



**ONSITE ASSESSMENT  
PROCESS  
COMMUNITY POLICING  
ONSITE ASSESSMENT REPORT**



**Prepared for:**

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Alexandria Kentucky Police Department**

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**TABLE OF CONTENTS**

INTRODUCTION ..... 4

ACKNOWLEDGEMENTS ..... 6

ELEMENTS OF COMMUNITY POLICING ..... 13

ORGANIZATIONAL UNIVERSE ..... 14

    I. Organizational Values..... 14

    I. Organizational Values..... 15

    II. Organizational Goals ..... 15

    III. Structure..... 15

    IV. Climate..... 16

    V. Community Environment..... 16

FINDINGS AND STRATEGIC RECOMMENDATIONS..... 17

    I. Vision, Mission, and Values of the Organization..... 17

    II. Goals ..... 22

    III. Organizational Structure ..... 26

        A. Organizational Roles..... 28

        B. Management of Calls for Service ..... 35

        C. Human Resources ..... 36

        6. Financial Management..... 47

        7. Organizational Communication Patterns ..... 48

        8. Management and Planning Services ..... 51

        9. Crime Analysis..... 53

        10. Shift/Beat Assignments..... 56

    IV. CLIMATE..... 58

        A. Department-Wide Philosophy and Community Policing Implementation ..... 58

        B. Power and Control..... 60

        C. Resistance to Change ..... 62

        D. Openness to Input from Outside ..... 63

    V. COMMUNITY ENVIRONMENT ..... 66

        A. Community Issues..... 66

        B. City/County Elected Officials ..... 68

        D. Media ..... 72

E. Cooperative Agreements and Community Partnerships .....	73
F. Other Law Enforcement Agencies.....	76
G. Community Policing Strategies and Agency Improvements .....	77
Additional Comments, Quotes & Suggestions .....	82
CONCLUSION.....	84
REFERENCES .....	87
RESOURCES.....	89
APPENDIX I: PROGRAM EXAMPLES .....	88
Comprehensive Community Policing .....	88
Diversion.....	90
Gang Prevention and Elimination.....	91
Neighborhood-Based Crime Prevention .....	92
Safety Education for Children .....	92
Senior Service .....	93
Youth Programs .....	93
Child Abuse .....	96
APPENDIX III: Community Courts.....	98
APPENDIX VI: Community Policing: Principles and Elements .....	103

## INTRODUCTION

This report is the result of a request by Alexandria Kentucky Chief Michael Ward for an Onsite Assessment sponsored by the U.S. Department of Justice, Office of Community Oriented Public Safety and conducted by the Kentucky Regional Community Policing Institute (Kentucky RCPI). The Chief requested an Onsite Assessment related to community policing and was interested in an independent examination of the organization and community to assess organizational readiness and to identify strategic community-based recommendations toward the implementation of community policing. The Onsite Assessment Process has been adapted from the Western Regional Institute for Community Oriented Public Safety (WRICOPS) Leadership Cadre Organization Assessment Program.

The Onsite Assessment Process provides organizational development and technical assistance to law enforcement agencies and their communities through a trained Assessment Team. The Assessment Team consists of current and former law enforcement executives, who are community-policing and organizational experts. The Assessment Team visits the requesting agency, conducts an assessment, and delivers a report of their findings and strategic recommendations for further strategic implementation of community policing.

The Onsite Assessment Process seeks to identify the current status of community policing within the department and assess the level of understanding and support of community policing of local government and community members. Information was assembled by Assessment Team members through meetings, surveys, interviews, observations, and document review. RCPI staff scheduling the Onsite Assessment worked closely with the department to set up suitable experiences for the Assessment Team. The department provided the Assessment Team access to all relevant records and set up interviews with a cross-section of the agency and the community. This information was then organized into this comprehensive written report, which provides strategic recommendations and ideas for implementation or enhancement of community policing.

The Assessment Team examined all aspects of the organization related to community policing. This report provides the Chief of Police and the members of the department with information to assist them in becoming more responsive and service-based in community policing. This report discusses many aspects of the organization, including values, goals, structure, and the internal and external environments. ***Strategic recommendations provided for each topic area, designed to move the agency toward department-wide community policing, do not imply problems or errors, but rather offer a path for change.*** The suggestions are purposely not always specific, as there is no easy “cookbook recipe” for the difficult challenge of implementing comprehensive organizational change. The purpose of the recommendations is to stimulate discussion, self-examination, and critical thinking. For long-term effectiveness and success, department members should address the political ramifications, pros and cons of the proposed actions, the potential impact of changes, and how best to implement these changes within the agency. Without such active participation and reflection, this report becomes just another document by “some consultants” that finds its place in the department’s archives only to be later viewed in the context of when it can be legally destroyed.

This report is neither a management audit nor an accreditation assessment; it is not meant to criticize personalities, views, or management styles of any department members. Management styles that work very effectively in a traditional law enforcement agency may create barriers in a community policing environment that encourage decentralized operations and decision making, creativity and innovation, partnerships, and problem solving. This report provides recommendations for change to help the department assess its readiness and commitment to community policing and problem solving.

The Conclusion at the end of this report provides a “snapshot” of the principle issues and themes discovered in this assessment. A more comprehensive discussion of our findings and strategic recommendations are found throughout this report. A number of strategic recommendations, set forth throughout the document, may be repeated in different sections. This redundancy is by design and demonstrates how each area of the organization examined (assessed) is integrally related to other areas and how making changes in one area may impact several others. Should the decision be made for the agency to move further towards a community oriented policing philosophy, being aware that these recommendations are at times redundant in themselves can greatly assist those who design the strategic plan and timetable. Individuals acting as change agents may well implement one or two strategies that will impact a number of areas of the organization and its effectiveness.

