of detection and immediate apprehension. However,

there is little evidence on how much crime is thereby prevented or on how much would be prevented with alternative patrol tactics."(5)

Law enforcement was finding that some of its basic premises were being effectively and scientifically challenged by police researchers.

1. LESSONS LEARNED

Research prompted by the President's Commission on Law Enforcement and Administration of Justice (1967), along with the vast amount of research sponsored by the Law Enforcement Assistance Administration (LEAA) and its successor, the National Institute for Justice (NIJ) led us to several specific findings regarding the delivery of police services. Skolnick and Bayley, in their text The New Blue Line,(6) identified the following seven findings as characteristic of this research.

- a. Increasing the number of police officers does not necessarily reduce crime.

- b. Random motorized patrol does not reduce crime or improve the chance of apprehending offenders.
- c. Two-officer patrol cars are no more effective than one-person patrol cars in reducing crime or apprehending offenders.
- d. Saturation patrolling does reduce crime temporarily but, generally, only displaces it to other areas.
- e. Police on patrol rarely encounter crimes of violence in progress.
- f. Improved response time to emergency calls does not increase the likelihood of apprehending offenders.
- g. Crimes are solved because offenders are identified and apprehended near or about the time of the criminal act. Detectives do not solve crimes by finding clues, but by working with known suspects and collaborating evidence obtained from victims and witnesses at the scenes of crimes.

Research efforts reviewed and compiled by the National Institute of Justice(7) suggests a number of alternatives to the present system of preventive patrol. The question of police response time should be prioritized. If citizens perceive their call for service to be non-emergency and are informed as to the reasons for a delayed response, they are satisfied. This allows for a higher availability of police units to respond to emergency calls thereby creating a faster response time for the critical call for service. The use of civilians to handle calls for service not requiring a sworn officer is another possible solution to police resource allocation. Some calls can be handled over the phone or by a civilian responding to take a traffic accident report or a crime report where there are no suspects or evidence. Applying a priority system and the utilization of civilians gives greater flexibility to patrol commanders in their efforts to redirect patrol forces. This would allow for the deployment of the split-force concept which calls for some units handling calls for service while others perform directed patrol activity in high crime rate areas.

There is no reason to believe that police departments will become less labor-intensive in the 1990's. New technologies do offer the potential to reduce labor costs. However, the in place technology of the 1980's, i.e., Computer Aided Dispatch and records automation, has yet to reduce labor costs. The police manager finds himself in the position of responding to an increasing number of calls for service while not having a corresponding increase in resources to meet the need. Civilianization offers the best hope to counter this disparity. The utilization of civilians will be more cost effective and save sworn personnel for more critical assignments.

With traditional police strategies being effectively challenged, how do we now rate the effectiveness of police forces? The Police Executive Research Forum (PERF), in a 1983 publication,(8) challenged standard evaluation criteria by listing four myths associated with previous police evaluation efforts:

Myth #1: Low crime rates show that a police agency is efficient and effective.

Myth #2: A high arrest rate shows that the police are doing a good job.

Myth #3: A high ratio of police to citizens means high quality police service.

Myth #4: Responding quickly to citizens' calls for service shows that a police agency is efficient.

PERF called for police agencies to be evaluated on the characteristics of leadership, policy, and organizational structure.

Leadership addressed the issue of what kind of person was the police chief. Was he a visible and accessible leader who would strive to improve police services; did he set a tone for the agency by action as well as words; did he hold officers accountable for any abuse of citizens' right to due process; did he emphasize restraint in the use of force; did he articulate the agency's policies and were they understood?

Does the police agency have a clear sense of its goals and objectives? Cited by PERF were the objectives listed by the American Bar Association's Advisory Committee on the Police Function, (9) which included:

- * Protect the constitutional guarantees of all persons;
- * Reduce the opportunities for crime;
- * Help people who are in physical danger and find care for those who cannot care for themselves;
- * Resolve conflict;
- * Identify crime and criminals, arrest offenders, and testify in court;

- * Be aware of potential problems affecting law enforcement and other governmental agencies;

- * Control traffic;

- * Create and maintain a feeling of security in the community; and

- * Provide other police services to the community.

As important as the goals of an agency are, the true test is are they practiced operationally.

Organizational characteristics cited by PERF dealt with the selection and training of police officers. Are the best people selected, are they trained effectively, and do they respect individual rights and conditions that must exist in any excellent police agency.

Finally, does the police agency communicate well and coordinate with the citizens they serve, other law enforcement agencies, and the community. Such cooperation allows for a concerted effort in an agency's crime prevention efforts.

C. CONCLUSIONS

Where do we go from here? What police delivery systems will work in the year 2000? In an interview published in the Christian Science Monitor,⁽¹⁰⁾ George L. Kelling (JFK School, Harvard University) argues that police officers should be primarily concerned not with fighting crime but with improving the quality of human life. Kelling argues that crime deteriorates a community's quality of life. The community must become the front line against the criminal element, with the police backing them up. He cites the utilization of several new concepts now emerging that would result in improving the quality of community life:

1. Patrol units are back on the street;
2. Neighborhood crime watch groups have mushroomed across the country;

3. Efforts in cities to remove barriers between citizens and police, i.e., mini-stations and consultations with community groups.

Kelling identifies this approach to police services as Community Based Policing.

II STATEMENT OF NEED

Our nation is about to enter the 21st century. The future holds opportunities and challenges unparalleled in times past. Trends forecast in the 1980's will be realities of the future. There is great promise for the future in light of our technological advances. However, we carry to the future many of mankind's present problems. Social scientists have identified a number of trends that will impact society as it moves toward 2000 A.D.:

- The disintegration of the traditional American family.
- The end of the industrial revolution and the movement toward the information age.
- The shift in population from the north central industrial centers to the sun belt states in the south and west.
- The aging of our population.

The impact of such trends in law enforcement will be significant. The changing American family has broken down many

of the controls previously exercised in our society. Rates of teenage pregnancy, alcohol and drug abuse, and domestic violence have risen steadily with the breakdown in our family structure. Law enforcement has had to respond to these manifestations of social ills.

The end of our industrial era has left many blue collar workers without paychecks. Unemployment in our industrial cities in the north and midwest is staggering, with no relief in sight. Our information age demands new education skills which many of our blue collar workers are unable to obtain. Frustration breeds crime, and beleaguered police forces react.

A shifting population base strains the law enforcement resources in the sun belt states and reduces tax resources for the older northern and central states.

The aging of our population is a two-edged sword. On a positive note, the number of young males between 16 and 25 will decrease for the foreseeable future. This age group accounts for the largest amount of criminal activity, therefore crime should not rise to the degree that it has previously, but with people living longer and having more free time, their demand for redirected

police services will eat up the benefits derived from an older population base.

These factors lend themselves to projections regarding crime and law enforcement's response to it:

1. Crime will continue to be reported in significant numbers and will be perceived as a major domestic problem for our nation.
2. Funding resources for police services will not expand and, in some instances, will be reduced.
3. Demands for service will increase with a growing and aging population.
4. Technological advances, although significant, will not reduce crime.

American police executives will be faced with demands for increased service with no more additional resources to match those demands. This quandary will force a reassessment in how we deliver the limited police resources available and, at the same time, meet the expectations of our constituents.

Community Based Policing is one alternative that police executives may utilize to meet the challenges presented to them in the years to come.

III STATEMENT OF OBJECTIVES

This study is intended to meet four specific objectives in relationship to Community Based Policing:

- * Define Community Based Policing;
- * Evaluate Community Based Policing as a system for the delivery of police services;
- * Present a strategic plan for the implementation of a Community Based Policing model; and
- * Project a Community Based Policing model for the year 2000.

IV RESEARCH DESIGN

Community Based Policing, as a system for the delivery of police services, does not lend itself to standard research design. It is as much a philosophical approach to the policing of a democratic society as it is a system with form and structure. It is the intent of this research strategy to evaluate the effectiveness of Community Based Policing and how one might create such a system within a police organization.

In my discussion with Jerome Skolnick, a sociologist and professor of law at the University of California at Berkeley, he proposed the following as the ideal research design to evaluate Community Based Policing. First, identify two urban cities with similar demographic characteristics; apply the Community Based Policing model to one of the entities and leave the other as a control factor. After a period of time, at least one year and preferably two, test the effectiveness by simply measuring citizens' feelings of personal safety and their attitude toward police services. In order to validate such a research design, it would be necessary to repeat the process several years hence. Obviously, the funding and logistics of such research would be prohibitive in a study such as mine; however, it does pose the interesting possibility that any long term evaluation of Community Based Policing will require that sort of investment.

