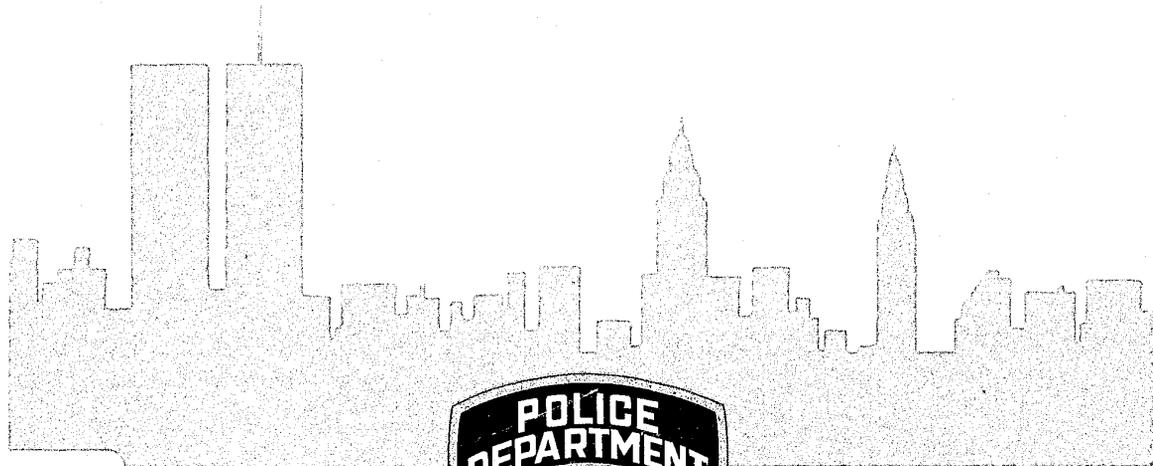


**Police Department
City of New York**

**EXECUTIVE SESSION
TRAINING IMPLICATIONS OF
COMMUNITY POLICING**



**Lee P. Brown
Police Commissioner**

145604

EXECUTIVE SESSION
TRAINING IMPLICATIONS OF
COMMUNITY POLICING

Lee P. Brown
Police Commissioner

Elsie L. Scott
Deputy Commissioner of Training

1992

Funding provided by the
Daniel and Florence Guggenheim Foundation

145604

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

New York City Police Dept.

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

TABLE OF CONTENTS

Foreword.....	i
Acknowledgments.....	iii
Chapter	
1. Historical Underpinnings.....	1
2. The Philosophy of Community Policing In New York City ...	5
3. Roles of Police Officers Under Community Policing	9
4. Training Philosophy	14
5. Role-Related Knowledge, Skills and Abilities.....	19
6. Training Plan and Curriculum.....	22
Appendix: Major Studies.....	24
Footnotes.....	27
Bibliography.....	29

Foreword

In January 1991, Police Commissioner Lee P. Brown outlined his vision for what is to be the policing style for the New York City Police Department in the report entitled "*Policing New York City In The 1990s - The Strategy For Community Policing.*" To determine the training needs engendered by this wholesale shift in the Department's philosophy, the Commissioner initiated an Executive Session, consisting of six meetings, attended by various experts in the field of Community Policing as well as uniformed and civilian members of various ranks within the Department, representatives of the community, academia, the private sector and experts in government.

A total of thirty-four persons participated in the session, and each of the six meetings was addressed by a guest speaker with expertise in a particular aspect of Community Policing. The meetings were videotaped, transcripts prepared, and a Concept Paper written for each of the meetings by Police Academy staff. This report records the ideas, opinions and thoughts of the group which resulted from the free-flow discussions during the sessions, and the analysis and reflections which took place between and after the sessions.

The six meetings were conducted from March 27 through June 27, 1991. Each meeting was approximately four hours in duration. A session agenda and appropriate reading materials were mailed to each participant prior to each meeting, and a summary of minutes, full minutes and Concept Paper from the previous meeting were also provided to each participant.

During each meeting a knowledgeable guest speaker addressed the participants on a specific aspect of Community Policing for approximately one and one-half to two hours. A facilitator then led a free-flowing group discussion of how the Community Policing theories could be applied in New York City; what specific knowledges, skills and abilities would be required to perform the tasks delineated; and what types of training would be required to perform those tasks.

Each of the six meetings of the Executive Session was videotaped, and the videotapes were then carefully dissected and reviewed by training experts from the Police Academy to determine who would require what type of training, and what the most appropriate delivery method would be for the personnel targeted for that training. Personnel in attendance consisted of a guest speaker, a facilitator, session participants, resource personnel and observer/recorders.

Guest speakers, in order of appearance, were: Lee P. Brown, Police Commissioner, New York City Police Department, "Overview of Community Policing Concepts"; Timothy Oettmeier, Director of Training, Houston Police Department, "The Role Expansion of Police Officers - Training Implications"; Herman Goldstein, Professor, University of Wisconsin Law School, "The Role Expansion of Managers/Supervisors: Training Implications"; Robert Wasserman, Research Associate, Harvard University, Program in Criminal Justice, "Investigative Role: Training Implications"; Mark Moore, Professor, Harvard University, Kennedy School of Government, "Community Involvement: Training Implications"; and David Bayley, Professor, State University of New York at Albany, School of Criminal Justice, "Training Needs and Curriculum Design."

Facilitators were Stephen Gaffigan and Robert Wasserman, independent consultants.

Department participants in the six meetings were: Police Commissioner Lee P. Brown; First Deputy Commissioner Raymond W. Kelly; Chief of Department Robert J. Johnston, Jr.; Chief of Patrol David W. Scott; Chief of Detectives Joseph R. Borrelli; Deputy Commissioner of Training Elsie L. Scott; Assistant

Chief Mario Selvaggi; Assistant Chief Robert F. Burke; Deputy Chief Kevin P. Farrell; Inspector Charles J. Mattes; Inspector Michael A. Julian; Inspector Wilbur L. Chapman; Deputy Inspector Nicholas Estavillo; Lieutenant Kathy Ryan; Lieutenant Daniel Ruffle; Sergeant Andrew McGoey; Police Officer Modesto Gonzalez; Police Officer Virginia Hernandez; and Police Officer Jeffrey Christopher.*

Other participants listed alphabetically were: Mike Farrell, Associate Director, VERA Institute of Justice; David Givens, Chairperson, Community Board #11, Borough of Manhattan; Felice Kirby, Associate Director of Neighborhood Anti-Crime Center, Citizens Committee for New York City; Michael McNulty, Vice President of Security, The Rockefeller Corporation; Thomas Repetto, Chairperson, Citizens' Crime Commission; Joseph Viteritti, Executive Director, Center for Management, Wagner School of Public Service; Marie Wittek, Director of Research and Faculty Development, City University of New York.

Resource personnel were: Pamela Delaney, Executive Director, New York City Police Foundation; Assistant Commissioner Yolanda Jiminez, Programs and Policies, Office of the Deputy Commissioner of Community Affairs, New York City Police Department; Lieutenant Seymour Jones, New York City Police Department; Lieutenant Pedro Pineiro, New York City Police Department; Barbara Raffel Price, Dean of Graduate Studies, John Jay College of Criminal Justice; Lieutenant Christopher Sullivan, New York City Police Department; Deputy Commissioner of Public Information Suzanne Trazoff, New York City Police Department.

The following observer/recorders from the Office of the Deputy Commissioner of Training and the Police Academy were also present during the six sessions: Lieutenant Paul T. Kennedy; Lieutenant James P. Burns; Lieutenant Catherine M. Volpe; Sergeant Warren Glover; and Police Administrative Aide Jo Ann Porcelli.

The Executive Session proved valuable in identifying the training needs of Department personnel under the philosophy of Community Policing.

* Ranks listed were ranks of participants at the time of the sessions.

Acknowledgments

The Executive Session was successful due largely to the participation of the guest speakers, and the interactions among session participants and facilitators with these guest speakers. The Guggenheim Foundation is deserving of special mention for providing the funding which made these sessions possible, as are the executives from Manufacturers Hanover Trust, Mr. Charles H. McCabe, Mr. Peter Perry and Ms. Mina Brummel, who graciously provided the Department with accommodations for the six meetings. We also would like to acknowledge the assistance of the Police Foundation in administrating this project.

We especially want to recognize the contribution of Lieutenant Paul Kennedy in preparing this document. Editorial assistance was provided by Deputy Inspector Edward Ryan and Sergeant Donna Jones. In addition, Police Academy staff spent many hours coordinating the sessions, preparing material and numerous other functions that contributed to the success of the Executive Sessions.

Chapter 1

Historical Underpinnings

Prior to explaining what Community Policing will look like in New York City, and what training will be required, it is valuable to review what led to this transition. For lack of a better term, and for the purposes of this paper, the reactive, incident-driven style of policing common to most departments during the last several years shall be referred to as "Traditional" Policing.

The predominant style of policing in New York City can be described as primarily rooted in the Traditional Model. This model typifies most police departments throughout the country: Quasi-Military Organizational Structure; Centralized Decision Making and Top-Down Authority. The primary vehicle for service delivery to the public has been random, motorized preventive patrol. This patrol philosophy emphasizes mobility and is primarily reactive to citizen calls for service. Under this method, there is little interaction between responding officers and the citizens of the city, as officers spend only the time necessary to prepare reports or take other appropriate police action. A primary concern is to respond to the next call, thereby preventing backlogs. Most police-citizen contacts take place after a crime or other incident requiring police attention has taken place.

Furthermore, officers are neither evaluated on how well they have addressed a community's needs nor on how well they have solved problems specific to a particular neighborhood, but rather on how many of these incidents they have handled within their tour. Although the number of arrests and summonses issued during a tour provides an evaluator with useful information, this preoccupation with numbers yields little information as to the quality of the service delivered or the citizens' satisfaction with that service.

Citizen dissatisfaction with the traditional style of policing has many causes. Rather than just compiling a list of these causes, a brief history of the traditional policing model is presented.