## ACKNOWLEDGEMENTS

The Onsite Assessment Team would like to thank each and every member of the Alexandria Police Department and the City of Alexandria as a whole for the warm welcome and kindly assistance throughout the assessment process. Without this cooperation and assistance, the assessment would not have been possible. We would particularly like to thank Investigator Howard Trapnell for his personal assistance in setting up interviews, preparing materials for the assessment team, and help in our transportation needs throughout the week. Without his direct assistance and participation in the planning and execution of the assessment process we could not have been successful in our efforts.

## AGENCY PROFILE

**Department:** The Alexandria Police Department is staffed with 26 employees and volunteers, of whom 14 are sworn personnel, 9 are volunteers, and 3 are non-sworn personnel. The department is structured into two divisions; Field Operations and Patrol.

**Population:** The total population of the City of Alexandria is approximately 8,286 (2000 census). The county in which the City of Alexandria is located, Campbell County, has a population of approximately 87,000 (2000 census).

**Calls for Service:** The Alexandria Police Department defines “calls for service” as: Calls in which an officer responds or is requested to respond either in person or by telephone. It should be noted that the agency’s “Calls for Service” totals do not take into consideration the actual number of phone calls received or service provided by Communications Center personnel or any self-initiated activities of the officers within the agency. The department handled the following number of calls for service.

2005	10,498	2007	16115
2006	10870	2008	17,572

## **KENTUCKY REGIONAL COMMUNITY POLICING INSTITUTE (Kentucky RCPI)**

The **Kentucky Regional Community Policing Institute (Kentucky RCPI)** is one of a network of 27 regional community policing institutes strategically located across the nation and funded by the U.S. Department of Justice, Office of Community Oriented Policing Services. The Kentucky RCPI provides technical assistance and training on community oriented policing and problem-solving throughout our defined service region - the Commonwealth of Kentucky.

Instruction is provided on a variety of topics related to community policing. Technical assistance is designed to help Kentucky law enforcement agencies identify strategies to implement community policing philosophies, and build trusting relationships with their respective communities.

*The mission of the Kentucky Regional Community Policing Institute at Eastern Kentucky University is to encourage and enhance the implementation of community policing in Kentucky in order to create safer communities through training and technical assistance. Training is centered on the development and delivery of quality community policing training for police agencies and citizens throughout the state of Kentucky.*

Therefore, the mission of **Kentucky RCPI** is to encourage and enhance the implementation of community policing in Kentucky in order to create safer communities through training and technical assistance. Training is centered on the development and delivery of quality community policing instruction for police agencies and citizens throughout the Commonwealth of Kentucky.

## **ASSESSMENT TEAM MEMBERS**

The Kentucky RCPI staff would like to acknowledge and thank each of the following Onsite Assessment Team members involved in this effort: Team Leader: Chief (Ret.) Ed Brodt Kentucky Regional Community Policing Institute (Richmond, KY); and Assessors: Lt. Colonel (Ret.) Cindy Shain, Kentucky Regional Community Policing Institute (Richmond, KY); Major (Ret.) Tracy Schiller, Kentucky Regional Community Policing Institute (Richmond, KY); Major (Ret.) J. R. Wilkins (Bowling Green, KY); Lt. Colonel. (Ret.) Mari Harris (Bowling Green, KY); Lt Colonel (Ret.) Jim Griffiths (Louisville, KY); Director Marianna Perry, National Crime Prevention Institute (University of Louisville, KY). The following describes the background of each Assessment Team Member:

### **Ed Brodt                      Team Leader**

Chief Ed Brodt (Ret) is currently the Associate Director with the Kentucky RCPI, where he has been a consultant/trainer since its inception in 1996. He served as Chief of Police in Anchorage Kentucky from July 1994 through July 1997. He retired as a Captain from the Jefferson County Police Department after twenty (20) years of service to accept the chief's job in Anchorage (KY). Chief Brodt holds a Master of Science degree in Criminal Justice Administration and a Bachelor of Science degree in Police Administration from Eastern Kentucky University. He is also a graduate of the Southern Police Institute at the University of Louisville. Chief Brodt served as adjunct faculty at the University of Louisville where he taught Police Administration and Police Management. He has been a Department of Criminal Justice Training certified instructor for twenty (20) years. In addition, he served a term on the Kentucky Law Enforcement Council in 1995. He has conducted presentations to numerous groups including the International Association of Police Planners annual convention, the U.S. Department of Justice COPS convention, the Problem Oriented Policing annual conference, the American Society for Public Administration, and the Kentucky Municipal Risk Managers Association annual meeting.

### **Tracy A. Schiller      Assessor**

Major Tracy Schiller (Ret) currently serves as Training Specialist for the Kentucky RCPI located at Eastern Kentucky University. He assumed this position full-time in 2004. Prior to this, he contracted with the Kentucky RCPI as a consultant/trainer on a number of projects. From 1982 to 1989, Major Schiller served with the Shelbyville Police Department, Shelbyville, KY, where he moved from the rank of Patrolman to Captain and served as the Assistant Chief. From 1989 to 2003, he served with the Louisville Division of Police, Louisville, KY, where he retired as Major and Assistant Chief. He is a graduate of the 65<sup>th</sup> Administrative Officers Course at the Southern Police Institute and the 200<sup>th</sup> Session of the FBI National Academy. He holds a Bachelors degree in Justice Administration from the University of Louisville. He has also trained internationally on the topic of domestic violence.