The research design for this project will not be so grandiose, but will meet the guidelines outlined in the Command College curriculum and will call for a specific strategy to collect and analyze data utilizing the following procedures:

A. REVIEW OF THE LITERATURE

A comprehensive review of the literature was conducted. The literature review included books, magazines, periodicals, and policy statements from agencies employing Community Based Policing programs.

B. INDIVIDUAL INTERVIEWS

Three police agencies were identified as having at least a minimum of Community Based Policing programs. Political leaders, community activists, and law enforcement officers were interviewed in each one of these three jurisdictions regarding their understanding and assessment of the programs implemented by their local agency.

C. SITE VISITS

Each of the three identified jurisdictions was visited. Inspections of physical plant and the review of significant crime data were completed. Some agencies were visited several times in order to broaden the scope of the inquiries.

D. BRAINSTORMING

Volunteers with various police backgrounds and interested community members met on several occasions to discuss and review the benefits and problems associated with Community Based Policing.

E. TREND ANALYSIS (STEEP TECHNIQUE)

Forecasting of certain trends impacting police services were reviewed for their implications in regard to Community Based Policing. Included were the assessment of the social, technological, economic, environmental, and political trends that may affect the future of Community Based Policing.

F. STRATEGIC PLANNING (SMEAC)

SMEAC (the five-paragraph order) was utilized to develop a plan to implement a Community Based Policing model.

G. FUTURE SCENARIOS

Three alternative projections involving the future of Community Based Policing were presented. These models were forecast for the year 2000 A.D., with the most likely scenario being identified.

H. CROSS IMPACT ANALYSIS

An analysis of identified trends and their possible impact on future events was completed.

I. CRITICAL MASS IDENTIFICATION

Those individuals who would play an important role in the development of any future Community Based

Policing model were identified. Their possible positions in reference to Community Based Policing were dealt with in cross impact analysis and scenario projections.

V. THE FUTURE

A. INTRODUCTION

In order to prepare for the future, one needs to develop a systematic process that removes the blind guessing of future events. The Command College course curriculum outlined appropriate methods to identify trends and make realistic forecasts for the future.

My research project, involving Community Based Policing and its future, employed three general approaches. First, a review of the literature, both past and present, with an emphasis toward future trends and the application of high technology; second, an assessment of present police innovation and its potential for future application; and third, the establishment of a select group of individuals who would utilize various techniques including brainstorming and nominal group exercises to plan for the future.

In drawing from the present literature, heavy emphasis was drawn from two recent publications: In Search of Excellence,⁽¹¹⁾ by Peters and Waterman, and The New Blue Line, by Skolnick and Bayley. In Peters and Waterman's text, eight factors are described which are most commonly

found in successful businesses across the country. Decentralization and participatory management were some of the common denominators found in successful private enterprises. In Skolnick and Bayley's text, police innovation was researched in six major U.S. cities. Interestingly enough, there were common factors found in successful American businesses and new policing models uncovered by Skolnick and Bayley. This research was drawn upon in forecasting the future of Community Based Policing.

In similar fashion to Skolnick and Bayley's approach, this research project identified three police agencies within the State of California utilizing either Community Based Policing or one of its subprograms. Site visits and interviews were conducted with individuals involved with these Community Based Policing models. The law enforcement agencies identified in this project are the Oakland Police Department, Fresno Police Department, and the Fresno County Sheriff's Department.

The planning group which was formed included staff and line police officers from my own department, City planners, Finance personnel, business leaders drawn from the Chamber of Commerce, and members from Neighborhood Watch groups. This planning group could be established in any

organization and, in that sense, is generic. What made this group realistic is that it was not brought together purely for this research exercise, but was a planning group designed to look at the future of Community Based Policing for the City of Clovis. It involved itself with future demographic projections and environmental plans geared to the year 2000.

B. SUCCESSFUL INNOVATION

In looking at the literature as it applies to the future success of police innovation, two concepts emerged as most important; 1) identifying the key factors found in successful organizations, and 2) what are the state of the art attempts at police innovation. Peters and Waterman's text, In Search of Excellence, satisfied my first prerequisite, and Skolnick and Bailey's text on police innovations in six American cities met my second requirement.

Peters and Waterman identified eight factors associated with success in American business. They included:

1. A BIAS FOR ACTION.

Meaning that successful corporations were proactive and don't get paralyzed in the decision making process.

2. CLOSE TO THE CUSTOMER.

Successful companies learn from the people they serve. Many of the innovative companies got their best product ideas from the customers themselves. That comes from listening intently and regularly.

3. AUTONOMY AND ENTREPRENEURSHIP.

These companies fostered many leaders through the organization and pushed their people toward innovation and risk taking.

4. PRODUCTIVITY THROUGH PEOPLE.

Excellent companies promote and respect their individual employees, for they produce the product.

5. HANDS-ON, VALUE DRIVEN.

Basic company philosophy drives an organization rather than technological advancement.

6. STICK TO THE KNITTING.

Meaning that a company needs to stay reasonably close to the business they know and understand - do what you do best.

7. SIMPLE FORM, LEAN STAFF.

Flattened organizations with lean top level staffs.

8. SIMULTANEOUS LOOSE-TIGHT PROPERTIES.

Excellent companies are both centralized and decentralized. Core values are centralized yet autonomy is pushed downward in the organization where the product is developed and the service provided.

It would seem logical that if these same eight factors of success were applied in the public sector, they would improve the organizational delivery systems of even the most rigid bureaucracies. With these factors in mind, I researched the literature for innovative police techniques and compared present day police innovation with the eight factors of success outlined in In Search of Excellence.

Skolnick and Bayley's work identifying police innovation in six urban cities met the criteria. The common factors associated with police innovation were identified as: police/community reciprocity, a real decentralization of command, reorientation of patrol, and civilianization. Skolnick and Bayley identified these elements as the wave of the future for policing models. They phrased this model of policing as "Community Oriented Policing". In looking at the six cities identified by Skolnick and Bayley (Oakland, Santa Ana, Houston, Denver, Detroit, and Newark), special emphasis was placed on finding correlation between the eight principles of success outlined by Peters and Waterman and the new policing techniques employed in these cities.

It is evident that correlations do exist. Decentralization, participatory management, and a flattened organizational structure were evident in both successful American business

and the newest attempts at police innovation. These futuristic policing models had met success in terms defined by Peters and Waterman. Skolnick and Bayley went a step further and identified four requirements for successful innovation of any Community Based Policing model:

1. Most important is a police chief's commitment to the values and implications of a crime prevention and Community Based Police department.
2. The necessity of a police chief to espouse his values toward Community Based Policing by modifying, even manipulating departmental personnel to enlist their support in the service of those values.
3. Community Based Policing, once established, must be defended against the traditional and reactive influences of most police organizations.
4. Community Based Policing is unlikely to happen without public support.

What I found most interesting in the review of this literature is that successful American private enterprise seems

to foreshadow what will work in the public sector. On the one hand, it is unfortunate that the public sector does not stay as progressive and innovative as the private sector. The obvious benefit of this reality is that private sector innovation actually forecasts the future that direction of public bureaucratic agencies, including the police, will take.

C. FIELD STUDIES

1. Oakland, California

The City of Oakland is a metropolitan urban community of 362,000 population. It has always fallen in the shadow of its sister City, San Francisco. Where San Francisco has been known for its liberal life style and cosmopolitan atmosphere, Oakland has been looked to as a poor, black, crime infested city which gave birth to the "Black Panthers" and, at one time, had the distinction of having the highest crime rate in the State of California.

The majority of Oakland's residents are non-white. In 1985, almost 100 murders were committed in Oakland and already in 1986 they have well over 140 murders reported. Drugs are a serious problem and are easily available in the black ghettos of Oakland. Violent street crimes and open prostitution are also serious problems confronting the City and its police force.

In 1980 came a new approach to help the City combat its major crime problem. Major developers in

downtown Oakland felt that it was economically unfeasible for the redevelopment of the downtown area unless the pervasive fear of crime was eliminated. It was theorized that white professionals would shun downtown Oakland if they felt unsafe. These major developers, who numbered less than half a dozen, approached City government with an offer to provide financial assistance to increase downtown police walking beats in order to reduce the opportunity and fear of crime.

Originally, the project was planned for ten years, with the City of Oakland slowly picking up more and more of the cost of the program. After ten years, the program was to be totally financed by City revenues. At the same time, redevelopment began in earnest in downtown Oakland.