Paradoxically, the dominant style of policing, prior to traditional policing was similar in many ways to Community Policing. The theory of traditional policing developed during the 1920's and 1930's as an alternative to the existing policing system of that time which had become too politically motivated.¹ Even though police departments of that era were employing many of the strategies now considered cornerstones of the Community Policing philosophy such as crime prevention, community involvement, order maintenance, foot patrol, decentralization of functions, etc., generally, the system was rife with corruption, patronage, brutality, inefficiency, incompetence and disorganization. Inspired by J. Edgar Hoover's transformation of the "corrupt and discredited Bureau of Investigation into the honest and prestigious Federal Bureau of Investigation," police executives nationwide began to implement traditional policing.²

In order to isolate the police from the many political influences and pressures of the time, a series of sweeping organizational changes occurred. The civil service system was established to put an end to patronage and the function of the police was revised to encompass law enforcement. "Police agencies became law enforcement agencies,"³ as many non-enforcement functions and services were either halted or assigned to other city agencies. The transition to traditional policing was also characterized by the centralization of authority and the standardization and specialization of policing. "If special problems arose, the typical response (of traditional policing) was to create special units (e.g., Public Morals, Central Robbery, Crimes Against Senior Citizens) rather than assign them to patrol."⁴

This new style of policing also redefined the police-community relationship. The cooperative "partnership" of the past was replaced by an uneasy, neutral coexistence, often characterized by conflicting priorities. The police enforced the law without community participation or involvement.

Perhaps the most significant development associated with traditional policing was the advent of preventive patrol and rapid response to calls for service brought about by the centralization of requests for police service (911) and the use of automobiles (RMPs). Foot patrol was now viewed as ineffective, antiquated and costly. Preventive patrol put the police in marked autos randomly cruising the streets of the city, giving the impression that the police were everywhere, all the time. In theory, this "omnipresence" would reassure the community, while discouraging the commission of criminal acts. With the implementation of the 911 system, police were now theoretically able to rapidly deploy units to serious incidents and emergencies, quickly apprehend criminals either in the act of committing a crime or shortly thereafter, and then resume random-preventive patrol to deter other criminal acts.

As a result, the community felt isolated from those who were responsible for their well-being and safety. Their protectors became faceless uniforms riding by in patrol cars responding to one call for service after another. Concomitantly, officers themselves became isolated from the people they served. A mentality of "us against them" developed. Police felt as though they were the "thin blue line" - the only thing keeping society together. Responding strictly to calls for service meant that many community members with whom an officer interacted were in crisis situations. This led to misperceptions as to the actual makeup of the community which an officer served. Rarely did an officer interact with the majority of community members - law abiding citizens going about their daily business.

In addition to the foregoing items, traditional policing also exhibits the following identifying characteristics:⁵

- Recruitment of new officers stresses action and adventure rather than providing service to the community.
- Training concentrates on law enforcement rather than solving community problems.
- Management and supervision are militaristic and autocratic rather than viewing officers as part of a management team whose sole purpose is the identification and resolution of community problems.
- Performance evaluations are based on enforcement criteria such as arrests, summonses and the number of calls responded to, rather than the elimination of the underlying problems which led to such actions being taken.
- The overall effectiveness of the Department is judged according to crime rates and response time to calls for service rather than the absence of such problems.

For many years the public was satisfied with traditional policing. It was a vast improvement over the politically corrupt system it had replaced and it "gave citizens a false sense of security about police officer's ability to ensure the safety of the community."⁶ Towards the end of the 1960's and all throughout the 1970's, however, certain weaknesses of traditional policing became apparent and began to challenge the very assumptions upon which this policing style was based.

The inability of traditional policing to effectively prevent, or at least control the mass civil disorders of the 1960's seems to have been one of the main underlying causes of citizen dissatisfaction with traditional policing.⁷ In addition, the exponential proliferation of social problems (e.g., drugs, breakdown of the family, etc.), which occurred during the 1960's overwhelmed those social and governmental agencies designed to address such problems, and citizens turned to the most visible representative of government for help - the police. The ill-preparedness of police agencies nationwide to deal with these new and complex problems, as well as a soaring crime rate, led to numerous studies to determine the effectiveness of traditional policing.

Various studies were conducted which raised serious questions as to the effectiveness of "traditional" policing (see Appendix). The Kansas City Preventive Patrol Study seemed to indicate that random preventative patrol was an ineffective deterrent in preventing crime,⁸ and that rapid response had little effect on crime. The Flint, Michigan, Neighborhood Foot Patrol Program reduced both the crime rate (by nearly 9%) and calls for service (43.4%) over a three year period.⁹ James Q. Wilson and George Kelling concluded that a citizen's fear of crime was related more to quality of life issues than to actual crime rates.¹⁰ Additionally, studies have shown that rapid response to 911 calls, contrary to logic, is not a significant factor relative to citizen satisfaction or fear reduction.¹¹

The New York City Police Department's predominant policing style for the past twenty years has consisted of random preventive patrol, rapid response and retrospective investigation of crimes. This style has failed to reduce crime, and, more importantly has failed to impact on the fear of crime.

Community dissatisfaction with the results of "traditional" policing is further borne out by the clear trend toward an increase in the hiring of private security services. More citizens are relying on private security firms to ensure their personal safety and the safety of their property and neighborhoods despite the fact that the police are more carefully selected and better trained. The people who live in areas where crime and fear of crime are highest are in poorer communities which have the least ability to pay for private security. If this trend were to continue, safety and security will be based upon ability to pay, and not on need. Police service and security must be based on need, justice and fairness, not on ability to pay or on political power.

Need for community cooperation. Crime, disorder, violence, the drug problem, the physical decay of neighborhoods and the decline in the quality of life are serious social problems which the police neither caused, nor upon which the police have had much effect with random-patrol rapid-response efforts. By getting closer to, and involving the community in policing, the police will be able to address a wider variety of problems and target those problems, such as neighborhood decay, which are the actual causes of fear and community concern (not merely what the police think is important). By involving the community and forging a partnership to fight crime and social decay, the community will accept additional responsibility for what happens in their community.

Earlier efforts. The concepts of Community Policing are far from new to the New York City Police Department. Many were practiced by officers assigned to steady foot patrol posts before rapid-response motorized patrol became the Department's prevailing policing method. Many programs developed within the Department embraced basic Community Policing strategies - Neighborhood Police Team Program; Cop on the Block; Park, Walk and Talk; Neighborhood Stabilization Units; and, most recently, the highly successful Community Patrol Officer Program.

These programs were originated due to a growing realization that the police were becoming increasingly isolated from the community which they serve, and that the community was increasingly losing confidence in the police's ability to effectively address problems affecting it, such as the fear of crime and quality-of-life issues. Although programs can be effective in the short term, to truly affect these issues it is necessary to make Community Policing concepts the dominant philosophy of every Department member.

Need for evolutionary change. The Department must caution, however, against a wholesale rejection of all aspects of traditional policing. Community Policing is not a revolution, but rather an evolution such as a strategy which builds on the strengths of traditional policing. The Department should adopt those things which were good such as, fair and impartial application of the law, sophisticated tactical and professional skills, fairness in the application of resources, lack of undue political influence, rapid response to emergency situations, an essentially corruption-free environment, etc. and build on them. This is particularly important in the way that Community Policing is presented in training. It must be presented as an evolutionary improvement in the way the Department has been policing, a logical progression based on previous strategies - not a wholesale rejection of what police officers have been doing for the past twenty years. Trainers must be careful not to over emphasize

the dichotomy between "traditional" policing and Community Policing, but explain how successes in that style have enabled the Department to evolve to the next stage.

The Department must respect and show appreciation for what its officers have done and how well they have performed under the traditional policing model. For example, in 1975, 15,935 precinct uniformed staff responded to 2,666,198 radio runs. In 1989, 11,645 precinct uniformed staff responded to 4,010,268 radio runs. In essence, 4,290 fewer uniformed personnel responded to 1,344,070 more radio runs in 1989 as compared to 1975.¹²

Chapter 2

The Philosophy of Community Policing In New York City

The Department is presently undergoing a change to make Community Policing its dominant operational and managerial philosophy. Under this philosophy, the Department is evolving from what had been essentially a reactive patrol mode to a proactive and interactive partnership with the community to mutually identify and solve problems which affect the quality of life in the city. Officers will deal with a broad spectrum of problems, issues and community concerns to lessen criminal activity, and, equally significantly, the fear of crime engendered by urban decay and neighborhood decline. Officers will be expected to take initiative, analyze problems, identify available resources and plan solutions to those problems. Officers will continue to be committed to upholding the constitutional rights of all citizens and to being guided by a well defined set of shared values. They will have more discretion in how they are to accomplish their objectives and will be empowered with authority to make more of their own decisions.

The police do not control the factors that lead to crime, yet they have, until now, taken on the sole responsibility to control it. Crime is not solely a police problem; it's a community problem. All citizens have a responsibility to address the crime problem. This is a major tenet of Community Policing theory - the Department must actively involve the community to jointly identify and solve problems. By doing this the police will have the opportunity to utilize a virtually untapped resource in fighting crime - the people of the City.¹³

The number one priority for the Department will be crime prevention. Officers will analyze those factors on their beats which contribute to and foster crime, and will proactively develop strategies with the community and mutually arrive at a plan of action utilizing all available internal and external resources to implement those strategies.

Another key aspect of Community Policing is better communication and interaction between members of the Department and the community to draw upon the resources within the community to solve problems. The development of a problem-solving partnership between members of the Department and city residents is the essence of Community Policing. By developing additional resources and sources of information within neighborhoods, the Department can expect to solve more crimes and increase understanding of what really bothers the citizens of the city and will develop a commitment on the part of the citizens to assist in fighting crime. Additionally, when community members realize that they have an ability to proactively improve their own quality of life by working with the police, it will make the job easier and more rewarding for the officers.

Once a neighborhood's crime and quality of life problems have been identified, officers will then use problem-solving methodologies to address the underlying causes. The courses of action to be taken will be the result of mutual effort and collaboration with community members, and officers will keep those community members informed of the progress made in solving the problem.

Necessary changes. This transposition from traditional, reactive, incident-driven policing to proactive Community Policing will be accomplished by making changes in the Department's organizational structure, objectives, systems, hiring methods, procedures and policies. These initial changes have been outlined in *Policing New York City in the 1990s* and in *Implementation of Community Policing - Task Descriptions*. These changes are broad and far-ranging, and are presently being phased-in incrementally. The timetable for implementation and a set of objectives for the next twelve months were developed during an off-site executive level retreat. The plan calls for gradual implementation of Community Policing in all commands by phases utilizing "Technical Assistance Teams"

Values. Community Policing must be value-based. All departmental training, whatever the eventual form or methodology, must reflect the values of the Department, and all members of the Department should have no question as to what those values are. These values give the Department a framework within which to plan strategies and train its members toward a common goal. Simply stated, these values are:

In partnership with the community, we pledge to:

- Protect the lives and property of our fellow citizens and impartially enforce the law.
- Fight crime by preventing it and by aggressively pursuing violators of the law.
- Maintain a higher standard of integrity than is generally expected of others because so much is expected of us.
- Value human life, respect the dignity of each individual and render our services with courtesy and civility.