### **Cindy Shain              Assessor**

Lt. Col. Cindy Shain (Ret.) serves as Director of the Kentucky Regional Community Policing Institute. She retired as Deputy Chief of Operations from the Louisville Division of Police with 24 years of law enforcement experience with the Division. She was responsible for overseeing the operations of all uniform services, specialized units and special operations for the 730 sworn officer agency. Lt. Col. Shain was a founding member of the Kentucky Women's Law Enforcement Network, serving as its first Vice-President. She serves currently as Vice-Chair of the International Chiefs of Police International Managers and Police College Trainers (IMPACT) Section and a member of the Crime Prevention Committee. She is involved in the training of international police agencies in topics related to democratic policing principles. She has developed and conducted courses in community policing, domestic violence, training, recruitment, diversity and strategic planning in Hungary, Romania and the Republics of Moldova and Slovakia. Lt. Col. Shain holds a Masters Degree in Loss Prevention and Safety from Eastern Kentucky University and a Bachelor's Degree in Humanities from Bellarmine College.

**Mari Harris                      Assessor**

During her twenty-seven year law enforcement career, **Mari Harris** served with the Bowling Green Police where she moved from the rank of Patrol Officer to Deputy Chief of Field Operations. During her career she had the opportunity to serve as detective, Sergeant of the Community Relations Unit, Patrol Captain, and Captain of Professional Standards Unit. Asst Chief Harris retired as Deputy Chief of Field Operations. During this assignment, she was responsible for supervision of the Uniformed Division, Criminal Investigations Division, Communications Division and the Critical Response Team. Following her retirement from the Bowling Green Police Department in 2005, she was selected as the Executive Deputy Director for the Kentucky Office of Homeland Security. Asst. Chief Harris was responsible for oversight of the Operations, Prevention and Preparedness Division, which provided supervision over the Intelligence Fusion Center, Critical Infrastructure and the state's exercise and training programs. Currently, she serves as an adjunct instructor for the Sociology Department of Western Kentucky University and holds a Master's Degree from Eastern Kentucky University. Job-related training includes Graduate of the US War College, National Security Seminar; Senior Executive Institute, University of Virginia; National Crime Prevention Institute; FBI National Academy; and the Southern Police Institute Administrative Officers Course. She is also a certified Franklin Covey trainer for "Seven Habits for Law Enforcement Professionals."

**J. R. Wilkins                      Assessor**

Lt. Col. JR Wilkins (Ret) retired in 2007 after 20 years of police service with the Bowling Green Police Department. During that time, his career spanned virtually all levels of police operations and administration – from patrol officer to Assistant Chief of Police. Lt. Col. Wilkins' duties included supervision of Field Operations, Patrol Operations, Special Operations (Crime Analysis and Community Relations.) His training experience began as a Field Training Officer and later as supervisor over the Department's FTO Program. He is an FBI Certified Firearms Training Instructor. His successful completion of the IPTM program in Crisis Negotiation enabled him to assist in the initial formation and training of the Bowling Green Department's Crisis Negotiations Unit. Lt. Col. Wilkins is a graduate of the Criminal Justice Executive

Development Program at the Kentucky Department of Criminal Justice Training and the University of Louisville Southern Police Institute Administrative Officers Course. He attended Western Kentucky University, where he studied Sociology and Criminology and is a certified Franklin Covey trainer for “The 7 Habits for Law Enforcement Professionals” program. He is active various civic organizations, including the Leadership Bowling Green program through the Bowling Green – Warren County Chamber of Commerce, where he has served as past Chair. He recently launched WW Investigations, a private investigative company.

**Jim Griffiths            Assessor**

Lt. Colonel Jim Griffiths (Ret.) served as the Deputy Chief of Police for Investigations with the Louisville Division of Police, retiring in 1999. In that capacity, he managed the Metro Narcotics Unit, the Criminal Investigation Section, the Intelligence Unit, the Crimes against Children Unit and the Internal Affairs Unit. He was also frequently required to serve as Acting Chief of Police. His previous assignments included Commander of Operations, Chief of Detectives and Assistant Director of Community Development. Early in his career, Lt. Colonel Griffiths served as a patrol officer, detective and supervisor in several units within the department. Since his retirement, he has been employed as a part-time substitute teacher with the Jefferson County Public Schools. He received a bachelor's degree from the University of Louisville and he has received additional management training from the FBI National Academy, the Southern Police Institute, the National Crime Prevention Institute and the United States Secret Service.

**Marianna Perry        Assessor**

Marianna Perry is currently the Director of the National Crime Prevention Institute at the University of Louisville. She also serves as a Safety Consultant and works with companies to develop Safety and Health Management Programs in compliance with state regulated agencies and OSHA Standards. Director Perry also conducted inspections and surveys of property for commercial insurance underwriters. She is an instructor for the Louisville Chapter of the American Red Cross in the Workplace Health and Safety Department. Previously, she was a Regional Loss Prevention Manager for a major auto parts company and was responsible for 90 retail stores in 4 states. Director Perry had her own investigative company for a period of time and was a trooper and detective with the Kentucky State Police for 8 years. She holds an undergraduate degree from Bellarmine University and a Master's Degree in Loss Prevention and Prevention and Safety from Eastern Kentucky University.