The result of this joint venture has had obvious positive results. Since 1980, violent street crime in downtown Oakland has been cut more than half. New corporate facilities housing such giants as IBM have been constructed in the downtown area. A new convention center, anchored by a Hyatt Regency Hotel, has visibly altered the appearance of downtown Oakland.

The walking beats, originally funded at only five, have grown to 30 with the City picking up the major burden of the cost. The whole concept of a walking beat officer dramatically changed. Previously, older officers close to retirement were assigned to the walking beats, taking few reports, making fewer arrests, and enjoying the Saturdays and Sundays they had off. Today's walking beat officer is generally young, aggressive, and takes pride in keeping his or her beat free of the street criminals that used to roam in downtown Oakland.

Oakland's downtown walking beats have had positive and measurable results. They have not often apprehended violent criminals in the act but have forced their displacement out of the central business district, thus accounting for a reduction in violent crime in the downtown area. Another interesting phenomenon of the walking beat program is its impact of "soft crime", that crime which is defined as victimless such as prostitution, panhandling, public intoxication, and lewd conduct has been all but removed from the downtown Oakland scene. In years past, it was common for commuters working in downtown Oakland to be accosted by panhandlers and drunks to and from work, but not any longer. The one area which the

walking beat has been unable to displace are the mentally ill who live in subsidized tenement style hotels in the downtown area. This is perceived as not only a problem in Oakland, but in every other metropolitan area.

The other valuable asset gained by the walking beat officers in Oakland is the ties to the community. I saw numerous instances of positive personal contact between walking officers and the business community, walking officers and the elderly, and walking officers and even the mentally ill. First name exchanges were common and not the exception.

From the viewpoint of both the business community and the police force, the walking beats in downtown Oakland have been truly successful. Since 1980, because of redevelopment and the visibility of Oakland Police Officers, downtown Oakland has had a face lift. New skyscrapers have been constructed and the human misery associated with street crime, prostitution, and drug sales have been removed from the streets of downtown Oakland. One might argue that this crime has been merely displaced to other areas of the City. That might be, but by doing so it has brought an economic

rebirth to the City of Oakland and along with it increased revenue to City government who, in turn, can provide better services throughout the entire City. The positive interaction between beat officers and private citizens has made Oakland a safer City both in terms of perception and reported crime.

2. Fresno, California

The City of Fresno, population 280,000, lies in the center of the San Joaquin Valley. It serves as the hub of one of the largest agricultural centers found in the world. During the last 20 years it has seen a phenomenal growth rate and is presently the eighth largest city in California. Up until the late 1970's, Fresno's Police Department was typical of older traditional models. There had been several scandals associated with some of its earlier police chiefs which tarnished the reputation of the Police Department.

In 1978, for the first time in its history, the City of Fresno reached outside its own ranks and selected George Hansen as its new Police Chief. Hansen, a retired Army Lieutenant Colonel and Vietnam veteran, had been the police chief in Sunnyvale, California and Lincoln, Nebraska. He brought a totally new policing concept to an otherwise tradition-bound police agency. He advocated policing by objectives and styled his policing theory around community and police cooperation. He called his policing model "Community Based".

He divided his city into four policing areas, assigned command officers responsibility for the specific areas of the city. He was careful in aligning these sectors to avoid them becoming politicized but did draw these boundaries, to some degree, along racial and ethnic characteristics and then insured that a black or Hispanic commanding officer was appropriately assigned. He established mini-stations or dressing stations in each of these areas. They did serve as headquarters for the area's policing teams, but were not open to the public.

He successfully intensified police/community interaction by the establishment of literally hundreds of Neighborhood Watch groups. This concept eventually spread to the entire City and involved 30,000 to 50,000 citizens. In November, 1982 he celebrated his Community Based Policing model by sponsoring a rally against crime at the local convention center. He scheduled the rally in conjunction with the holiday season with its dramatic increase in crime. He elicited the support of the community and local businesses to promote this rally against crime. Celebrities were invited, admission was free as were the displays. He allowed no

commercialization of the rally, and it was an overwhelming success with over 10,000 citizens in attendance.

George Hansen established Fresno as a modern, progressive police agency. His work was acknowledged by government officials as well as organizations such as the Police Foundation. Police executives from all over the nation visited Fresno to view, first hand, success at Community Based Policing. Lee Brown, the new Police Chief in Houston, Texas, sent representatives to Fresno and took back with them ideas later implemented in Brown's own innovations in Atlanta and Houston.

George Hansen was a premier law enforcement executive who first introduced me to the concept of Community Based or Community Based Policing. He was a man of extraordinary vision and competence. In a short period of time, he had involved a large portion of his citizenry in an active police/community organization. A sense of security began to permeate the City as more police units became visible and as Neighborhood Watch groups blossomed. Crime rates began to drop and citizen satisfaction improved.

Chief Hansen died suddenly in 1983 and with him some of the force and drive for Community Based Policing. Chief Hansen had yet to decentralize his investigative services or open his mini stations to the public. That, I believe, was for the future.

Overall, Fresno's Community Based Policing brought new life to a community reeling over the impact of urban crime. Chief George Hansen exemplified Skolnick's description of the necessity of strong leadership as a key factor in establishing any Community Based Policing model.

3. Fresno County

The Fresno County Sheriff's Department is comprised of 288 sworn deputies, 160 Correctional Officers, and 226 civilian personnel. It provides law enforcement services to the unincorporated area of Fresno County, with a total population of 160,000. Fresno County is the fifth largest county in the State of California with 6,000 square miles and a population of 580,000. Until 1983, law enforcement service was provided in a traditional mode utilizing a central headquarters in downtown Fresno and one small substation located in the southern part of the County.

In 1983, under the direction of Captain Richard Pierce who was the patrol division commander at the time, Fresno County Sheriff's Department developed an Area Based Policing model. It stressed the concept outlined by Lubans and Edgar in their text, Policing By Objectives.⁽¹²⁾ Prior to the implementation of Area Based Policing, Fresno utilized a traditional mode in the delivery of their law enforcement services. Centralized control emanated through a strict chain of command emanating from management personnel centrally located in downtown Fresno. Their entire response to

police problems was reactive, with total reliance on specialized units for follow-up investigations and crime scene processing. There was little civilianization within the operation and, in fact, sworn deputies were still utilized to answer phones and dispatch officers. There was no formalized method utilized to establish meaningful dialogue between citizens and Sheriff's deputies.

In 1983, Sheriff Hal McKinney adopted for his Department the concept of Area Based Policing. Community Service Officers were hired and the dispatch function was civilianized. The County was divided into four geographical areas, with a lieutenant designated as an area commander who was responsible for providing police services in his area. All patrol deputies became generalists and were entirely responsible for the investigation of all property crimes, to include the processing of crime scenes. Four County-wide substations were established for the area commanders along with 20 mini-stations manned by community service officers. Emphasis was placed on Neighborhood Watch as well as Business and Farm Watch. Funding for the mini-stations came from community development block grants.

It is interesting to note that the Sheriff's Department's Area Based Policing model was implemented approximately one year after Fresno Police Department's Sector Policing model. However, little if any coordination between the two agencies occurred even though they both implemented a form of Community Based Policing. Both agencies relied heavily on the work accomplished by the Santa Ana Police Department with both agencies visiting Santa Ana on a number of occasions. Traditional rivalry accounts for this poor communication even though the agencies are headquartered only 100 yards from each other.

Site visits in rural Fresno County involve visiting the contract city of San Joaquin, population 2,500, and the rural communities of Caruthers, Riverdale, and Squaw Valley. Satisfaction with the area policing model established by the Sheriff's Department varied from community to community. Caruthers and Riverdale, who had no Sheriff's substation manned by Community Service Officers, felt that the Sheriff's service was not adequate. Contacts with downtown merchants in these rural communities revealed dissatisfaction with response time and the lack of follow-up on criminal offenses. Those negative reactions contrasted to the

more positive feelings about Area Based Policing found in San Joaquin and Squaw Valley. In these communities the Sheriff's Department had established either substations or mini-stations staffed by Community Service Officers. Community Service Officers and Deputies had more contact in these areas with the citizens and thus the rapport between citizens and Sheriff's Deputies was much more positive. A common denominator found in Squaw Valley and San Joaquin was the availability of either a Deputy or Community Service Officer, and in Caruthers and Riverdale the lack of the same.