There are other guiding principles which are contained on page 17, *Policing New York in the 1990s*. These include: commitment to a highly visible police presence; responsibility for the professional development of Department personnel; and the acceptance of responsibility to assist victims of crime.

Because of the Department's organizational commitment to these values and their importance, they must be the keystone upon which all of its training is built. These values will be used as the foundation for all future changes in the curriculum (text and content), as well as in determining the form or methodology of presentation (workshops, lectures, etc.). The recognition of, and instilling of, these values will be of paramount concern.

Mission. It is important that, as well as being thoroughly familiar with the values of the Department, all members are clear as to the specific mission and priorities of the Department.

The mission of the New York City Police Department is to enhance the quality of life in our city by working in partnership with the community and in accordance with constitutional rights to enforce the laws, preserve the peace, reduce fear, and provide for a safe environment.

Annual goals reflecting the priorities of the Department have been clearly defined by the Police Commissioner and the executive staff in a handbook distributed to all Department personnel: aggressively attacking crime, violence and the fear of crime; enhancing quality of life; increasing uniformed patrol; establishing a partnership with the community; vigorously pursuing corruption; improving working conditions; the equitable treatment of all employees; enhancing the Department's image; pursuing technological improvement; and improving evidence management.

The overall thrust of the Department's operations, and of its training in Community Policing, must be to reinforce these values and positively impact on the Department's mission and priorities.

A commitment to these values and precepts necessarily entails a change in organizational culture. This change in organizational culture can be brought about primarily, though not exclusively, through training. The Department will have to train its personnel to accept change before it can address specific cultural organizational issues. Once the proper values are instilled, and once members of the Department assimilate these key concepts, then specific, pedagogically sound, task-oriented training toward these goals will be more readily accepted.

Training For Change

Wholesale changes in Department philosophy are related to several training implications. Each and every member of the Department, uniformed and civilian, must be oriented to Community Policing strategies and tactics and must have a clear perception of their new role under this philosophy. It is clear to Community Policing theorists and to those in law enforcement who practice Community Policing that it is a more effective and more individually rewarding method of policing. Officers now clearly understand their present role - handling calls for service, and when not handling calls, performing random preventive patrol under close supervision. For many officers, any activity which does not fit into this traditional role is not considered legitimate policing. Community Policing is viewed by many officers as yet another community relations program which removes valuable resources away from the "real job" of answering 911 calls. It makes their job tougher by removing officers from patrol and increasing radio backlogs just to "stroke" the public. Officers have seen many programs come and go (Park, Walk and Talk, Neighborhood Police Teams, etc.) and are cynical that the new philosophy will not last beyond the current administration. "If we ignore it, it will go away," "Here today, gone tomorrow," are some of the comments.

Overcoming resistance. Overcoming this attitude and the natural resistance to change will be the Department's primary training obstacle to bringing people on board. Training, in the broadest sense, must be designed to overcome this cynicism before specific skills training can be effective. A four hour course informing officers that they are now Community Police Officers, obviously, would be ineffective in that it would not change an officer's mindset.

Affecting change. Changes in organization, reward systems, performance evaluations, the 911 system, management style, promotion systems, etc., must all be considered training efforts that will go a long way toward convincing officers that the change to Community Policing is real and they should get on board. *Policing New York City In The 1990's* as mentioned previously, gives a comprehensive picture of where the Department is going and how it is getting there. Department personnel must be thoroughly familiarized with the plan, and then see actual changes take place incrementally to reinforce the fact that the Department has made an organizational commitment to make Community Policing its dominant style for delivering services to the city.

A key part of the training effort therefore must be gradual, but perceptible and meaningful change in managerial style, organization, administrative and procedural matters.

Both training and Department policies must "sell" the concepts to veteran officers. One of the means of attaining this will be to develop reward systems for those who successfully practice problem-solving policing on patrol, and to make patrol an assignment which is worth pursuing as a career with its own special rewards and incentives. As a result of experiences in various police agencies, police officers who are exposed to, and who practice, Community Policing tactics and techniques, embrace it. These changes, however, do not occur overnight. They are evolutionary, and take time to occur, especially in a large bureaucracy such as the New York City Police Department.

The overall goal of initial training efforts must be to train officers to accept change before specific skills training can be effective. A significant inhibitor to the acceptance of change is fear of the unknown. No matter how unpalatable it is for officers now to race from one 911 call to another, they at least know what they have to do, are good at it, and are comfortable in performing their present duties as enforcers of the law and crime fighters. The quasi-militaristic organization structure, control systems and supervisory style all reinforce the officer's role as primarily a crime fighter.

The trainer's job, initially, must be one of salesman. Officers must be truly convinced that Community Policing is a better way of doing things, that solving the problems which cause crime - crime prevention - is better, and more rewarding, than reactively responding to crime, and that officers who practice Community Policing

tactics are happier and more satisfied than those who practice traditional policing because they can see the fruits of their labor firsthand.

Community Policing must neither be perceived as, nor treated as a specialty program. One reason for the misperception of Community Policing as specialization is that Community Policing has attained programmatic status in many Departments, as it has in the NYPD through the CPOP program. Experience has shown that programmatic specialization often leads to rejection due to jealousy, misunderstanding, and a lack of acceptance by patrol officers engaged in generalized duties. Specialization breeds an "us vs. them" mentality, with bickering as to who the "real" cops are, and who is doing the "real" job.

Chapter 3

Roles of Police Officers Under Community Policing

Before the Department determined what specific skills, knowledges and abilities should be developed in officers through training, it was first necessary to determine specifically what officers would be doing - what their specific roles would be, and what the job would look like.

A general overview of the role of police officers was undertaken by viewing that role functionally.

Under the philosophy of Community Policing, significant role expansion must occur for police officers. This role expansion necessarily results from the different functions which are to be performed, and these functions engender a variety of training needs. The training which addresses these needs must be anchored to the values and mission of the Department and to these expanded functions (especially when it is recognized that police and citizens have a joint partnership).

By performing a functional analysis of what a police officer's job will be under this model, training needs and issues were categorized under each function, and the training topics identified by the knowledge, skills, abilities and attitudes required for the job.

Functions. Prior to discussing training needs engendered by the role expansion of police officers under the Community Policing concept, the Department needs a clear understanding of how Community Policing will be viewed by management and those who are practitioners. Simply stated, Community Policing must be viewed as the "Philosophical Umbrella" under which members will perform a continuum of three major and necessary functions. Under Community Policing, officers will handle calls for service, perform random preventive patrol, perform directed patrol (all tasks now performed under the traditional model) and self-directed activities. Functionally, these activities can be grouped under three major functions: the Reactive Function (answering calls for service and responding to incidents), the Proactive Function (performing directed patrol and crime prevention activities), and the Coactive Function (self directed problem-solving activities in partnership with the community).¹⁴ Significant role expansion will occur under each of these functions.

Though categorized separately for purposes of defining the responsibilities and duties which characterize these functions and to determine specific training requirements, police officers will be performing overlapping responsibilities under all of these functions on a daily basis. The duties performed at any given time will be dependent upon the needs of the specific neighborhood being patrolled, the tour performed, the day of the week, or any number of other variables.

Therefore, it is important that these functions be viewed as part of a cohesive whole - Community Policing. Community Policing is NOT a rejection of "traditional" police roles. Arrests and summonses will still be an integral part of an officer's repertoire in the "reactive" function. Arrests and summonses will also play a role in the other two major functions - proactive directed patrol and coactive problem-solving policing.

Certain tasks and responsibilities under these three major functions intermingle among the functions. Likewise, a police officer may at any time be required to perform responsibilities in any one of these functions. The common denominator for all responsibilities under all functions is that Department members will be active **partners with the community.**

Under the Community Policing concept, there will be less specialization of police functions and greater expansion of the role of each individual officer. Police officers will no longer serve as mere "report-takers" who quickly gather sketchy information and then rapidly respond to the next call for service. They must now perform

preliminary investigations and engage in problem-solving and crime prevention. This role expansion has significant training implications.

1) Reactive Function - Calls for service, incident-driven. The traditional reactive calls for service function will still be performed, but at a reduced quantitative workload, with increased quality of police/citizen interaction. There will be a greater expansion of the role of the police officer and citizen during these interactions. Encounters during calls for service will be extensive and will be used to build citizen trust, impart crime prevention information, conduct preliminary investigations, provide victims with psychological first aid and knowledge of victim assistance programs and gather more information for reports.

2) Proactive Function - Directed Patrol and crime prevention activities. This will include activities such as surveillance, security surveys, plainclothes anti-crime and decoy exercises, and similar tasks. During an officer's uncommitted time he or she will engage in activities to obviate further criminal activity. These activities include developing tactical responses to a particular crime problem by drawing upon novel patrol strategies. This requires that police officers be able to recognize and analyze crime patterns, trends, Modus Operandi, etc., and be able to devise and implement the most appropriate solution.

3) Coactive Function - This involves self-directed activities taken in partnership with the community. Officers must develop and identify resources within the community, while jointly identifying problems that affect quality of life within the neighborhood. The officer must also work with the community to strategically plan courses of action to solve the identified problem. The plan must address the underlying causes of the problem, as well as its symptoms.

How The Job Will Look

Every neighborhood will have one or more police officers assigned to that specific neighborhood who will be responsible for working with the community to prevent crime, arrest offenders, improve the quality of life and reduce fear. All police officers will be community police officers, whether assigned to RMP duty, foot patrol, investigative duty or other support units.

There will be significant despecialization of jobs within patrol commands. These functions will, when possible, be performed by beat and sector officers. Responsibilities shifted to beat or sector officers will provide considerable job enhancement and create a need for additional training. Specialties eliminated will include highway safety, crime prevention, latent prints, condition cars and warrant officers. Patrol officers will also have more of a role in conducting investigations on their beats.

Patrol beats and sectors. Patrol beats and sectors will be realigned in order to conform with the boundaries of specific neighborhoods, identified by a predetermined criteria (natural boundaries, physical boundaries, community groups, etc.). At least one officer will be assigned per beat. Precinct commanders will identify enough beat boundaries to cover the entire precinct so that every neighborhood will be covered by sectors and a beat. Community Police Officers will also be assigned to steady sectors and/or steady beats within these neighborhoods and will work steady tours. This will greatly facilitate an officer's knowledge of his area and the people who reside and work within that area. This daily interaction with residents and merchants will foster mutual trust - the first step in identifying a community's problems. Officers will closely coordinate activities in problem-solving efforts to affect specific problems on their beats/sectors. All beat and sector personnel will be mutually involved in Community Policing and answering 911 calls for service. Out of sector assignments will be minimized.