## **ONSITE ASSESSMENT PROCESS**

The Onsite Assessment Process provides technical assistance to police agencies, sheriff's departments, and their communities, through the use of a trained Onsite Assessment Team. The Assessment Team may consist of loaned police executives, community-policing experts, community members, as well as elected and appointed government officials. The Assessment Team visits the requesting agency, conducts an assessment, and delivers a report of their findings and strategic recommendations for further strategic implementation of community policing. The Assessment Team provides assistance with the implementation and institutionalization of community policing and problem solving. By developing an Assessment Team acting as consultants, many pitfalls associated with organizational change are avoided; thereby enhancing innovative community policing strategies within the department.

The Onsite Assessment Process seeks to identify the current status of community policing within the department, assess the level of understanding and support of community policing shown by the local government, and determine prevailing attitudes about community policing expressed by community members. The Onsite Assessment Process identifies barriers to community policing and available implementation strategies.

Information assembled by Assessment Team members through meetings, surveys, interviews, observations, and document review and then organized into a comprehensive written report provides strategic recommendations to assist the department in the enhancement of community policing efforts. This report serves as a useful tool for direction and assistance in transitioning or advancing community policing efforts in a community. It also provides baseline information for use by the department in developing its community policing efforts.

The Onsite Assessment builds a comprehensive and accurate picture of the community policing efforts of the department and provides insight into the attitudes, perspectives, and expectations of department personnel, local government officials, community leaders, citizens, and volunteers. Activities during the Onsite Assessment may include interviews, ride-alongs, observations, document/records' review, and meetings. RCPI staff scheduling the Onsite Assessment work closely with the department to set up suitable experiences for the Assessment Team. The department provides the Assessment Team access to all relevant records and sets up interviews with appropriate persons. Three different interview questionnaires provide a guide to initiate discussion during the Onsite Assessment. Although confidential and conducted in private areas, the interviews do not assure anonymity. Typical stakeholders interviewed include:

- CEO, all ranks and divisions, support personnel (records, dispatch, etc.), and volunteers of the department
- Other law enforcement agencies
- Citizens, business owners, education, media, non-profits, professional, religious, youth, and other civic representatives
- Judicial, social service, city/county administrators, and elected officials
- Randomly selected, pre-identified community members

Whenever available, the Assessment Team also reviews the following items provided by the department:

- Organization chart
- Policies and procedures manuals
- Annual reports
- Planning documents
- Budget documents
- Demographics
- Surveys
- Newspaper articles
- Maps
- Existing partnerships
- Community policing strategies

This Onsite Assessment Process uses three types of questionnaires for conducting interviews—law enforcement, local government, and community members. These questionnaires serve as guides to ensure that the interviews cover important topic areas, including the following:

- Understanding of community policing
- Vision/mission of the organization
- Ethical and integrity issues
- Organizational structure
- Calls-for-service management
- Management and planning services
- Human resources
- Resistance or barriers to change
- Organizational communication patterns
- Issues of power and control
- Financial management
- Community Issues
- Community partnerships
- Role of local government, media, and community groups
- Internal and external relations
- Social capital
- Roles of the chief executive, command staff, and first-line supervisors

The Assessment Team conducted approximately 150 interviews during the week long assessment process. Interviews were held with 13 law enforcement officers and command staff from the department and neighboring law enforcement agencies, 34 local government officials including city council members, judges, and prosecutors. The remaining interviews included residents, school officials, school board members, students, neighborhood members, community representatives, businesspeople, and civic organization leaders.

## ELEMENTS OF COMMUNITY POLICING

Community policing measures its success as a philosophy and approach to policing that promotes the formation of partnerships among law enforcement, the public, and non-profit agencies. Activities associated with these partnerships actively engage law enforcement with citizens to address community issues and promote proactive problem solving to address the causes of crime and reduce the fear of becoming a victim of crime. Within the community policing philosophy, the three interrelated, equally important core components of *partnerships*, *problem solving*, and *organizational structure/leadership* give life to community policing principles.

**Partnerships:** As a key feature of community policing, partnership means working with community members and other governmental entities to identify problems and formulate practical solutions to those problems (problem solving). Community policing recognizes that crime is not exclusively a police problem, but more accurately constitutes a community problem. Long-term, effective solutions require involvement by many parties—community members, and local government officials and agencies, schools, community and neighborhood groups, and law enforcement. Partnership building is not a "community relations effort," but rather represents an authentic effort of achieve engagement with the community on the part of the police.

**Problem Solving:** As a structured process for identifying and analyzing problems, developing solutions, and assessing the impact of those solutions, problem solving is most effective when all major stakeholders work together for problem resolution. Public safety problems often require solutions not traditionally associated with law enforcement agencies, and typically involve other city, county, and non-profit agencies. Community-based problem solving calls upon officers to make innovative decisions in the field. When an organization embraces the management philosophy of community policing, agency personnel adopt a customer service orientation.