During recent budget considerations (FY 1986-87) by the Fresno County Board of Supervisors, a proposal was made to eliminate Community Service Officers throughout the County. Where Community Service Officers were stationed, citizens organized themselves, appeared at Supervisors' meetings, and were able to overcome the County Administrator's call for elimination of them as a budget necessity. It became quite evident that the Community Service Officers working for the Sheriff's Department were viewed in positive terms by rural residents of Fresno County.

Overall, staff members at the Sheriff's Department and the majority of residents in rural Fresno County find Area Based Policing to be successful. Community Service Officers have established themselves as community activists and have helped establish Neighborhood Watch, Business Watch, and Farm Watch through Fresno County. According to some Sheriff's personnel, the weaknesses of the Sheriff's Department's Area Based Policing model stem from its failure to truly adopt the MBO model originally outlined in this concept and its failure to decentralize some of its investigative services.

D. PLANNING FOR THE FUTURE

The planning group referred to on page 32 was established to assist in this research project, and met on several occasions to identify current and emerging trends that would impact any future Community Based Policing model. The group identified the following trends as significant in relationship to the Community Based Policing mode:

1. Population growth.
2. Funding limitations.
3. Increase in reported crime.
4. Training of law enforcement employees.
5. Changing political leadership.
6. The development of high technology.
7. Increased calls for police services.
8. Weakness of the agricultural economy.

9. Emerging community groups interested in controlled growth.
10. Downtown redevelopment.
11. Labor negotiations.
12. Civilianization of the Police Department.
13. Low interest rates.

These trends were projected specifically for their implications for the City of Clovis, therefore, a brief description of the City of Clovis is in order. Clovis, with its 42,000 citizens located within 12 square miles, is part of the Fresno/Clovis metropolitan area. It is bounded on the west and south by the City of Fresno and, therefore, its growth is directed north and east. It is a fast growing suburban community with a 20% minority population. Its crime rate is about average for a city its size and has been increasing each year in correspondence with its growth rate in population and land area. The Police Department is housed in a modern facility and employs the high technology of a Computer Aided Dispatch and an automated records system. It is organized along traditional lines with four

divisions. The Department prides itself on its fast response time and no-nonsense approach to the enforcement of law. It has a reputation of being a tough police force. Recently efforts have been made to integrate the department with both minorities and women in an effort to change that perception.

The planning group identified several events that could occur in the future that would impact the establishment of a Community Based Policing model:

1. Passage of a controlled growth initiative.
2. Initiate downtown walking beats.
3. Hiring Community Service Officers.
4. Labor unrest.
5. Fewer sworn officers per 1,000 population.
6. Jail overcrowding.
7. A new police facility.

8. Increased number of Neighborhood Watch groups.
9. Open a police storefront station downtown.
10. Establishment of a City-wide crime prevention council.

E. FUTURE TRENDS

These critical events affecting the future of Community Based Policing are listed below along with the percentage probability of occurrence. The percentage probabilities were derived from the median scores of the planning (Delphi panel) group.

<u>Event</u>	<u>Percentage Probability</u>
1. Passage of a controlled growth initiative	15%
2. Initiate downtown walking beats	50%
3. Hiring Community Service Officers	60%

4. Labor unrest (Police Unions)	60%
5. Fewer sworn officers per 1,000 population	65%
6. Jail overcrowding	90%
7. A new police facility	45%
8. Increased number of Neighborhood Watch groups	75%
9. Open a police storefront station downtown	40%
10. Establishment of a City-wide crime prevention council	45%

In an effort to further define the relationship between trends and events affecting Community Based Policing, a cross impact exercise was completed. An effect ratio of 0 to 5 was established with 0 meaning the relationship between the trend and the event was nonexistent, to a score of 5 where the relationship was very significant. The results of this process appear on the following page.

TREND

EVENT	Population Growth	Limited Funding	More Crimes	Training	Political Leadership	High Tech.	Calls High	Ag. Econ.	Control Growth	Redev.	Labor Negs.	Civzn.	Interest Rates
1. Controlled Growth	5	4	2	1	4	2	4	4	5	4	2	2	2
2. Walking Beat	2	4	4	3	3	2	3	2	2	4	2	3	3
3. C.S.O.	3	4	4	3	1	2	4	3	3	2	3	5	3
4. Labor Unrest	2	5	3	4	4	2	3	2	3	2	5	3	2
5. Fewer Sworn Officers	3	5	4	3	3	2	4	3	4	2	3	5	2
6. Jail Overcrowding	1	2	5	2	2	3	5	2	2	1	2	3	2
7. New Police Station	4	5	3	3	4	2	2	3	3	2	2	2	4
8. Watch Groups	3	2	2	3	3	2	4	2	3	1	2	3	3
9. Storefront Station	4	4	3	2	3	2	3	2	2	1	2	4	3
10. Crime Prevention Council	1	2	4	1	4	2	4	2	2	2	1	3	2
TOTAL	28	37	34	25	31	21	37	25	29	21	24	33	26

F. SCENARIOS

Projecting the form and structure of a Community Based Policing model for the year 2000 calls for analyzing current trends, projecting future events, and being conscious of political realities surrounding public agencies. Having said that, three forces seem evident in shaping the future of any Community Based Policing model. They are the same forces that have been at work during the entire history of American policing. These three forces are:

1. Police tradition in itself and its aversion to change.
2. Allocation of resources which is limited by funding realities.
3. The demands for improved police services requiring innovation.

These three forces individually are the basis for the three scenarios projected for Community Based Policing in the year 2000.

Scenario 1

Tradition and a reluctance to change have resulted in a limited application of a Community Based Policing model. In this situation, police agencies have limited themselves to a narrow view of what are appropriate police services. These services include a reactive approach to crime and emphasize criminal investigation and apprehension rather than prevention and community involvement.

Centralized authority with a paramilitary organizational form characterizes this policing model. This scenario is truly a product of the status quo police organizations of the 1980's.

This model utilizes the latest technological advances in records sharing and communications; however, the orientation and values have remained consistent with the values of the 1980's. Officers have remained mobile and reactive and community involvement is limited to crisis

situations where little if any positive interaction with citizens is accomplished. Efficiency and productivity are stressed along with adherence to a rigid chain of command with authority emanating from the top down.

The personnel problems of the 1980's, including Workers' Compensation claims, stress-induced medical retirements, and job burnout continue to plague the profession. Individual initiative and autonomy are not encouraged.

This scenario is simply the product of the transfer of police organizations of the 1980's to which has been added new technology. The final product is a highly efficient reactive police organization which advocates a traditional view of police values. Evaluation criteria include crime and arrest rates and response time to calls for service. Community Based Policing programs such as proactive crime prevention, walking beats, a commitment to intensified police and citizen interaction have been relegated to specialists within the police agencies and are nothing more than frosting on the cake.

Scenario 2

In this situation, Community Based Policing has been espoused as an appropriate model for the delivery of police services but, in reality, is limited by funding restrictions. Community Based Policing is viewed as expensive and non-priority when viewed in light of the need to respond to 9-1-1 originated calls for service. The conflict here has been how much of your available police resources do you allocate to reactive calls for service as opposed to proactive crime prevention efforts.

Elected representatives, city or county administrators, and police executives have still been reluctant to accept slower response to calls for service in lieu of more proactive crime prevention programs. It has been thought that the highest priority is to respond to citizens' calls for service and that the effectiveness of police agencies is tied directly to how fast a call for service is answered. In this scenario, the police administrator, by choice or chance, has failed to convince community leaders and his or her own staff as to the value of Community Based Policing programs.

In all fairness to the police administrator, especially for those responsible for policing the urban centers of the country, demands for service are such that calls for service are backed up 50 to 100 deep at any given time. Things had gotten so bad in Oakland in the early 1980's that 9-1-1 emergency calls were not being answered because the phone lines were totally jammed. One can understand the tremendous pressure on police executives to allocate sufficient resources to fund reactive motorized patrol units.

In this scenario, even though the desire for Community Based Policing programs has existed, lack of funds has simply overshadowed its adoption as a reality.

Scenario 3

In this, the most idealistic scenario, Community Based Policing has been adopted in its purest sense. Patrol forces have been redirected. Civilians have taken many of the jobs previously held by sworn officers. Authority has been decentralized and organizational structures revamped. More emphasis has been placed on community involvement and crime prevention programs. Citizen councils have been

established to assist police administrators in crime prevention programs.