Methodologies. Officers will work closely with those community organizations and groups, both formal and informal, which exist within their regular areas of assignment. Precinct commanders and staff personnel will assist in identifying key leaders and existing organizations in each neighborhood, and will advise community leaders, representatives of organizations, local officials and government agency managers of the objectives of

Community Policing, and will contact local community newspapers to publicize Community Policing. Officers will educate the public about drugs and crime prevention, and supply information to the public to reduce the fear of crime.

It is important that the Department ensures representativeness of all segments of a community. "Community" must be defined in more than the traditional "neighborhood resident" sense. In any given neighborhood there is a resident population, a religious community, business and merchants, and transient workers.

Officers will attend community meetings to introduce themselves and familiarize the community with the Department's new philosophy and objectives. To help involve the community in problem-solving and assist the precinct commander in identifying, analyzing and solving problems, Precinct Management Teams (PMT) have been formed. Community members are part of these teams and will help in planning, prioritizing and evaluating results. Additionally, regular sessions will be held with affected community groups to review problems and solution strategies. The community will be given direct input in identifying the problems in their neighborhoods and a role in developing solutions.

Officers will also have access to various resources within the community, including governmental agencies and private organizations, which could be tapped to resolve problems which exist on their beats.

Problem-Solving. Officers will jointly and systematically identify problems which affect crime and the quality of life within their beats and which concern neighborhood residents and businesses. Once these problems are identified, officers will analyze the problems and jointly plan and undertake a course of action with community members utilizing all appropriate resources which have been identified. The primary thrust of problem identification and analysis and actions taken will be crime control. Crime control strategies will target specific major crimes (narcotics, rape, robbery, burglary, etc.) and will be designed to ascertain patterns and the chronic conditions which exist in a neighborhood which facilitate crime and disorder.

Officers will have considerably more latitude and freedom as to what tools they choose to use in addressing these issues. The course of action taken should impact on underlying causes. For example, to solve a narcotics problem which might exist on the officer's beat he or she could use such tactics as organizing block associations, contacting city agencies or working with building owners.

Problem-solving techniques will be used extensively as a major proactive tool in discerning crime patterns, reducing the number of repeat calls and determining the underlying causes of a neighborhood's problems. Beat books will be maintained for each beat within a command. They will be reviewed by supervisors and comprehensive action plans to solve problems will be formulated. Calls for service will be analyzed to ascertain patterns and repeat calls will be investigated to determine the underlying causes.

Investigations. New investigative zones will be formed in each precinct command, and detectives will "catch" cases by the investigative zone of occurrence rather than being assigned cases by their time occurrence. This will foster the same feeling of neighborhood ownership as beat and sector officers. There will be increased interaction and joint effort by detectives and beat/sector officers who are assigned within their Investigative Zone.

A restructuring of detective assignments and procedures (replicating those presently in use in the 72 Precinct) will be necessary to improve coordination and facilitate interaction and information sharing between detectives and community police officers. Detective teams will be assigned to investigative zones which will encompass a few Community Policing beats in specific neighborhoods. Detective teams will then be assigned cases based on the neighborhood of occurrence, rather than on the time of occurrence, as is presently the case.

As a result of this restructuring, detectives will become thoroughly familiar with the problems, crime patterns and sources of information within their neighborhood area of assignment, and will develop enhanced relationships with the officers assigned to those areas as well as the citizens residing and/or working within those zones. They will meet regularly with officers assigned to the beats/sectors within their zone, and will attend community board meetings within their area of assignment. This will engender a sense of partnership between the detectives and the citizens of "their neighborhood," and will greatly enhance the flow of information.

Since community police officers will be taking a greater part in initial and continuing investigations, case loads for detectives should be decreased, and those cases assigned should have a higher degree of solvability - cases with witnesses, leads, identifiable property, etc. This will allow detectives to more fully investigate cases rather than juggle unmanageable case loads.

Role change. Detectives will, of course, continue to solve cases. The overall focus of the detective's role will change to one of crime analysis and problem-solving, not incident handling. Focus will be put on analyzing the nature of the problems and crime patterns affecting his or her area of assignment, and working with sector and beat officers and the community to develop effective strategies to limit crime within that area. By getting to know the neighborhood intimately, the detective will enlarge his/her sources of information and be better able to develop plans and implement strategies to attack the nature of that neighborhood's problems.

The detective will have more time to investigate those crimes with solvability factors, and more time to administratively enhance the successful prosecution of these cases in court.

Need for teamwork. Patrol officers and detectives will work closely together and share information. Officers will gather as much information as possible at the crime scene. Detectives will continue those cases which are beyond the scope and ability of the police officer. The detective will carry forward those cases with sufficient solvability factors. Detectives must have confidence in the ability of patrol officers to gather information. Mutual trust is essential to the concept's success. Much coordination, team-building, and cross-training will be required to inspire this confidence.

Empowerment and supervisory roles. To be successful, Community Policing requires that police officers be empowered to use their discretion during uncommitted patrol time (which should optimally be at least 40% of an officer's tour), to engage in problem-solving techniques, interact with community members, interact with community groups, and undertake other efforts to develop a mutual trust and a working partnership with all members of the community. This empowerment and role expansion inherently brings with it many training and developmental needs. Supervisors, who traditionally view their role essentially as a command and control function, must learn to be facilitators and resource developers.

The evaluation, reward, and incentive systems will be revised to reward excellence in Community Policing, innovation, creativity, crime prevention, problem-solving, and community activities as well as the traditional awards for good arrests and acts of valor.

The role of supervisors will change considerably (see page 23). This shift in role and managerial philosophy can cause considerable role conflict in the Department's present supervisory corps, who have been practicing traditional supervisory roles (directing and controlling) since promotion to sergeant. To lessen the culture shock which could be engendered by this wholesale shift in philosophy, the change must be well planned, gradual and supported by the Department's administrative, managerial and training systems.

Coincident with these role expansions will be a need to maintain supervisory control in the traditional sense. Supervisors will still be responsible for directing, controlling and disciplining subordinates as the need arises. They will still perform inspections, review reports, ensure that proper procedures are followed, set managerial priorities, maintain standards, evaluate, ensure a high level of integrity, and perform other

conventional associated supervisory duties. The basic change will be in the overall managerial philosophy and style of leadership.

The importance of integrity and the control of corruption cannot be de-emphasized - particularly in light of the additional freedom of action and self-initiative required for Community Policing. Those same controls which have proved so successful in the past in the eradication of institutionalized corruption will continue. The Department's commitment to values will be essential in maintaining integrity and controlling corruption, and the Department must continually reaffirm its organizational commitment to integrity. Ultimately, absent direct supervision and control, individuals act in accordance with the values which are ingrained in them when they are making decisions as to what actions to take in a given situation. Through instilling values and getting officers committed to the Department's mission and goals, they will control their own actions. Furthermore, officers will be held strictly accountable for everything which occurs in their respective sector and beat areas.

Chapter 4

Training Philosophy

Everything is training. Because of this evolutionary change in our basic policing philosophy, successful training must consist of more than merely issuing new Operations Orders or Patrol Guide revisions, or merely offering a few courses in Community Policing at the Police Academy. "Training" must be viewed in its broadest sense - encompassing much more than formal classroom instruction. Changes in organizational structure, managing, inter-department meetings, Department communications, community meetings and even casual conversations and exchanges among members of the Department should all be considered an integral part of training. The key is that everything which occurs within the Department must be based on well-defined and ingrained values. Management through values which are incorporated into the Department's administration and overall culture is a more effective means of managing than traditional supervisory controls.

Train the "Why." One of the most important, and frequently neglected, training considerations is imparting to members the *WHY*, as well as what, the Department is trying to accomplish in training. This is particularly true in a traditional quasi-military police agency such as the New York City Police Department in which members are accustomed to being dictated procedural and other changes, and accepting them because "If that's what they want, that's what they get." Recent studies of traditional police agencies show that policy changes made at the top of the organization structure frequently do not take place at the operational level, where "business" goes on as usual. Moreover, many supervisors and other members of the Department have seen changes and "new" policies and programs come and go with the current hierarchy of the Department, and have developed a "here today, gone tomorrow" attitude toward change.

Train for change. The only effective means of establishing true change, is to train for the acceptance of change and base that change on a clearly defined and understood value system. Individuals must fully understand why the Department is moving to a new policing philosophy, and they must be sold on the benefits to themselves and to the day-to-day operations of the Department engendered by such change. The change must also reflect that clearly stated value system.

Orientation training for all members will be crucial. In light of this, training for all members must include how the Department got to where it is now. They must then be made aware of the research and studies which have been conducted in order to understand why a basic change in policing philosophy is necessary. It must be stressed that Community Policing is a natural evolutionary change from traditional policing which addresses those areas in the old method which need improvement. The police, simply, have been asked to do more than would be possible to effectively deal with the results of society's ills. It takes more than the police can bring to bear to attack the underlying causes of crime and improve the quality of life. They must then be shown how the new philosophy of policing meets their personal needs and addresses those issues about which they have complained and which have gone unaddressed.

It should be stressed in training that this shift is not a rejection of what has gone on for the past twenty years, but rather a natural evolution to a better way of doing things.

Use less formal methods. It is important that the method of delivery and tone of training for managers, supervisors, and police officers be conducted in a manner which is consistent with the values and elements of the new style of policing which is being implemented. Much of the training given should be less formal than traditional lecture techniques and conducted in decentralized small-group workshop settings utilizing those who have been practitioners of Community Policing as a resource. This less formal training initially should focus on what Community Policing is (an active problem-solving partnership with the community) and what it is not (a public or community relations effort). The role and new tasks of the police officer should be discussed in depth.

Managerial support is crucial. Although training will be a crucial factor in the successful transition to Community Policing, training cannot in and of itself bear the responsibility for the institutionalization of Community Policing in the Department. More critical to successful implementation is that the Department's managers and supervisors create a supportive system for officers to practice Community Policing strategies. Managers and supervisors must be brought on board first to allow officers to exercise flexibility and be adaptive and creative in order to act on the particular conditions on their neighborhood beat/sector. A managerial system and style must be created which will support, facilitate and encourage. Roles of supervisors determine behavior of subordinates. Supervisors will have to change the managerial context in which officers work.