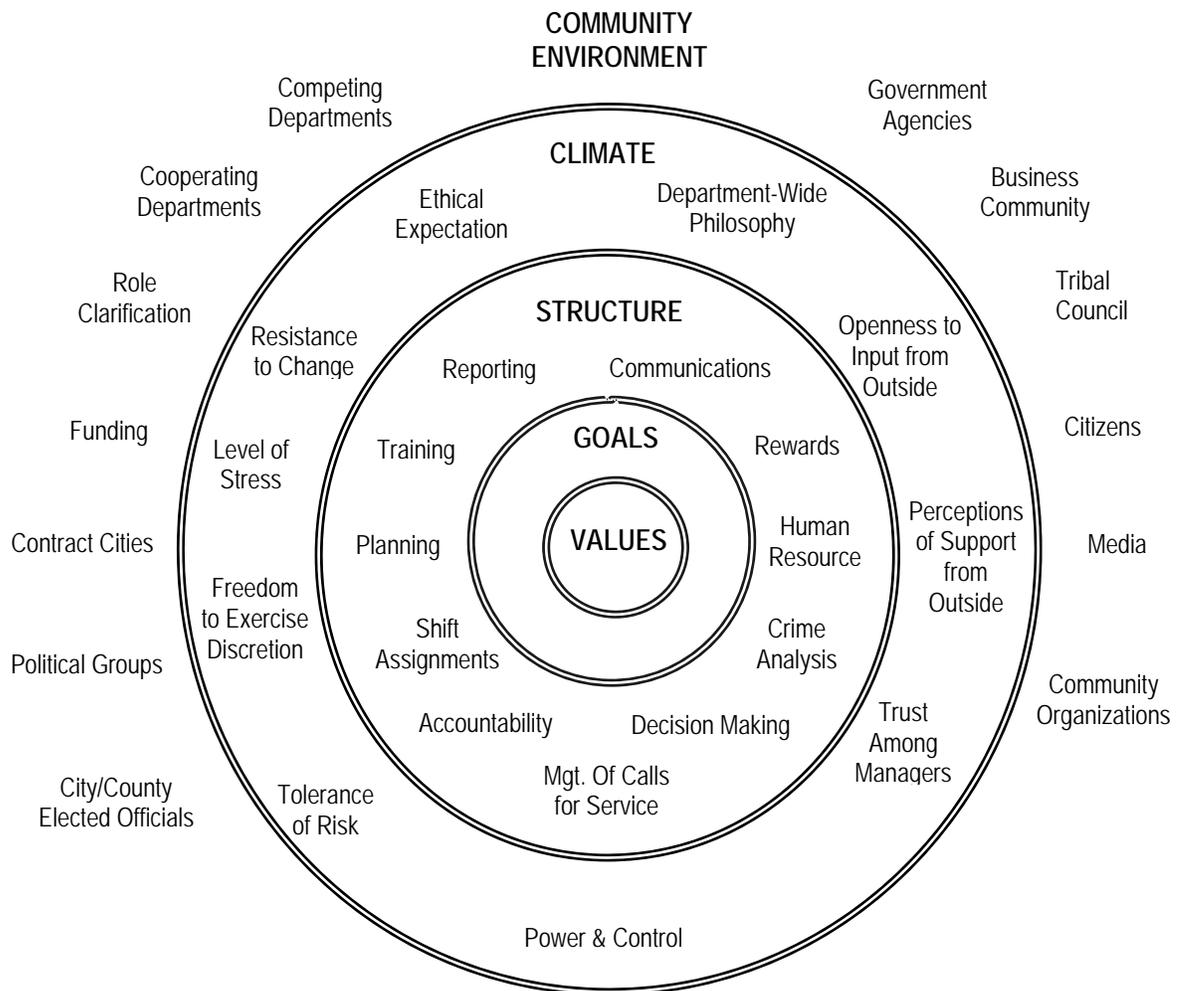
**Organizational Structure:** Community partnerships and proactive problem solving cannot be effective, however, unless the structure, policies, culture, values, and character of ethical leadership of the organization support and reinforce such activities. Line officers need enhanced decision-making authority to work with their community to help define and find solutions to localized problems.

Community policing officers often feel constrained in their work by the existing hierarchical structure, policies, and procedures that keep decision-making authority at the top, limit the amount and type of information disbursed, and require virtually all actions to go through the "chain of command." These disparate organizational motivations can cause internal conflict between expected outcomes of community policing law enforcement actions and the type of decision-making permitted via a command and control system. Distrust of change, lack of confidence in management, and cynicism with respect to changing reward systems typically restrict the timely implementation of community policing.

## ORGANIZATIONAL UNIVERSE

### The Organizational Universe: Organizational Structure and Change (Jones, 1981).

Inconsistencies between values and organizational processes contribute to the organizational conflict often experienced in implementing community policing, and ultimately bring about attempts at organizational change. Law enforcement agencies attempting to implement a planned change need to examine their “Organizational Universe” (Jones, 1981). The Organizational Universe enables the department to view the entire organization and perceive its web of relationships both within and outside the department by providing an overview of the system in which police managers adopting community policing are working. The Organizational Universe includes values, goals, organizational structure, internal climate, and external stakeholders. Key to success in the implementation of an organization-wide change such as that required by community policing is the examination of the congruency between each of the elements. When such congruency exists, the organization is most effective.



## **I. ORGANIZATIONAL VALUES**

At the core of the organization is a set of values or an underlying philosophy that defines the organization's reason for existence. It is through these values that members understand what actions are expected and considered ethical within the organizational structure. The culture of the department comes to reflect these values in the structure and management practices of the agency. Values look to the future and are not necessarily driven by the past, the system, or rules. Values define organizational goals without regard to the specific means to achieve those goals. Consensus among managers, especially on the core values, creates sensible, legitimate, and coordinated management decisions directed toward common goals. Changes occurring in law enforcement's external environment necessitate a vision that incorporates values to ensure appropriate policing behavior. The vision and changed behavior required entail embracing a management and organizational philosophy that empowers virtually all members of the organization to meet community needs. The values of community policing—including problem solving, community partnerships, officer discretion, ethical behaviors, creativity, continuous improvement, and customer service—must drive the organization. It is through these values that members understand what actions are expected and considered ethical within the organizational structure. The culture of the department comes to reflect these values in the structure and management of the department.