The adoption of this policing model exemplifies the cooperation that has existed between community activists, elected officials, and police executives. It is an acceptance of the equal responsibility concept for crime prevention that exists between citizen and law enforcement officers.

This policing model did not exist in its purest sense anywhere in California in the 1980's. The Santa Ana Police Department, under the direction of Chief Ray Davis, was probably the closest example of a true Community Based Policing model that existed.

G. MOST PROBABLE FUTURE

The most likely scenario that will emerge in the year 2000, in regard to Community Based Policing, is none of the three previously mentioned but elements from each scenario. By this I mean that whatever the future of Community Based Policing is, it will be impacted by traditional police values, limited budget resources, and a constant pressure for innovation and change, this last

element a consequence of citizen activists and innovative police executives.

In this most likely scenario there will be a continuing struggle between traditionalists and advocates for Community Based Policing programs surrounding the allocation of resources. The allocation of the dollars will dictate what programs will be funded and what will not be funded. These decisions will most likely lie in the hands of locally elected officials and the city/county managers and police executives whom they appoint to carry out their policies.

It is likely that a form of Community Based Policing will exist in most law enforcement agencies in the year 2000 A.D. There is simply too much pressure to thwart community activists in their demands for improvements in the criminal justice system. Politicians will continue responding to pressure for programs to aid victims and reduce the frequency and opportunity for crime.

Finally, the law enforcement profession itself, through organizations like the Police Foundation and PERF, will continue to challenge the status quo in how we police a democratic society. Even the philosophy behind Community

Based Policing did not originate with social scientists, academics, or community activists, but from police executives like George Hansen and Ray Davis.

VI. STRATEGIC PLAN

Strategic planning is an essential element if one hopes to achieve any significant organizational change. A well conceived and properly developed plan reduces the uncertainties of the future and allows conscious decisions affecting the future to occur rather than mere chance. The overall success of any future change relates directly to the quality of the plan developed for its implementation. This is especially true for any future Community Based Policing model since it calls for a basic departure in how law enforcement agencies deliver police services.

No research project dealing with Community Based Policing would be complete without the inclusion of a strategic plan for its implementation. The format utilized to develop such a plan was presented during the Command College course of instruction. The format, called the five paragraph order (Situation, Mission, Execution, Administration, Command and Control) was first developed by the military as a basic combat planning tool.

As this plan is presented here, it deals with the adoption by the Clovis Police Department of a Community Based Policing model. However, the planning design is such that it could be utilized by any law enforcement agency desiring to adopt a Community Based Policing model.

A. SITUATION

1. Environment

The Clovis Police Department serves a city of approximately 42,000 population in the central San Joaquin Valley of California. Clovis is part of the Fresno-Clovis Metropolitan area with a population of nearly 400,000. The area's economy is based on agriculture, transportation, and light industry.

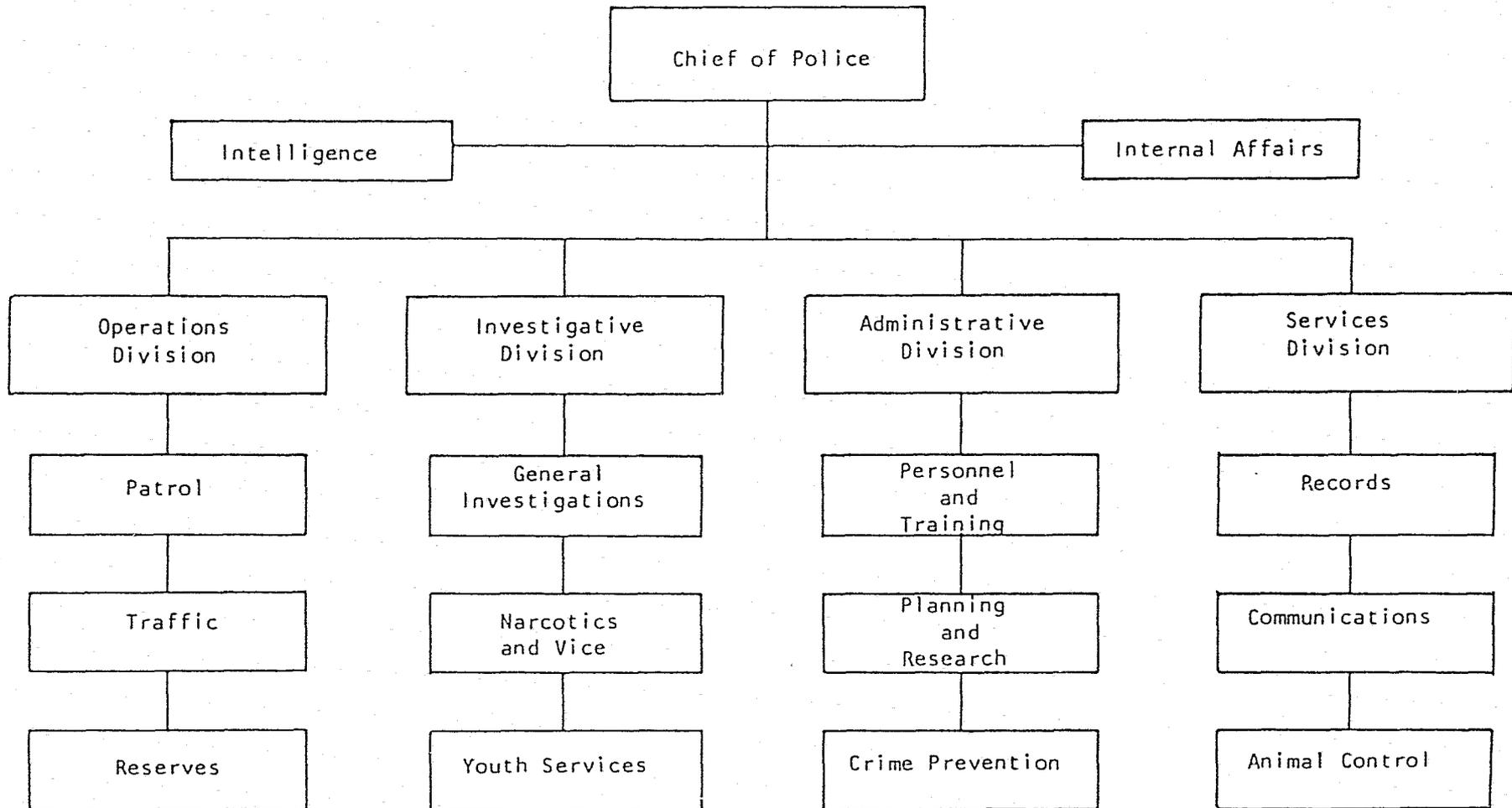
The City incorporated in 1912 but did not experience any real growth until the early 1960's. It was the second fastest growing city in the State of California between 1970 and 1980, when it grew from 13,000 population to 33,000. It is a medium income community priding itself on its family orientation and excellent school district. Clovis has a young population with a growing school enrollment. The annual growth rate is 7%.

The Clovis Police Department is comprised of 55 sworn officers supported by a civilian staff of 25. The Department is progressive and innovative while still operating within the traditional structure found

in most municipal law enforcement agencies. The crime rate for the City of Clovis is about average for a city its size in California. However, the growth rate and an increase in higher density dwelling units has generated a 16% increase in reported crime for the calendar year 1986.

Organizationally, the Department has four divisions: Operations, Investigations, Services, and Administration (see Organization Chart on following page). The Department responds to approximately 21,000 calls for service each year. In 1986 there were 2,983 reported Part I offenses. The closure rate for the same period of time was 25%, which is 4% above the national average. Nearly 70% of the sworn officers are assigned to the Operations (Patrol) Division. Response time to calls for service is viewed as a priority both by management and line officers. Emergency call response averages 4.30 minutes, all other calls have an average response time of 15 minutes or less. The elapsed time is measured from the original time the call is received in dispatch and the arrival of the first officer at the scene. Response time has increased over the last several years and correlates to an

CLOVIS POLICE DEPARTMENT ORGANIZATIONAL CHART



increasing number of reported crimes and calls for service.

Proactive crime prevention programs are limited to a Neighborhood Watch program, organized and directed by one half-time civilian; a schools resource program involving two juvenile officers assigned to classroom education programs; and crime suppression units organized and utilized as needed. These teams are made up of regular patrol and investigative personnel.

A downtown walking beat and NYPUM program (National Youth Program Utilizing Minibikes) have been disbanded in order to beef up patrol activities. The result of these cutbacks has been fewer positive contacts with the community. It is perceived by police management that the Department is efficient but too reactive in its approach to delivering police services.