Responsiveness of management. The Department presently has a managerial style of a "top-down," directive organization. Community Policing, conversely, requires that management must be responsive to the initiatives from the bottom - to facilitate the job of the police officer on the street and to adapt the Department's managerial systems according to the needs of police officers at the "bottom." Unless this changes, officers will quickly realize that the managerial context of the job has not changed. If officers are trained in one thing such as problem-solving, then get back onto the street and are evaluated by supervisors on other things (solely the number of summonses, arrests, etc.), their behavior will revert to what it was, and the value of the training will be lost. What an officer's precinct commander and sergeant say carry much more weight with an officer than any training or directives from top brass. It is critical that captains, lieutenants and sergeants in field commands actively support Community Policing both formally and informally.

Train "top-down." Because of the importance of bringing management on board, our training efforts must be "top-down," that is, upper level executive personnel must be trained first and "buy" into the Community Policing philosophy, then middle managers, supervisors, and, finally, police officers.

Respected, high-ranking executive corps members served as facilitators during Executive Corps Community Policing Orientation to underscore the importance of actively participating in the Community Policing philosophy, and to allow for valuable feedback and exchange of information.

Importance of supervisory training. Even more crucial will be the training of supervisors. In order for Community Policing to become institutionalized, the entire administrative and managerial style of the Department must be modified to support supervisors in their expanded role. Supervisory personnel must be carefully developed to imbue them with those skills needed to successfully undertake their redefined role.

As stated earlier, the role of managers and supervisors will be drastically changed and expanded under Community Policing. Most of the Department's present supervisors will be directing officers in policing methodologies which they, the supervisors, never practiced. Because of this, supervisory training in the "mechanics" of Community Policing must be at least as thorough as that offered to police officers.

Supervisory role shift. The primary shift in the role of supervisors will change from one of exercising traditional supervisory control to one of leadership, team building, coaching, participative management, and motivating. Supervisors must be willing to empower officers to perform self-directed activities with community participation. They must set the tone, coach, allow risk-taking and facilitate, all to make the police officer more effective.

Supervisors will also have an expanded role in the training of officers, particularly in how to prioritize and plan their work, how to identify problems and crime patterns, and how to effectively develop a strategy to utilize and coordinate available resources to effectively solve problems. In order to develop these analytical skills in officers, supervisory personnel must themselves be thoroughly trained in those skills.

Supervisory Skills

The skills required of the Department's managerial and supervisory corps under the Community Policing philosophy can be categorized into three main skill groupings: Leadership Skills, Personal Development Skills, and Management Control Skills.

Leadership Skills. Above all, the executive and supervisory corps of the Department will require leadership skills to develop the confidence and respect of their subordinates. The success of supervisors in the Community Policing model will be reflected in how skillfully they apply sound principles of leadership to everyday operations in order to maintain a high level of discipline, morale, and esprit de corps (and how empathetic they are to their subordinates). Team-building and participative management skills will be needed. Training in mentoring, coaching and facilitating will be essential, as will value development, conflict management, motivation, risk-taking and coordination. Above all else, the Department must develop its supervisors to be effective leaders.

Personal Development Skills. Under the Community Policing philosophy, there will be a marked increase in the quantity of oral and written communications with community and business groups, outside agencies and inter-agency units, effectuating a requirement for considerable communications skills on the part of supervisors. This calls for training in interpersonal skills, public speaking, community dynamics and organization, resource development and utilization, group dynamics, writing skills and presentation and training skills.

Supervisors will also be responsible for overseeing the problem-solving tactics utilized by community police officers. This will require skills training in the following subjects: strategic planning; problem identification and analysis; collaborative problem-solving; problem-solving techniques; alternative responses; and evaluation techniques.

Management Control Skills. Supervisors will still have to exercise basic supervisory control and guard against corruption. They must be wary of the possibility that officers who are operating closely with and who develop close ties with the community may be exposed to corruptive influences.

Training in basic supervisory techniques and methods will still be required. Training will also be needed in time management, establishing priorities, discipline, and resource management and coordination.

Team training. Under the philosophy of Community Policing supervisors and community police officers will act as a team in formulating plans and arriving at methodologies to solve problems. Precinct Commanders will act as team leaders. A part of fostering and developing teamwork should include training of supervisors, police officers and civilian staff together in small workshop groups with maximum interaction between them. Specific team building training at the precinct level will be beneficial.

Actual training strategies will necessarily be dependent upon specific precinct conditions and needs. However, regardless of which plan is adopted, operational teams should be trained together. Each of seventy-five precincts could be considered a team, with the Precinct Commander as team leader. This would be the only effective method of changing the organizational culture of a command. If members are trained individually at a separate centralized location, and then returned to their commands to negative peer influence from those officers still operating in the traditional incident-driven reactive mode, then the training effect will be diluted, if not negated.

As team members, innovation, information flow and interaction between all ranks, both uniformed and civilian in that command, will be fostered, and all members will be aware that their commander and supervisors are supportive of the Community Policing philosophy.

Additionally, frequent meetings between sergeants and those assigned to sectors and beats under their jurisdiction would be a valuable training tool. Platoon commanders would then meet with all sergeants assigned to their tours to get an overall picture of the successes and failures of the various Community Policing problem-solving tactics being utilized by their subordinates. This will provide them an opportunity to set priorities, allocate resources and facilitate problem-solving efforts.

Delivery methods. Innovative training methods will be needed to affect a basic change in the Department's overall supervisory and policing philosophy. It is evident that this transition cannot solely occur as a result of courses conducted at the Police Academy. Training must be carefully planned and will have to take place in small-group workshop settings with much give and take and brainstorming among participants during which decisions are made.

Traditional training methodologies, such as the lecture method by itself, would be inappropriate to attempt to bring about the significant role changes and team-building necessary to make these concepts work. New working relationships cannot merely be dictated. Members must be together in workshop settings, and field activities must be interspersed throughout the training sequence to reinforce ideas presented. Debriefing sessions among supervisors, detectives and police officers should be used to reinforce concepts, and what has been learned must be used in the field.

There will be a great need for the decentralization of some training programs, particularly training in cultural awareness and resource utilization. Decentralization will allow for greater specificity and the tailoring of training to a particular neighborhood's needs and populace. Precinct Field Training and decentralized in-service training will be key to providing this neighborhood-specific training.

Training must be dynamic. The reassessment of training needs must be conducted on a periodic basis. The Department must be responsive to the needs and demands of officers who are out in the neighborhoods practicing Community Policing. Officers will, in effect, be learning the job of community police officer as they practice it. Since the job itself will change and evolve as officers perform it, the Department's training systems must be responsive to those changes and replicate successful methods and tactics (successful case studies are now being researched).

Training systems and feedback systems must, therefore, be highly adaptive and flexible, and both entry-level and in-service curriculum must change as appropriate. An essential role of the training staff, then, will be to gather information as to what does and does not work and translate this information into documents and training programs so that successful techniques can be replicated city-wide. This will, of necessity, require a great deal of interaction between those who are developing curriculum and training programs and those who are doing (and supervising) grassroots Community Policing.

Cultural sensitivity. Cultural sensitivity, in as diverse a community as New York City, is a critical need for community patrol officers. Any intolerance of individual cultural differences of citizens would be a serious impediment to the successful practice of Community Policing. Officers must value the rights of all the people they serve. Training in cultural diversity and sensitivity is seen as an essential developmental need both for entry-level and in-service personnel. Decentralized, community-specific sensitivity training, such as now exists in several commands, will have to be carefully planned and expanded.

Train the community. The community must also be "trained" in the philosophy of Community Policing, particularly as to its definition, alternative response tactics to 911, the development of trust in their community patrol officer and their responsibilities in ensuring its success. A significant public information effort will be required to inform the public what to expect and what we expect of them. The community must also be informed of the limitations, constitutional or otherwise, on what a community police officer can and cannot do. Community expectations on how a problem can be solved (e.g., homeless) often are in conflict with the law and Department procedures.

Many methods of training the community will be utilized - both formal and informal. Beat sergeants and beat officers will regularly attend community meetings to make the community aware of the Department's new philosophy and to introduce themselves to the community. Beat officers will also arrange meetings with interested residents, merchants and organizations which exist on their beat. Precinct Commanders, in consultation with the Deputy Commissioner of Public Information (DCPI), will contact the local press in a neighborhood in order to have articles published introducing neighborhood beat officers and explaining the Department's plans and strategies.

Furthermore, routine contacts at the precinct (reporting crimes, stolen property, etc.) will be used to train the public as well. The precinct station house is a location at which a myriad of police-citizen contacts occur and at which public opinion of the Department and the professionalism of its members is formed. New procedures are being devised to ensure that quality, timely service is rendered to the public, and community policing reading materials will be made available in precinct waiting rooms to assist in educating the public about the Department's goals, values, mission and the philosophy of Community Policing.

Chapter 5

Role-Related Knowledge, Skills and Abilities

Having defined the roles of supervisors and police officers, the next step in curriculum design is to analyze the tasks and activities members will be performing. It is then necessary to isolate the knowledge, skills and abilities (KSAs) required for personnel to accomplish those tasks. Having defined the KSAs, a training plan and curriculum are then developed.

There are problems with this traditional pedagogic methodology as it now applies to the Department's particular situation. Simply stated, although it is known theoretically what community policing is, the management of the Department does not know what will happen in the field as supervisors and police officers acquire expertise in this challenging new effort. Additionally, unlike most police related topics, trainers are not necessarily the ones who have the most expertise about how to go about practicing community policing. Therefore the Department's training plan (Chapter 6) will call for a basic "core" curriculum which can be taught on a centralized or semi-centralized basis, and specific skills training which should be decentralized at the precinct or borough level.

Police Officer Skills

Major categories of skills which must be developed in Department personnel have been identified and must be developed through training efforts.

Enhanced communications skills. Precinct Commanders, supervisors, police officers, and civilian staff will all require the enhancement of both oral and written communications skills. Police officers, in particular, will require considerable development in the skill since it is crucial to the performance of so many of those tasks noted earlier in this report under the role of the police officer. Officers must learn how to relate to the people who reside and work in the neighborhoods they are working, and develop and inspire the trust and confidence of the public.

This requires more meaningful communication between members of the Department and the public. Citizens must be convinced that officers care, that they are sincere about addressing citizen problems. If a citizen perceives these characteristics, he or she will develop trust in the officer. This trust will lead to additional dialogue and the imparting of critical information about existing crime and quality of life conditions.

Interpersonal skills. Because of the increased contact with the community, citizens are much more apt to ask questions about procedures, tactics and policies. Officers will have to take time to sit and talk tactfully and truthfully with citizens and civic groups as to exactly what the Department can do, cannot do, and what the reasons are. In situations where community expectations and demands exceed the Department's abilities due to policy, legal constraints, etc., officers must be able to convey those policies without exacerbating the situation. Training in interpersonal skills, therefore, will be critical.