## **II. ORGANIZATIONAL GOALS**

Organizational goals are derived from the articulation of the department's values. Goals describe what concrete outcomes the department is striving for, and how it will actualize its values. Goals explain how organizational values will be implemented within the organization, and as a consequence, they must be substantially outcome-based guides to action. Goal setting is the mechanism for connecting organizational values with observable outcomes. As a process, goals translate the organization's vision, mission, and values into a framework of actions and objectives. Goals provide a standard against which budgeting, planning, human resources, structure, and other elements are tested. The goal setting process, if inclusive, strengthens the relationship between the community and the agency and develops long-term support for changes made as a result of the planning effort. Goals should articulate organizational values in terms of outcome-based guides for action, and be used to hold senior managers accountable for achieving these outcomes. Command staff must agree on how they will show personal commitment to community policing, how they will allocate resources to support it, and what evaluation processes they will use to gauge progress toward community policing adoption.

## **III. STRUCTURE**

Structure involves much more than the ubiquitous organizational chart, which depicts the formal mechanisms and relationships that enable the implementation of values and goals. Elements within the structure include manager roles; communication and decision-making procedures; human resource policies; training; accountability and commitment provisions; promotion and reward systems; crime analysis; and calls for service management. Each element requires congruency among the values, goals, and organizational structure elements. Congruency in this context means the rules, regulations, policies, and procedures support the departmental implementation of the values, mission, and goals.

#### **IV. CLIMATE**

Climate is the language of the organization expressed through words, gestures, situations, interpersonal relations, and unwritten rules of behavior. The culture exists first and foremost as a result of the interpretation of managerial behaviors. The organizational climate depicts the atmosphere that results from the implementation of the structure. Trust, risk-taking, support, competition, freedom, clarity of roles, stress, and conflict resolution are all elements of the climate. Plummeted workforce morale, strained trust in the system, openly competitive relationships, and lack of innovation result from incongruence among the values, goals, and structure of an organization. Organizational climate elements often determine the extent and success of a change process.

#### **V. COMMUNITY ENVIRONMENT**

The community environment describes the influences that affect the organization's ability to accomplish its goals. Organizations without a well-developed value system are at the virtual mercy of a changing environment. The community environment can have an impact upon an organization by altering goals based on partial information. Employees in these organizations tend to value stability within the workplace, and to distrust new "initiatives" or "directives out of the blue," believing that within a relatively short time priorities will change again without much warning. Effective organizations learn to connect to their environments in appropriate and useful ways. Citizen groups, local interests, and politicians can be involved in building workable partnerships, engaging in problem solving, and promoting crime prevention. Collaborative interactions within jurisdictions and among the police, elected officials, and the media reflect the extent of community-based problem solving and the success of community policing efforts. The "community" in community policing is made up of the stakeholders that must work together to ensure the success of any community policing effort.

The Organizational Universe provides a template for the comprehensive assessment of an organization, and lends structure to the report of findings and recommendations. It is adopted for those purposes in this report.

## **FINDINGS AND STRATEGIC RECOMMENDATIONS**

### **I. VISION, MISSION, AND VALUES OF THE ORGANIZATION**

The values of an organization determine its ability to adapt to outside influences, infuse new ideas into traditional systems, and incorporate changing paradigms. It is the responsibility of top management to explicitly share and model organizational values. A written mission statement, helpful when addressing fundamental change within an organization, becomes one mechanism for employees and community members to understand the values of the department. Top management reinforces the statement by articulating a clear, powerful, consistent vision describing the kind of department expected from community policing implementation.

Managers are often good at championing change by others, but rather poor at changing their own behavior. Culture, established by employees observing what happens to them and then drawing conclusions about their organization's priorities, set their own priorities accordingly (Schneider et al., 1994). It is for this reason that it is so important that senior managers address the implications of a community policing philosophy for their own work.

#### **Findings**

The written Mission and Values Statements of the Alexandria Police Department are:

#### **Mission**

Our mission is to provide professional, high quality, as well as effective police service in partnership with the community. We believe that our work has a vital impact on the quality of life in our community.

#### **Values**

##### **Human Life:**

We value life and dignity above all else. Therefore,

- We give first priority to situations that threaten life.
- We use force only when necessary.
- We treat persons with courtesy and respect.
- We are compassionate and caring.

##### **Integrity:**

We believe integrity is the basis of community trust. Therefore,

- We are honest and truthful.

- We are consistent in our beliefs and actions.
- We hold ourselves to high standards of moral and ethical conduct.
- We are role models for the community.

**Excellence:**

We strive for personal and professional excellence. Therefore,

- We do our best.
- We seek adequate resources in staffing, facilities, equipment, training, salaries and benefits
- We recruit and hire the best people.
- We are receptive to new ideas and to change.
- We meet state recognized law enforcement standards.
- We lead by example.
- We work toward realistic, mutually agreed upon goals.

**Cooperation:**

We believe that cooperation and team work will enable us to combine our diverse backgrounds, skills and styles to achieve common goals. Therefore,

- We work as a team.
- We strive to understand those who disagree with us.
- We seek the help and cooperation of others.
- We seek to resolve conflicts.
- We rely on community support and involvement.
- We share our responsibility to serve the citizens of Alexandria, Kentucky with many other agencies and organizations

One of the hallmarks of a high performing organization is a set of mission and value statements that help guide behavior and decision making. To be effective, these statements must be well known and similarly interpreted by every employee.