A questionnaire designed for citizens to evaluate police service is regularly sent out each month. The results of that survey (see following page for 1985) reveal that, for the most part, citizens are pleased with the service they receive from the Department. Another source of positive police satisfaction is our

CLOVIS POLICE DEPARTMENT

POLICE SERVICE EVALUATION PROGRAM

During 1985, the Police Department mailed questionnaires to 360 citizens who had been involved in accidents, or who were victims of crimes. 160 of these questionnaires, approximately 44%, were filled out and returned to the Department. A copy of this questionnaire is attached. The following is a breakdown of the comments received from the questionnaires:

1. The nature of your request was:

Emergency	22%
Non-Emergency	78%

2. Did you contact the Department by telephone?

Yes	No
95%	5%

3. What was your impression of the telephone operator who received the Call?

	Yes	No	No Opinion
Courteous	96%	1%	3%
Concerned	81%	5%	14%
Efficient	94%	1%	5%

4. In your opinion, was our response time to your request adequate?

Yes	No	No Response
88%	3%	9%

5. What was your impression of the officer(s) who responded?

	Yes	No	No Opinion
Courteous	98%	1%	1%
Concerned	93%	4%	3%
Efficient	98%	1%	1%

6. Were you satisfied with the officer(s) handling of the incident?

Yes	No	No Opinion
96%	2%	2%

7. Overall, how would you rate the service you received from the Department?

Excellent	61%
Above Average	21%
Satisfactory	14%
Needs Improvement	3%
Unsatisfactory	1%

After the questionnaires are reviewed, a copy is given to the Officer handling the call. Should any negative comments be found, an effort is made to contact the citizen to resolve the problem and attempt to prevent any recurrence in the future.

This program has proven to be an excellent tool in evaluating our practices and service to the community. We will continue the Police Service Evaluation Program in the future.

Attached to this report is a copy of the questionnaire which is used for this program.



CITY OF CLOVIS

CITY HALL - 1033 FIFTH STREET - CLOVIS, CA 93612

CLOVIS POLICE DEPARTMENT

We recently had the opportunity to respond to your request for assistance. To improve our service we are continually examining our performance, and we hope you will help us by completing this questionnaire. Your cooperation is appreciated.

GERALD T. GALVIN
CHIEF OF POLICE

-
1. The nature of your request was: Emergency Non-Emergency
 2. Did you contact the Department by telephone: Yes No
 3. What was your impression of the telephone operator who received the call?
Courteous: Yes No No Opinion
Concerned: Yes No No Opinion
Efficient: Yes No No Opinion
 4. In your opinion, was our response time to your request adequate? Yes No
Approximately how long did it take for the officer(s) to arrive?
 0-2 mins. 2-5 mins. 5-10 mins.
 10-30 mins. 30-60 mins. Over 60 mins.
 5. What was your impression of the officer(s) who responded?
Courteous: Yes No No Opinion
Concerned: Yes No No Opinion
Efficient: Yes No No Opinion
 6. Were you satisfied with the officer(s) handling of the incident?
 Yes No No Opinion
 7. Overall, how would you rate the service you received from the Department?
 Excellent Above Average Satisfactory
 Needs Improvement Unsatisfactory
 8. Can you recommend anything to us that, in your opinion, might improve our service?

OFFICER _____ INCIDENT DATE & # _____ CODE _____

Check Enforcement program, which recovered more than \$114,000 and returned it to the business community. Although our check program is reactive, it generates a very favorable impression among the business community. The program itself is conducted in conjunction with the Chamber of Commerce.

2. Resources

The 1986-87 Budget for police services is approximately \$4 million. The most recent budget approved by the City Council called for an increase of two sworn positions. Both the City Council and the City Manager have been supportive of the Police Department and appear satisfied with the level of police protection provided. They have been open and supportive of new programs and it is anticipated that they will be receptive to positive and innovative police change.

3. Stakeholders Demands

It is an absolute prerequisite that those individuals who might affect the development and

implementation of a Community Based Policing model be identified. Without the support of these individuals, no significant change regarding an innovative policing model could be achieved.

The planning group identified these key individuals referred to as stakeholders. They include the following:

City Council Members

City Manager

Police Management Personnel

Clovis Police Officers' Association (Union)

Police Reserve Officers

Police Civilian Employees

Chamber of Commerce

Service Clubs

Neighborhood Watch Groups

Local Media

Property Owners' Associations, including Mobile

Home Associations

Senior Citizens

Real Estate/Developers

Labor Organizations

Minority Groups

Downtown Businessmen's Association

Of those identified, some are more critical than others if the adoption of a Community Based Policing model is to be accomplished. It is important to identify these particular individuals because of a significant positive or negative impact they may have on the adoption of your plan. The planning group reviewed the entire list of stakeholders and identified the following as critical to the success of Community Based Policing:

City Council

City Manager

Police Chief and his Division Heads

Clovis Police Officers' Association (Union)

Chamber of Commerce

Downtown Businessmen's Association

News Media

Community Activist Groups

B. MISSION

The Mission statement is the critical pronouncement of the overall goal which is desired - to establish a Community Based Policing model as the fundamental delivery system for police services within the Clovis Police Department.

This policing model will intensify the officer/citizen interaction.

C. EXECUTION

Inherent in the Mission statement were four specific requirements necessary to achieve a Community Based Policing Model:

- Redirected Patrol
- Civilianization
- Decentralization of Command
- Police/Community reciprocity

1. Redirected Patrol

Redirect patrol resources from a reactive model to that of a proactive crime prevention direction.

a. Crime Suppression Unit

From patrol assets, organize a crime suppression unit with responsibility for monitoring known suspects, conducting stakeouts, and work

with vice and narcotics units in order to suppress street crime.

b. Walking Beats

Establish walking beats in the downtown business districts and high density/high crime rate residential areas. Officers to be given specific instruction to interact frequently with businessmen and neighborhood residents.

2. Civilianization

Hire civilian employees to replace sworn officers wherever feasible. The purpose here is three fold:

- a. Reduce cost by hiring non-safety employees.
- b. Release sworn personnel from administrative duties.
- c. Increase service orientation found in civilian employees. (Note: recent

research involving the use of Community Service Officers has shown positive results involving their interaction with citizens).

Community Service Officers (civilians) do not view their role as conflict managers but as service agents assisting citizens. Citizens view them not as enforcers but as providing a needed service.

Support units within traditional law enforcement agencies have been identified as being amenable to civilianization:

a. Communications

Civilian radio dispatchers and complaint takers.

b. Records

Clerks and receptionists.

c. Traffic

The hiring of Community Service Officers to conduct routine traffic accident investigations.

d. School Resources

Replacement of juvenile officers with non-sworn Community Service Officers to conduct classroom presentations. This has been especially successful at the elementary school level, with sworn officers being left to conduct classes at the junior high and high school levels.

e. Crime Prevention

Civilians can be successfully used to promote, conduct, and organize Neighborhood and Business Watch groups.

f. Administrative

Staff work, including budget control and

planning and research functions, can be performed by civilian management analysts and not sworn officers.

g. Patrol

Uniformed Community Service Officers can perform as report takers for a great many non-priority calls for service, thus freeing up sworn personnel for priority calls and other redirected patrol activities.

3. Decentralization of Command

This prerequisite of Community Based Policing calls for a flattened organization structure, individual accountability, and decision making at the lowest level. It does not mean that authority is diffused to the point that the values and philosophy of the organization are lost.

a. Area/Sector Policing

Establish geographic areas of responsibility with a single command officer responsible for all day-to-day police services (investigation, patrol, crime prevention). The intent is not merely to diffuse responsibility but to increase the intensity of the citizen/police interaction.

b. Precincts/Mini-stations

In conjunction with the Area and Sector Policing models, utilize an increased number of precincts and mini-stations open to the public. These centers serve as the hub for geographically based patrol activities and local crime prevention programs.

c. Participatory Management Team

The establishment of management teams at all levels within the organization involving supervisory and management personnel. The concept here is to involve all the players (critical mass, stakeholders)

in the decision making process. It calls upon the Chief of Police and some senior command officers to abdicate some authority to subordinates for decision making. It does not alter the basic values or departmental philosophy which rightfully emanates from the Chief of Police.