Interpersonal skills of officers must be enhanced, particularly in how to say what they mean while keeping in mind their audience. A number of misunderstandings and miscommunications between officers and citizens are a result of semantics. Officers must know the cultures, customs and mores of the citizens in their beat/sector neighborhood. Officers must also be aware of the import of what they say and how they say it. They must give people an appropriate amount of respect and must project a positive image of the Department if they are to effectively work with the community to solve problems.

Public speaking. Public speaking skills must also be taught. Patrol officers will be expected to attend and address meetings within their neighborhood beat/sector - community groups, block associations, tenants meetings, merchants associations, etc. to introduce themselves, to explain the philosophy of Community Policing, and to encourage participative, proactive problem-solving.

Verbal and written skills. Another area of communications skills which must be enhanced is interviewing, interrogating and reporting. Patrol officers will, by virtue of increased contact with the community, have a better opportunity to gather information about past crimes, crime conditions, active investigations, etc. Enhanced verbal skills are needed for this, as well as writing skills to effectively record information garnered from victims and witnesses. The Rand Corporation Study of the investigative function produced in the 1970s postulated that the reasons for solving ninety percent of those cases which are cleared are directly linked to the amount and quality of the information which a patrol officer gathers and records at the initial scene of an investigation.¹⁵ Officers are going to be in a position in which the opportunity to clear cases is significantly enhanced through Community Policing, and the Department must develop those verbal and written skills required to maximize this advantage.

Crime analysis and problem-solving skills. An important concept in the Community Policing philosophy is to solve the problems which lead to calls for service, crime, and the degeneration of quality of life. Crime analysis skills are key to this concept - the ability to identify existing or emerging crime patterns or trends - to link an event or a crime which, on its face might seemingly be unrelated to other cases. They must be able to group incidents as problems, to identify symptoms and relate them to problems.

The skills required for effective problem-solving are many. Officers must receive a considerable amount of training in, first, problem recognition and analysis. Officers must then possess strategic and tactical analysis skills in order to plan strategies to address and effectively solve a problem. Therefore, training must be given in tactical, short-term planning and in how to develop effective strategies. Strategic analysis skills are required in order to identify why problems exist.

Community organization skills. Officers will be expected to take part in organizing their neighborhood beat - to establish block-watcher programs, block associations, tenant associations, to recruit people for precinct community councils, and to generally mobilize their neighborhood to assist in the fight against crime. In order to do these things they will require organizational skills and a knowledge of community dynamics - what constitutes a neighborhood, how do neighborhoods form, how to work through groups, what makes people band together, how to identify those in the community with a neighborhood affiliation, how and what causes neighborhoods to mobilize.

Organizing and building community organization in the areas that need it the most - communities that have a mistrust of police - is one of the Department's most difficult challenges, but it is critical to the success of developing a partnership with the community to solve problems. If development and organization do not exist within a neighborhood, that neighborhood will be fraught with social problems, decay, crime and decline in the quality of life.

Officers must attempt to organize at the lowest level of a neighborhood's natural formation, that is, individual block and tenant associations. Officers must be trained to reach out to blocks and neighborhoods that do not reach out to the officer, and must be made to realize that it is unlikely that they will enjoy instant success - that building trust is a slow and painstaking process.

Specialty skills. As previously mentioned, specialization of several patrol functions will be curtailed considerably, and the role of sector and beat police officers will be enhanced substantially. The functions of the Crime Prevention Officer, Warrant Officer, Latent Print Officer and Highway Safety Officer will be absorbed by patrol personnel assigned to neighborhood beats. As a result, the skills normally associated with these specialty

positions must be imparted to officers assigned to neighborhood beats. Additionally, as the Department further defines the role of patrol officers in preliminary and follow-up investigation of past crimes, any job enhancement in these areas will also require further development of skills.

Supervisory Skills

The role of supervisors under the Community Policing model differs fundamentally from the traditional role of control and supervision. In addition to these traditional skills, their role will be redefined to one of leadership. Supervisors must set good examples, be good at teaching, set the tone, convey values, coordinate, allow risk taking and encourage ingenuity, innovation and flexibility. They will be tasked with assisting beat and sector officers to plan their work, to identify problems on the beat, to analyze those problems, to think through strategies and to locate and mobilize resources both within and outside the Department to deal with those problems identified.

This involves an entire redefinition of the relationship between supervisors and subordinates - an entirely new way of supervising the Department's personnel which is built on teamwork and mutual respect. The Executive Corps must commit itself to giving officers a stake in the Department. There is a need for openness and a need to provide officers with new alternatives to get the job done.

Need for the same knowledge, skills and abilities as police officers. In order for our supervisors to be effective, it will be necessary for them to have a thorough grasp of the Community Policing philosophy and the enhanced role of police officers under that philosophy. Additionally, communications skills, interpersonal skills, public speaking ability, basic verbal and writing skills, crime analysis and problem-solving skills, as well as community organization skills must be developed to an even greater degree than for police officers. Complementing the above, the following skills must also be trained and enhanced.

Ability to instill values. In the Community Policing model, officers will have significantly enhanced autonomy and discretion, and will be empowered to act on their own to a degree heretofore nonexistent in the Department. This, and the fact that beat patrol by nature is decentralized, presents a new challenge for supervision and leadership. The establishment of rules or additional training cannot in itself provide enough guidance or control to prevent the abuse of these new freedoms. There are numerous conflicts and choices of discretion to be exercised by officers in the field, and many of these choices will be made in the absence of supervision. The Department needs a mechanism to guide officers in making important decisions which affect basic rights, fairness, equality, equal distribution of service, and integrity. This mechanism is the values which are instilled in officers. Officers will have to rely heavily on those values which have been instilled in them, and the primary influence in the effective imparting of these values is their immediate supervisor.

It is extremely important, therefore, that supervisors commit themselves to these values, and, in both formal and informal interactions with subordinates, reinforce them. When supervisors conduct roll call, or speak at community meetings with officers present, or, in fact even during informal contacts and exchanges with officers, they will be instilling their values on their subordinates. It is critical that their personal values reflect those of the Department.

Coaching and facilitation skills. One of the primary skills required of supervisors under the philosophy of Community Policing will be the ability to motivate and provide guidance and coaching to officers under them. Supervisors must view themselves as facilitators, whose job it is to help officers on the beat overcome obstacles and handle the problems which they encounter. Essentially, this will require that supervisors view themselves as mentors, who assist officers in the problem-solving process by training them, coaching them and coordinating their efforts. They will assist officers by identifying internal and external resources to assist in problem-solving, and by mobilizing those resources to help the officers.

Chapter 6

Training Plan and Curriculum

Community Policing has been operationalized in all patrol commands, given current staffing levels and resources, and training in Community Policing has already commenced. Community Policing training is being coordinated by a Community Policing Task Force that reports to the Deputy Commissioner of Training.

Orientation. Training is being conducted "top-down." A basic orientation course will be presented to all members of the Department, with certain variations, depending upon the particular target population. All captains and above and equivalent civilian personnel received a one-day Community Policing Orientation Course in the following topics: Community Policing Philosophy; the Department's Mission and Values; a Review of Policing New York City in the 1990s; Dealing With Organizational Change; Role Expansions of Police Officers and Supervisors; and a panel discussion dealing with operational issues and concerns. The Police Commissioner, the First Deputy Commissioner and the Chief of the Department made presentations during the training program. Executive corps members and Police Academy staff served as instructors for the course.

The Department's middle management personnel, both uniformed and civilian, received a one-day centralized Community Policing Orientation Course. The purpose of the training was to familiarize members with the basic concepts of Community Policing and prepare them for the basic changes in their roles. The supervisory course covered the same topics as the executive course. Trainees were shown a video message from the Police Commissioner. Police Academy and Community Policing supervisors served as course instructors.

Patrol officers have been introduced to Problem-Solving in Borough-Based Training. Police officers and detectives are also receiving an Introduction To Community Policing through Borough-Based Training. Community Policing Orientation for police officers and detectives will include five (5) hours of training, paralleling that training already received by the executive corps and the Department's middle managers.

All civilian personnel in staff or administrative non-patrol assignments will view a videotape explaining Community Policing philosophy and depicting successful examples. This videotape will also serve as the initial exposure of civilians assigned to patrol commands to Community Policing.

All existing Police Academy courses and curriculum for entry-level and promotion are being revised to institutionalize the change to the Community Policing philosophy, and to impart the skills required to successfully practice it.

Recruit Training. The recruit training curricula of the three academic disciplines are being revised to develop those skills required for Community Policing. Specific curriculum topics which will be expanded, enhanced or added are: Department mission and values, crime prevention training, latent prints, history of policing, problem solving methodologies, conducting initial investigations, crime analysis, tactical planning, beat books, community and neighborhood dynamics, fear of crime, available inter and intra-agency resources, interpersonal skills, public speaking, assertiveness, basic conversational techniques, effective listening, setting priorities, group dynamics, cultural diversity, interviewing skills and quality report writing.

Promotion Courses. Training course curricula for promotion to sergeant (BMOC) and lieutenant (LOC) are undergoing similar changes in curriculum. The basic philosophy of these courses will shift from an emphasis on supervision and control to an emphasis on the development of leadership and facilitation skills. Additions to the course curricula will include mentoring and coaching; resource utilization; problem solving; public speaking; community organizing; prioritizing and time management; community and neighborhood dynamics; interpersonal

skills; group dynamics; crime analysis; motivating; and team building. Basic management and supervision will remain in the course curricula since these skills are still essential to the positions. Additional course offerings in Community Policing related topics will be incorporated into the Executive Development Program, e.g., Precinct Management Team Development and Coordination, Customer Relations.

In-Service Training. Certain basic core curricula topics can be offered through our existing training delivery methods (borough-based, centralized management and precinct level training) including: role changes and enhancements; crime analysis; Department mission, values and goals; group dynamics; conducting initial investigations; paradigm; highway safety and traffic control; beat book management; fear of crime and similar topics.

To address other skills training needs, the Department will decentralize the training delivery system. In each of the seven Patrol Boroughs, Community Policing Training Coordinators will be designated.

These training coordinators will be trained in Community Policing practice and will attend a state certified twelve-day Methods of Instruction Course. They will also attend regularly scheduled developmental seminars at the Police Academy to share information and learn the latest successful Community Policing strategies and tactics to bring this information back to their field commands.