The above mission statement incorporates aspects of the COP philosophy. It has the principle of partnership development specifically stated. Furthermore, it states that the agency plays a vital role in addressing the quality of life issues of their community.

The task all agencies have is to create an understanding by each employee as to what the mission and value statements mean to them and how they are interpreted into action while providing day-to-day service to their community.

While no one could recite the mission statement, the Alexandria Police Department's formal value statements are generally embraced in principle by its members. Some of the responses we received from agency personnel when asking about mission and values were:

“The mission of the PD is to “provide order and safety.”

“Be on the lookout for problems and be on top of it before it gets out of hand.”

“Keep crime out.”

“Develop professionally” so that they will be able to respond to what “what people like or need.”

“Just expand more on what we’re doing.”

“Provide a service to the community and in Alexandria, its more social work than law enforcement.”

“Protect and serve.”

“To keep a high quality of life in Alexandria and to protect it while being a catalyst to improve it.”

One can see that some of these statements clearly fit within the mission of the police department. However, without further discussion, elaboration, and clarification both the formal agency mission and these individual statements by agency members are left open to individual interpretation. For example the statement, “provide order and safety” on its face is admirable. However, it is how this mission is carried out that makes the difference. Two entirely different approaches might be used to achieve order and safety. One approach might be a heavy hand and oppressive enforcement activity. A second approach might be reasonable and targeted enforcement combined with pro-active crime prevention in partner with citizens. It is the responsibility of leadership to insure consistent interpretation of the mission and values.

The mission statement of the Alexandria Police Department is posted along with stated values. The mission statement refers to the foundation of community policing however there seems to be no formal method to put the mission statement into an accountable action plan.

Several agency personnel stated that they believed the goal of the mission statement was principally grounded in the philosophy of community policing. As stated previously, overall, there appears to be an ability to attach the words and language of community policing to the mission that implies an understanding. However, translating that into action on a day-to-day basis seems to be less in line with the verbiage.

When presented with a typical police problem and asked as how they would respond, most chose traditional enforcement tactics and failed to mention or explore possible partnerships, problem solving strategies, or quality of life issues.

### **Strategic Recommendations:**

- Clearly identify the objectives of the agency so that each member is aware of their role and how their involvement will help the department reach its goals.
- Solicit for feedback and then educate all members of the agency about the mission, the goals, the vision and the strategic plan of the department and incorporate community policing principles into these objectives. Determine if there are any members of the PD (either sworn or civilian) whose goals and/or mission is not in line with those of the chief and the department.
- Educate the community about the goals, the vision and the mission of the agency so they will have a better understanding of community policing concepts and what they can do to form partnerships with law enforcement to solve problems and improve the overall quality of life in Alexandria.
- Continue to provide training on community policing and problem solving for sworn and non-sworn personnel and to involve city employees and community members in the training
- Police officers and community members should familiarize themselves with Dr. Gary Cordner's treatise: "*Community Policing: Principles and Elements.*" and his video series: "*Practical Community Policing.*" These resources emphasize the importance of positive interaction, partnerships and problem solving. They also emphasize the need to listen to the community so that the agency can hear how citizens want their problems addressed. The community members will prioritize their problems and the police agency must address these issues as well as investigate robberies, burglaries, etc. The agency must provide *personal* police service – not *stranger* police service.
- Define how problem-solving partnerships and crime prevention can be coordinated with the department's values and mission.
- A formal goal-setting process should be adopted that will include individuals who are internal (sworn and civilian personnel) and external (community members) to the agency. The police budget proposal each year should be built upon that preliminary assessment of goals and proposed expenditures tied to expected results.
- Goals should be written, measurable and easily recognized by all members of the department and the community.
- Consider developing a Community Advisory Committee to provide direct input to the Chief of Police. This group will provide direct input to the Chief of Police. This group can act as a resource to the chief in addressing priorities, reviewing possible changes to be made within the department on policy, and input on critical situations within the community.

- Consider establishing an employee committee within the agency. The Alexandria Police Department is about to embark on a period of change. To reduce resistance, an employee committee should be developed as a mechanism to promote ownership of the changes being made in the organization. The employee committee should not be composed of just the “usual people.” The employee committee should be a vertical slice of the organization which represents all major functions and ranks in the department.
- The chief should make relevant reading assignments to members of police department. Information on all relevant police topics is readily available and abundant.
- Provide in-depth training on community policing and how that philosophy translates into action on a day-to-day basis by employees of the agency. Employees, sworn and non-sworn, should understand how this philosophy applies to the role they play within the organization. They should be provided with concrete examples of how to give service in such a way that it matches with the philosophy of community policing.
- Coordinate with media and other sources in order to educate the public in what the mission means and what they should expect from employees of the Alexandria Police Department when interacting with them. Include in this some feedback mechanism in order to determine if the employees are translating the spirit of the mission properly when servicing the community.
- Provide scenario-based training in order to determine if the employees within the organization understand how to properly interpret the philosophy and elements of community policing into action. When reviewing responses consider the article published by Dr. Gary Cordner (see appendix at end of this report) that gives examples of expected actions. Discuss this at length with managers and supervisors in order to develop a clear and consistent understanding of expected actions in the field.
- Post the agency’s Values, Vision, and Mission in places where employees gather and where the public is most apt to see them. This action will reinforce the message and emphasize the type and quality of service expected of all agency personnel within the community.
- Ground all training, policy and rewards in the values and mission of the organization. These elements should drive both the day-to-day operations as well as the long-term planning process.
- Consider reviewing the mission and values statements for the organization and developing a vision statement. We did not find any evidence of a vision statement for the Alexandria Police Department. Consideration should be given to expanding current mission and values statements to incorporate community policing principles into the mission statement, which currently mentions partnership with the community but not problem solving and crime prevention as a primary way to improve community safety and quality of life.