4. Police/Community Reciprocity

This is the acknowledgement on the part of the police that the citizen has a contribution and an inherent responsibility involving crime prevention. It asks for their active participation in crime prevention activities.

a. Neighborhood Watch Groups

Establishing crime prevention groups in each neighborhood within the jurisdiction. It is important to remember that these groups need constant attention for them to survive and prosper. Normally, Neighborhood Watch groups are strongest in high crime rate areas and weakest in low crime rate areas. Police staff personnel must continually

instill enthusiasm and show concern for these organizations.

b. Business Watch Groups

Crime prevention activities directed at the business community and channeled through the Chamber of Commerce as necessary. Check enforcement programs, crime alert literature, and security inspections must be part of this kind of activity.

c. Crime Prevention Council

The establishment of a City-wide crime prevention council. Members elected by Neighborhood Watch groups would sit on this council and meet regularly with the chief law enforcement officer. This council serves as an advisory board to the law enforcement agency. The inherent dangers in such a council is the possibility of it becoming politicized. However, if implemented properly, a jurisdiction-wide crime prevention council can be an effective support tool for law enforcement.

D. ADMINISTRATION AND LOGISTICS

The day-to-day administrative tasks required of a Community Based Policing model are not significantly different than those found in a traditional law enforcement agency. Budgetary and resource allocations based on the value and cost effectiveness of individual programs must be carried out.

Training is a key element in supporting Community Based Policing models. Positive training directed toward increasing citizen/officer interaction will improve any Community Based Policing model. Crisis intervention teams dealing with domestic violence and child abuse must be organized and trained.

Conflicts over budgetary allocations will continue to plague law enforcement agencies, especially those employing Community Based Policing models since inherent struggles between proactive versus reactive services exist.

Logistically, other departments within city government must be dealt with to insure adequate support if citizen requests are going to be heeded. Citizens will often contact police employees to obtain assistance for road damage, building inspection, and traffic engineering needs. Open communication between the police agency and these other

City departments is essential for the proper logistical allocation of services.

E. COMMAND AND CONTROL

Although the Community Based Policing model calls for decentralization and a participatory management style, it does not leave the chief law enforcement official simply as a figure head. In order for Community Based Policing to succeed, the philosophy and value system of the Chief of Police is essential. As pointed out in Section V, page 37 of this project, Professor Skolnick identified the leadership qualities of the Chief of Police as the primary factor in successful police innovation.

Utilizing the team approach and with a commitment to participatory management, the Chief of Police directs and controls his organization. Emphasis on individuality and initiative are encouraged as in so far as department values and policies are adhered to. The proper use of deadly force and the protection of civil rights is absolutely essential for the success of any policing model. These values must stress the highest regard for human life. The minimal use of force and the importance of the Bill of Rights must be understood by every member of the organization. It is the

Police Chief's inherent responsibility that this value system is understood and promulgated throughout his organization.

VII. IMPLEMENTATION PLAN AND TRANSITION MANAGEMENT

A. IMPLEMENTATION

The concept of Community Based Policing is now structured and a strategic plan for its implementation has been developed. The critical phase of transition management lies before us. It is well and good to conceptualize and plan but the ultimate goal is never achieved unless the organization accepts and implements the new concept. I suspect that it is within our human nature to view change with trepidation. Status quo is comfortable, change is threatening. It is then understandable that change would be characterized by conflict and uncertainty.

The challenge for a manager is to implement organizational change with the least amount of conflict and the highest degree of acceptance. There are techniques and approaches outlined in this section of the research project which will help during this transition period. An important aspect of this process is the identification of critical stakeholders called "snail darters" and the negotiation process designed to gain their support of the organizational change.

An important idea to understand is the difference between the strategic plan and the term "strategy". A strategic plan, as outlined in section VI, serves as a guide and a means to convince and communicate. On the other hand, strategy is the rational process of combining organizational resources to achieve the goal or mission outlined in the strategic plan.

B. CONFLICT MANAGEMENT

The nature of organizational conflict can be both obvious and subtle. It is important to remember that conflict only exists where human beings must interact, and does not involve innate objectives except in relationship to how they might be organized, such as an assembly line.

Organizational structure does play a part in either diffusing or intensifying organizational conflict. It is then important to modify the organizational structure to accommodate the desired change. Dr. James Belasco, (13) a Professor of Business Administration at San Diego State University, identifies several sources of organizational conflict. They include the following:

1. INDIVIDUAL DIFFERENCES

The style and personality of individuals dictates their approach to human interaction. Much research has been done on different personality types and how best to interact with various styles. The point here is not to describe individual personality types, but to identify the conflicts inherent in some styles, i.e., open personality, friendly, warm, versus a more formal individual who remains aloof and remote.

2. SHARED RESPONSIBILITY

Positions that create shared responsibilities also build in a high potential for conflict. Here we have a situation where a manager responsible for production freely uses overtime, finding himself in conflict with a budget analyst who is charged with keeping overtime at a minimum. Both have responsibilities in dealing with overtime but have two different organizational goals which, to them, have the highest priority. Job design, therefore, is an important factor in managing organizational change.

3. RESOURCE ALLOCATION

Competition within organizations over funding various programs is a classic example of conflict. Reactive police patrol versus proactive crime prevention programs are perfect examples of inherent conflict over resource allocation.

4. STATUS DIFFERENTIAL

Individuals are keenly aware of status and rank, particularly in paramilitary organizations such as law enforcement agencies. Too often plans for change are put aside in lieu of personal struggles over power and control. Moving a rigid, formal police organization to one of a less rigid organization with diffused authority and less adherence to the chain of command affects status and creates conflict.

5. WORK FLOWS

Work flows can be a source of conflict. Organizational conflict emerges when people in different divisions must depend on each other to complete their

work. Work demands call for open communication between various sections and, when the volume of work can not be predicted, resentment and conflict will likely occur.

C. MANAGING CONFLICT

Professor Belasco suggests several methods to manage conflict and believes that conflict should be viewed as an organizational fact of life that must be dealt with, not avoided. Particular situations call for various techniques in dealing with these conflicts. They include the following:

1. AVOIDANCE AND DENIAL

This is one of the most common ways of avoiding conflict, by simply denying that it exists. The problem with this solution arises when the circumstances causing the conflict remain unresolved and eventually force one to confront the conflict. The denial technique does work when the issues are not important and the costs of continuing the conflict are greater than the benefits of winning.

2. DOMINANCE

In this situation, pure power determines a win or lose situation. The benefits derived from such a victory are short lived and impose long term costs. This situation very often generates a "get even" posture on the part of the losing party. This approach to conflict management is appropriate in emergency situations demanding action and, therefore, is valid in certain police situations.

3. SMOOTHING

Here the approach is maintaining friendly relationships, emphasizing common ground, and avoiding problems. This approach is useful when parties are of equal status and when time is not of the essence. This approach does not solve long term conflict issues.

4. APPEAL TO HIGHER AUTHORITY

When an impasse is reached among equals, parties can go to the boss for a final decision. This oftentimes generates a "win-lose" situation for one or the other

party. This approach does not resolve personality conflicts between the parties and often heightens them.

5. APPLYING POLICY AND RULES

In some conflict situations, a simple application of written organizational policy or rules will resolve the issue. Unfortunately, rules cannot be written for every situation and, therefore, this technique is limited in its application.

6. NEUTRAL INTERVENTION

Unresolved conflicts can sometimes be resolved by neutral third parties. In order for this technique to succeed, those individuals in conflict must respect and accept the judgement of the third party. The third party has to be able to find a resolution to the problem without injuring either party involved.

7. WORK ASSIGNMENTS

In this situation, work responsibilities and lines of authority are changed in order to reduce or eliminate conflict. Defining jobs and responsibilities are part of this process. This technique can be very useful as it applies to the law enforcement profession.

8. INTERGROUP EXERCISES

Conflict between sections or divisions within an organization can be very destructive, i.e., patrol officers and detective units opposing each other. One technique of diffusing such situations are group exercises that bring the two factions together after each has separately identified the problems that are the source of the conflict. Controlled discussions between the two groups are then conducted. The groups then separate again and are directed to find solutions; and again are allowed to confront each other. Eventually, this process eliminates the emotions surrounding the conflict and then the real problem can be resolved.

9. SELECTION AND TRAINING

Organizational conflict can be modified or eliminated simply by assigning compatible people to the conflict-prone situations. A similar technique is to train individuals who are experiencing conflict on the techniques similar to those presented here on how to reduce such conflict. Selection and training of individuals can be a means of effectively changing individuals in order to better manage conflict.

10. FINDING THE COMMON ENEMY

A devious but sometimes useful technique in managing conflict is to direct the parties involved toward a new and common enemy. This calls for cooperation so that the formerly opposing forces can better meet the challenge of the new enemy.