By establishing these Community Policing Trainers in each patrol borough, precinct commanders will be able to self-initiate training specifically tailored to their local needs, specific conditions and problems existing in their commands, and those concerns identified by Precinct Management Teams. These trainers can also arrange sensitivity sessions and cultural awareness training with local community leaders and representatives of the ethnic groups existing in their command.

The Police Academy will provide training to the Borough Training Coordinators to help them gain expertise in problem-solving and Community Policing methods and tactics. The Coordinators will visit commands within their respective borough to: review Community Policing strategies, suggest improvements and deliver needed remedial and developmental training to precinct Community Policing modules as a team (supervisors, police officers, detectives and civilians).

The following training curricula, which require workshop and/or small group training sessions, will be administered by the Training Coordinators: team building; case management studies; interpersonal skill development; problem-solving techniques; conflict resolution and similar training.

One of the most important considerations in developing the training model and systems is that training must be dynamic and flexible so that officers can discover successful and imaginative Community Policing methods and techniques as they perform their duties. These methods and techniques can then be replicated throughout the city. Trainers must be learners and researchers who discover, document and propagate successful Community Policing methods.

Summary. Institutionalizing the evolutionary change to Community Policing requires a commitment to training unparalleled in the recent history of the Department. Uniformed and civilian members of all ranks and titles must receive on-going training - first in the basic concepts and philosophy of Community Policing, and then in specific skill development training. Training must be dynamic and innovative, and must adapt to what is learned by Department members as they successfully employ Community Policing tactics. These training efforts will be supported by administrative, organizational and managerial change. Although these efforts will be work-intensive and will require a significant manpower commitment, they will ultimately make New York City a safer place to live, improve the quality of life of city residents, and will significantly reduce the fear of crime experienced by our citizens.

Appendix

Major Studies

The study which created the most questions about the effectiveness of random preventative patrol was the Kansas City Preventative Patrol Experiment (Kansas City, Missouri). This experiment challenged conventional thinking relative to the effectiveness of random preventative patrol in deterring crime. One area of the city was divided into three sections to be policed by separate and distinct policing styles (reactive, pro-active and a control group). The reactive officers entered their assigned areas only in response to a call for service. The pro-active group practiced "aggressive" patrol in their assigned area, which also had a greater police presence than the other areas in the experiment because the reactive group also patrolled there when not on assignment. The control group practiced random/preventive patrol in their areas when not answering citizen calls for service.

The results of this study proved to be very interesting. There was no statistical difference between the crime rates in the three areas, resulting in the conclusion that random/preventive patrol was "not an effective deterrent in preventing crime."¹⁶ The logical conclusion is random patrol produced random results. The issue then was to determine what policing style was effective.

The Kansas City Experiment also showed that roughly 60% of the patrol officer's time was not committed to answering 911 calls. Since randomly patrolling neighborhoods during this "free time" when not handling citizen calls proved ineffective, the search was on to determine a more effective use of this uncommitted time.

Kansas City again raised the eyebrows of police administrators by then questioning the effectiveness of rapid response to calls for service. The Response Time Analysis Study discovered the following:

- A large proportion, nearly two-thirds, of "serious crimes" (FBI reporting criteria) were detected after they occurred.
- Rapid response was more effective in assisting people in need of medical attention than apprehending criminals.
- More police officers does not necessarily mean a reduction in crime if the sole purpose of the staffing increase is to reduce response time.
- The public's reliance on the 911 system must be reduced by allowing police agencies to develop a differential response to calls for service.

It has been postulated in the aforementioned and other studies that the traditional approach not only does not alleviate citizen fear of crime but it is questionable whether or not it even affects crime. The Kansas City Preventive Patrol Study demonstrated that reacting to incidents had, at best, limited effects on crime. This study also showed that approximately 60% of the patrol officer's time was not committed to handling calls for service. In an effort to make this "uncommitted" time more productive, the Kansas City Police Department followed the preventive patrol study up with the directed patrol experiment.¹⁷

This study demonstrated the following:

- Uncommitted patrol time could be structured for more meaningful activities than just random preventative patrol.
- It also established greater rapport between police and the community.

- Accentuated the importance of crime analysis data toward patrol activities.

The findings of this study were validated when Hartford, Connecticut, Jacksonville, Florida, Peoria, Illinois and San Diego, California conducted identical studies and got the same results.¹⁸

Of great importance, the Kansas City studies assured police executives that they could implement alternate policing strategies on a trial basis without adversely affecting public safety.

One of the most successful and often cited policing experiments was conducted in Flint, Michigan. This program began in 1979 in an area that contained roughly 20% of the city's population and employed foot patrol as its operating strategy. The program was designed to enhance community participation in the planning and implementation of police services as well as to improve police-community relations. In order to accomplish this, the officers involved in the program were instructed to direct their efforts toward the accomplishment of several goals. The following are some of those goals:

- Decrease the amount of actual or perceived criminal activity.
- Increase citizen's perception of personal safety.
- Provide police services consistent with community needs.

Evaluations of the Flint Neighborhood Foot Patrol Program were outstanding. The crime rate was reduced by 8.7%. Calls for service were reduced by 43.4% over a three year period¹⁹ reflecting the fact that citizens were now resolving minor problems with the assistance of the foot patrol officers without resorting to making a formal police complaint or request for service. Research also indicated that the citizens of Flint felt safer and thought that the program had reduced crime, improved police-community relations, and was a more effective crime fighting weapon than motorized preventive patrol.

Not only did the citizens of Flint like the program, the officers involved also readily accepted it. Officers felt that by becoming integrated with one particular area or neighborhood, their sense of isolation, alienation and fear was reduced. Therein lies two additional areas for improvement with Traditional Policing that Community Policing is designed to correct - the fear of crime and its effects and the job satisfaction of police officers.

The fear of crime dramatically increased during the 1960's even in areas that experienced no marked increase in actual crime. This strange relationship between the fear of crime and actual crime rates was not fully understood until researchers discovered that fear is more directly related to, and influenced by, order rather than crime. This relationship confirmed that traditional priorities of most police agencies did not necessarily reduce fear since the very problems which caused community disorder and fear - drunks, beggars, rowdy teens, etc. - were deemed as not being police priorities. The entire focus of the traditional policing strategy seeks to reduce crime and citizen fear of crime through preventive patrol and rapid response to crimes in the past or in progress. Studies have shown that citizens, though concerned about serious crime, surprisingly are more alarmed with the erosion of the quality of life in their respective communities.²⁰ This erosion is more often reflective not so much through violent crimes but through petty crimes such as graffiti, loitering, disorderly youths, loud music, vandalism, etc. These visible signs of crime foster the public perception that crime has overrun one's neighborhood and that the police are helpless to turn back this assault as they spend much of their patrol time isolated from the community, incident driven, responding to prioritized calls for service.

James Q. Wilson and George Kelling in their 1982 article in Atlantic known as "Broken Windows," explained that:

Just as unrepaired broken windows can signal to people that nobody cares about a building and lead to more serious vandalism, untended disorderly behavior can also signal that nobody cares about the community and lead to more serious disorder and crime. Such signals... both create fear in citizens and attract predators. ²¹

Wilson and Kelling wrote that though citizens are concerned about serious crimes, the gradual disintegration of the social, political and commercial life of their neighborhood caused by such things as abandoned cars, disorderly persons, drunks, and drug addicts are far more alarming. Darrell Stephens, former Chief of Newport News was quoted in this article as follows: "We were trying to get people to be concerned about crime problems, never understanding that daily living issues had a much greater impact on citizens and commanded their time and attention."²²

It is this fear of crime and powerlessness that undermines the quality of life in each citizen's respective community and erodes their confidence in the ability of the police to effectively protect them. "Individual responses to fear aggregate in a way that erodes the overall quality of community life and, paradoxically, the overall capacity of society to deal with crime."²³

The Newark Foot Patrol Experiment revealed that by putting more police officers on foot patrol in a specific area, the residents of that area felt less afraid of crime, and much safer in their neighborhood. Statistics, however, indicated that there was no difference in either reported crime or victimization between the areas patrolled by foot and those patrolled by radio cars. Just the sight of a uniformed police officer on foot patrol went a long way towards reducing the public's fear of crime regardless of the actual crime rate.²⁴

The Fear Reduction Program conducted by the Houston Police Department²⁵ analyzed several strategies in reducing fear and led to several conclusions, including the fact that the quantity and quality of police citizen contacts directly impacted on citizen's fear of crime and the level of perceived social disorder.²⁶

It will require more than just increasing the number of officers on foot patrol in order for police departments to effectively allay these fears. A more personal, interactive relationship between police departments and their citizenry must be established, where more meaningful interaction can flourish between police officers and citizens. The Traditional Model, by its very nature cannot provide this necessary strategy since the primary service delivery is through random motorized patrol and immediate response to all calls for service which is the antithesis of a more personalized, highly interactive patrol strategy.

FOOTNOTES

1. George L. Kelling and Mark H. Moore, "The Evolving Strategy of Policing," Perspectives On Policing, November 1988, p. 2.
2. Ibid., pp. 4-5.
3. Ibid., p. 5.
4. Ibid., p. 6.
5. Lee P. Brown, "Community Policing: A Practical Guide for Police Officials," Perspectives On Policing, September 1989, p. 2.
6. Ibid.
7. Ibid.
8. Timothy N. Oettmeier, "Developing a Policing Style for Neighborhood Oriented Policing," Houston Police Department Executive Session No. 1, 1987, p. 10.
9. Robert Trojanowicz, An Evaluation of the Neighborhood Foot Patrol Program In Flint, Michigan, Lansing, Michigan, Michigan State University, 1982, p. 29.
10. James Q. Wilson and George L. Kelling, "The Police and Neighborhood Safety: Broken Windows," The Atlantic Monthly, March 1982, p. 30.
11. George L. Kelling, "Police and Communities: The Quiet Revolution," Perspectives On Policing, June 1988, pg. 2.
12. Lee P. Brown, Policing New York City In The 1990s - The Strategy For Community Policing, January 1991, p. 44.
13. Lee P. Brown, "Training Implications Involved in the Citywide Implementation of Community Policing," Transcript of New York City Police Department Executive Session - Meeting #1, March 27, 1991, p.34.

14. Timothy N. Oettmeier, "Role Expansion of Police Officers and Training Implications," Transcript of New York City Police Department Executive Session - Meeting #2, April 17, 1991, p. 9.
15. Ibid., p. 13.
16. Timothy N. Oettmeier, "Developing a Policing Style for Neighborhood Oriented Policing," Houston Police Department Executive Session No. 1, 1987, p. 9.
17. Ibid.
18. William Spellman and Dale K. Brown, Calling the Police: Citizen Reporting of Serious Crime, Washington, D.C.: Police Executive Research Forum, 1983, p. xi.
19. Trojanowicz, An Evaluation of the Neighborhood Foot Patrol, p. 29.
20. Kelling, "Police and Communities," p. 2.
21. Wilson and Kelling, "Broken Windows," pp. 29-38.
22. Ibid.
23. Mark H. Moore and Robert C. Trojanowicz, "Policing and the Fear of Crime," Perspectives On Policing, June 1988, p. 3.
24. Robert C. Trojanowicz and Bonnie Bucqueroux, Community Policing, A Contemporary Perspective. Cincinnati: Anderson Publishing Co., 1990, p. 186.
25. Lee P. Brown and Mary Ann Wycoff, "Policing Houston: Reducing Fear and Improving Service," Crime and Delinquency, 1986, pp. 75-79.
26. Anthony M. Pate, Mary Ann Wycoff, Wesley G. Skogan and Lawrence W. Sherman, "Reducing Fear of Crime in Houston and Newark - A Summary Report." Police Foundation and the National Institute of Justice, Washington, D.C., 1986, p. v.

BIBLIOGRAPHY

- Brown, Lee P. "Community Policing: A Practical Guide for Police Officials." Perspectives on Policing. U.S. Department of Justice, No. 12, September 1989.
- _____. "Community Policing: Pounding the Neighborhood Beat in a New Way." New York Post, 12 October 1990, pg. 18.
- _____. "Excellence in Policing Models for High-Performance Police Organizations." The Police Chief, April 1983.
- _____. "Implementation of Community Policing Task Descriptions." New York City Police Department, May 1991.
- _____. Neighborhood Oriented Policing Supervisor Participant Guide. Houston Police Department, 1987.
- _____. Policing New York City in the 1990s - The Strategy for Community Policing. The New York City Police Department, January 1991.
- _____. "Strategies to Reduce the Fear of Crime." The Police Chief, June 1984.
- Brown, Lee P. and Wycoff, Mary Ann. "Policing Houston: Reducing Fear and Improving Service." Crime and Delinquency, (January, 1986): 71-89.
- Citizens Committee for New York City, Inc. National Partnership Organizing Manual. Chapter III, Working With Law Enforcement, 1980.
- Cummings, Brian D. "Problem-Oriented Policing and Crime-Specific Planning." The Police Chief (March, 1990).
- Developing Neighborhood Oriented Policing in the Houston Police Department. International Association of Chiefs of Police, 1988.
- Gary, W.; Day, H.T. and Woodward, J. Neighborhood Team Policing Phase One Summary Report. National Institute of Law Enforcement and Criminal Justice: Law Enforcement Assistance Administration, U.S. Department of Justice, February 1977.

Goldstein, Herman. "Improving Policing: A Problem-Oriented Approach." Crime and Delinquency (April 1979): 236-258.

_____. Problem Oriented Policing. McGraw-Hill Publishing Company, 1990.

Hall, Donna L. "Community Policing: An Overview of the Literature." Public Policy Report, New York State Division of Criminal Justice Services, Vol. 1, No. 1, June 1990.

Hartmann, Francis X.; Brown, Lee P. and Stephens, Darrel. Community Policing - Would You Know it if You Saw it? National Neighborhood Foot Patrol Center, School of Criminal Justice, Michigan State University, Community Policing Series No. 16, 1988.

Houston Police Department. "Neighborhood Oriented Policing A Philosophical Definition, Concept Paper #1." Houston Police Department, 1986.

_____. "Neighborhood Oriented Policing Role Expectations, Concept Paper #2." Houston Police Department, 1986.

_____. "Neighborhood Oriented Policing Issues and Questions, Concept Paper #3." Houston Police Department, 1986.

_____. "Neighborhood Oriented Policing Process Model, Concept Paper #6." Houston Police Department, 1986.

_____. Philosophy of Neighborhood Oriented Policing In the Houston Police Department. Participant Guide, Houston Police Department, 1987.

Kelling, George L. "Police And Communities: The Quiet Revolution." Perspectives on Policing, U.S. Department of Justice, National Institute of Justice, June 1988, No. 1.

Kelling, George L. and Moore, Mark H. "The Evolving Strategy of Policing." Perspectives on Policing, U.S. Department of Justice, National Institute of Justice, No. 4, November 1988.

Kelling, George L.; Pate, A.; Dieckman, D. and Brown, C.E. The Kansas City Preventive Patrol Experiment: A Summary Report. Washington, D.C. Police Foundation, 1974.

Kelling, George L. and Stewart, James K. "Neighborhoods and Police: The Maintenance of Civil Authority." Perspectives on Policing. U.S. Department of Justice, National Institute of Justice. No. 10, May 1989.

- Kelling, George L.; Wasserman, Robert and Williams, Hubert. Police Accountability and Community Policing. U.S. Department of Justice, National Institute of Justice, November 1988.
- Larson, Richard. Rapid Response and Community Policing: Are They Really in Conflict? National Center for Community Policing, School of Criminal Justice, Michigan State University, Community Policing Series No. 20, June 17, 1988.
- Michaelson, Susan; Wasserman, Robert and Kelling, George L. Emerging Characteristics of Community Policing. Program in Criminal Justice Policy and Management, John F. Kennedy School of Government, Harvard University, 19 September 1988.
- Moore, Mark H. and Trojanowicz, Robert C. "Corporate Strategies for Policing." Perspectives on Policing. U.S. Department of Justice, No. 6, November 1988.
- Moore, Mark H. and Trojanowicz, Robert C. "Crime and Policing." Perspectives on Policing. U.S. Department of Justice, National Institute of Justice. No. 2, June 1988.
- Moore, Mark H. and Trojanowicz, Robert C. "Policing and the Fear of Crime." Perspectives on Policing, U.S. Department of Justice, National Institute. June, 1988.
- New York City Police Department. Borough Based Training Program Instructor's Guide - Problem Solving. New York City Police Academy, Fall Cycle 1989.
- _____. Staffing Needs of the New York City Police Department. October, 1990.
- _____. "T.O.P. (Temporary Operating Procedure) #364." December, 1979.
- O'Keefe, James and Oettmeier, Timothy N. "Field Training Implications of Houston's Neighborhood Oriented Policing." Field Training Quarterly, 4th Quarter, 1988.
- Oettmeier, Timothy N. "Institutionalizing Neighborhood Oriented Policing as a Management Philosophy." Houston Police Department, September, 1990.
- _____. "The Challenge of Neighborhood Oriented Policing Within the Houston Police Department." 1990.
- _____. "Role Expansion of Police Officers and Training Implications, Transcript of New York City Police Department Executive Session - Meeting #2, 1991."

- Oettmeier, Timothy N. and Bieck, William H. "Developing a Policing Style for Neighborhood Oriented Policing." Houston Police Department, Executive Session No. 1, 1987.
- Parker, Pat. "Win Some Lose Some." Community Police, July 1990.
- Pate, Anthony M.; Wycoff, Mary Ann; Skogan, Wesley G.; and Sherman, Lawrence W., Reducing Fear of Crime in Houston and Newark - A Summary Report. Police Foundation and the National Institute of Justice, Washington, D.C. February, 1986.
- Riechers, Lisa M. and Roberg, Ray. R. "Community Policing: A Critical Review of Underlying Assumptions." Journal of Police Science and Administration, Vol. 17, No. 2, June 1990.
- Sherman, Lawrence. "Neighborhood Safety." U.S. Department of Justice, National Institute of Justice.
- Skolnick, Jerome H. and Bayley, David H. "Community Policing: Issues and Practices Around the World." U.S. Department of Justice, National Institute of Justice. May 1988.
- Sparrow, Malcolm K. "Implementing Community Policing." U.S. Department of Justice, National Institute of Justice. November 1988.
- Spelman, William and Brown, Dale K. Calling the Police: Citizen Reporting of Serious Crime. Police Executive Research Forum. October, 1984.
- Spelman, William and Eck, John E. Problem-Oriented Policing. U.S. Department of Justice, National Institute of Justice, January 1987.
- Trojanowicz, Robert. An Evaluation of the Neighborhood Foot Patrol Program in Flint, Michigan. East Lansing: Michigan State University, 1982.
- Trojanowicz, Robert. Preventing Civil Disturbances: A Community Policing Approach. National Neighborhood Foot Patrol Center, Michigan State University, Community Policing Series, No. 18, 1989.
- Trojanowicz, Robert and Bucqueronx, Bonnie. Community Policing: A Contemporary Perspective. Cincinnati: Anderson Publishing Co., 1990.
- Trojanowicz, Robert; Gleason, Richard; Pollard, Bonnie and Sinclair, David. Community Policing: Community Input Into Police Policymaking. National Neighborhood Foot Patrol Center, School of Criminal Justice, Michigan State University, Community Policing Series, No. 12, 1987.

Trojanowicz, Robert. "Community Policing Is Not Police-Community Relations." FBI, Law Enforcement Bulletin (October 1990).

Trojanowicz, Robert and Pollard, Bonnie. Community Policing: The Line Officers Perspective. National Neighborhood Foot Patrol Center, School of Criminal Justice, Michigan State University, Community Policing Series, No. 11, 1986.

Trojanowicz, Robert; Pollard, Bonnie; Colgan, Francine; Harden, Hazel. Community Policing Programs: A Twenty Year Review. National Neighborhood Foot Patrol Center, School of Criminal Justice, Michigan State University, Community Policing Series, No. 10, 1986.

Trojanowicz, Robert; Steele, Marilyn; and Trojanowicz, Susan. Community Policing: A Taxpayers Perspective. National Neighborhood Foot Patrol Center, School of Criminal Justice, Michigan State University, Community Policing Series, No. 7.

VERA Institute of Justice. CPOP - Community Policing In Practice. The VERA Institute of Justice, October, 1988.

Wasserman, Robert and Moore, Mark H. Values In Policing. U.S. Department of Justice, National Institute of Justice, November 1988.

Wilson, James Q. and Kelling, George L. "The Police and Neighborhood Safety: Broken Windows." The Atlantic Monthly (March 1982): 29-38.

Williams, Jerry and Sloan, Ron. Turning Concept Into Practice: The Aurora, Colorado Story. National Center For Community Policing, School of Criminal Justice, Michigan State University. Community Policing Series No. 19, 1990.

Wycoff, Mary Ann. "Implementation Issues for Community Oriented Policing." Police Foundation, Minutes of Meeting, December, 1990.