11. BARGAINING

This technique calls for compromise on the part of both parties so that each can gain at least a portion

of their goal rather than one being the total winner and the other a loser.

12. CONSENSUS PROBLEM SOLVING

This innovative technique calls on parties to:

1. Present their position;
2. Listen to the other party's position;
3. Explore the reasons for disagreement;
4. Search for the best solution by going beyond both party's original solution.

All of the 12 management conflict techniques presented here can be useful tools depending on individual circumstances. In fact, conflict itself can result in creative and innovative decisions because it forces people to reevaluate the way they carry out responsibilities.

D. CRITICAL MASS

We have now defined the types of organizational conflict and the techniques to diffuse or mitigate such conflict. The application of these techniques will help managers implement change within their organizations.

Another essential element in transition management is the identification of critical stakeholders. Being able to identify these stakeholders ("snail darters") before organizational change is implemented can eliminate problems before they exist. Identifying the "snail darters" and what their position toward change might be will help you develop a strategy to deal with their perceived position. Knowing the stakeholders' positions beforehand gives you a tremendous advantage in negating their influence or obtaining their support for your proposed change.

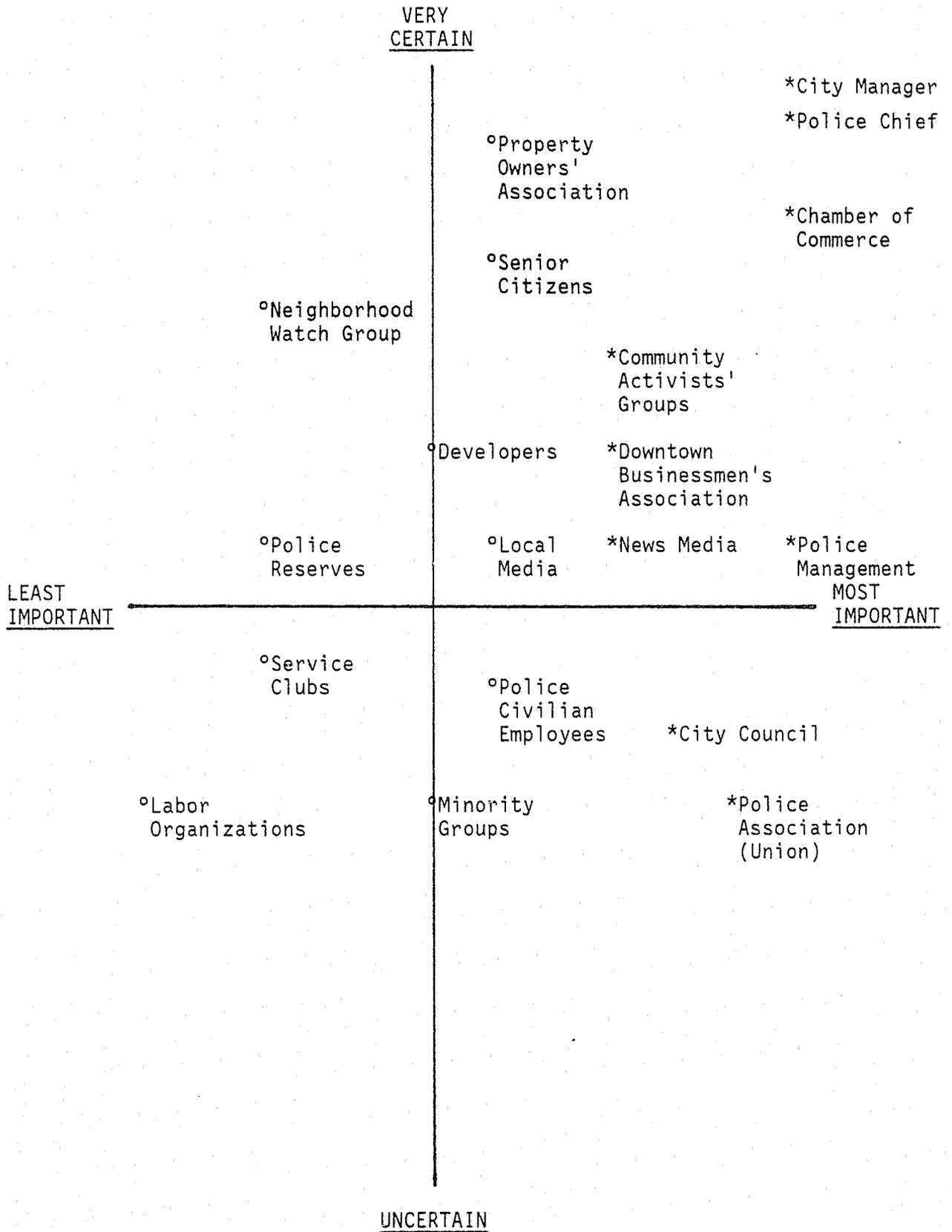
One technique to identify the position of these critical stakeholders is to actually forecast their perceived position. This is accomplished by using your planning group to ascertain a consensus toward the critical stakeholder's position for or against the proposed organizational change. This would be the same technique used to separate out stakeholders from critical stakeholders. Rating the stakeholders from least important to most important and from very

certain of their position to uncertain will give you a clear picture as to their position on the issue. (See chart on the following page).

E. SUMMARY

Organizational change cannot be accomplished without some conflict. We have identified the causes of conflict, the techniques to diffuse it, and finally those critical individuals who are so important to the adoption of our strategic plan. Managers having this information can now, with more certainty, implement their organizational change.

PLOTTING OF STAKEHOLDERS (SNAIL DARTERS*)



VIII CONCLUSION

The two-year Command College program, sponsored by the California Commission on Peace Officer Standards and Training, is intended to prepare police executives to meet the challenge of the 1990's and beyond. A major component of the Command College curriculum is a requirement to complete a futures oriented research project. The project is intended to give the student the insight to understand and then the means to meet the challenge of the future not haphazardly but with direction and purpose.

It is with that understanding in mind that I undertook my study of Community Based Policing. In Section III of the project, a statement as to the objectives of the research project was made. In concluding this study, it is appropriate to review those objectives.

To define Community Based Policing requires an appreciation for both the philosophy as well as the characteristics of this policing model. That philosophy is one that emphasizes an equal partnership between the citizen and the law enforcement officer with the mutual goal of preventing crime. The presence in an organization of this policing model can be identified when the organization purposefully intensifies the interaction of the police professional with the citizen. This interaction is not

the outcome of reactive calls for service but intentional proactive crime prevention activities. These proactive programs call for a redirection of preventive patrol, decentralization of command, police/civilian reciprocity, and civilianization.

Evaluating the Community Based Policing Model was difficult in that, in its purest sense, the model exists in very few police organizations. My research did involve the study of three agencies employing at least some of the programs inherent to Community Based Policing. It was evident that the success of these programs did forecast the possibility of a positive future for Community Based Policing.

A strategic plan was then designed to implement a Community Based Policing model for the future. It followed a format intended to direct, communicate, and guide the police executive toward the creation of the Community Based Policing model.

Three scenarios were presented which forecast how Community Based Policing might develop. They pointed out the realities imposed on the Community Based Policing model by tradition, limited resources, and the pressure for change. The most likely future of Community Based Policing was then described as a combination of all three scenarios. That conclusion was

then presented as a realistic evaluation of what Community Based Policing will be in the year 2000.

In reaching the end of this research project, it is my belief that Police executives, elected officials, and community activists will continue to look for new methods in their fight against crime. I hope that this study will be of some value to them.

NOTES

- (1) President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, 1967.
- (2) National Institute of Justice, Synthesizing and Extending the Results of Police Patrol Studies, 1985.
- (3) National Institute of Justice Research Report.
- (4) President's Commission on Law Enforcement and Administration of Justice, 1967, p. 118.
- (5) The Institute for Defense Analyses, 1967.
- (6) Jerome H. Skolnick and David H. Bayley, The New Blue Line, Collier Macmillan, 1986.
- (7) National Institute of Justice.
- (8) The Police Executive Research Forum, 1983.
- (9) American Bar Association, Advisory Committee on the Police Function.
- (10) Christian Science Monitor, 1986.
- (11) Thomas J. Peters and Robert H. Waterman, Jr., In Search of Excellence, 1982.
- (12) V. A. Lubans and J. M. Edgar, Policing by Objectives, Social Development Corporation, 1979.
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