- The Alexandria Police Department has already requested problem-solving training from the Kentucky RCPI. However, another way of involving all sectors of the community in input and knowledge of the agency’s mission, values and goals is to implement community policing training (sponsored by the Alexandria Police Department) for both sworn and non-sworn agency personnel as well as community members.
- Several persons interviewed mentioned that there are discussions/plans to start a Citizens Police Academy (CPA) and felt this would be a very positive activity for Alexandria. A CPA would be an excellent vehicle for communicating information from the agency to community members (i.e., community policing training, the mission and values of the agency, problem solving and community engagement, etc.)
- The Chief can assign agency representatives to attend public forums, school board or PTA meetings, neighborhood meetings, City Council meetings, or town halls to explain the spirit and meaning of the values and mission of the agency to members of the community.
- The Chief and staff should define how problem-solving, partnerships, and crime prevention are integral to the agency’s new vision (if developed), mission, values and goals. These concepts should be communicated throughout the agency the Chief and his command staff.
- Reinforcement and advertisement of the agency vision, mission and values can be affected by:
  - Printing these statements on the back of officers’ business cards
  - Posting these statements in all spaces where agency employees gather and areas accessible to the public
  - Publishing an article about these statements in local news publications or city newsletters with explanations of their importance and relevance to policing in Alexandria.

## **II. GOALS**

*“If you don’t know where you want to go, any road will take you there.”* Goal setting is a mechanism for connecting organizational values with observable outcomes. As a process, goals translate the organization’s vision, mission, and values into a framework of actions and objectives. Goals provide a standard against which budgeting, planning, human resources, structure, and other elements are tested. The goal setting process, if inclusive, strengthens the relationship between the community and the agency and develops long-term support for changes made as a result of the planning effort. Members of the organization should know the overall goals for the department. It is also important that the agency be open to inside and outside input when constructing their goals. If the agency wishes to truly reflect a community policing philosophy, it must develop goals with the community as well as members of the law enforcement agency. These goals should reflect those critical areas identified by the agency and

the community that should be addressed by the police agency. These goals should contain a proactive approach.

## **Findings**

The vast majority of those interviewed both internally and externally, believed that the goals of the city and the police department are similar. It was generally agreed that the city government and the police department are “on the same page” - “in parallel” - “consistent.” It was felt that the mayor and city council are supportive of the department.

However, no one could produce a set of written goals. Some of those interviewed offered what they thought the goals were:

*“The goals of the city are to attract more businesses to Alexandria”*

*“The goals of the department are for every officer to progress with career development”*

*“The goals of the city and the goals of the police department are the same, “to solve problems.””*

*“Keep up with the growing economy”*

*“Better serve the community”*

*“Have 100% of the agency employees “on-board” with the philosophy of COP”*

There was mention of a long range plan that was developed during the accreditation process, but it was believed that most, if not all, of those goals had been accomplished.

The fact that there were no current written goals does not mean that nothing is being accomplished. An example is the development and implementation of the Geo-Focus effort, where officers are assigned to small geographic areas for which they are held responsible. It is obvious that much thought and work has gone into this program. The development and implementation of the agency VIPS program is another example.

Written goals along with measurable objectives can go a long way to minimizing misunderstanding and misinterpreting the leader’s direction and methodology for getting there. With a proper set of goals and objectives, everyone in the agency knows the intended direction and his/her specific role in going there.”

The implementation of Geo-Focus is a good example of a goal. In addition, there should be a set of objectives that spell out who is responsible for what tasks and when they should be completed. One commander may be charged with identifying and mapping the small geographic areas. Another commander might be charged with developing the computer system to support the Geo-Focus project. Each officer assigned to one of these areas may be tasked with completing a neighborhood survey. Each of these tasks would also be given a realistic completion date.

During our interviews, we uncovered some examples of how not having written goals and objectives can lead to confusion and misunderstanding. Some members of the department expressed a desire for a more clearly defined time line for complete implementation. For

example, they described a process which would involve “here’s where we are now, here’s where we should be in six months, and within a year we should be involved with this...”

Assessors reported that there was a clear separation between the COP approach to providing service and law enforcement. There are some in the agency that believe that one philosophy does not necessarily complement the other and they felt they were encouraged not to engage in the community policing aspects of providing service by their direct supervisors. They felt these supervisors desired them to approach police services more in line with traditional responses. There was some concern among officers that they were expected to move from a practice involving little community policing activities to a full blown community policing philosophy without a complete understanding of what that philosophy might be.

It is this conflict of personal values and goals with agency values and goals that written goals and objectives can help minimize.

### **Strategic Recommendations**

- From a review of the values of the agency, the Chief and his staff should be able to identify and set agency goals and objectives. The input of agency personnel, community members and local government officials should be sought to assist agency leadership in defining future goals and objectives by asking some of the following questions:
  - What are the specific results we want to achieve together?
  - What are the specific actions we can take to achieve these results?
  - What is it that we already do really well?
  - What should we do differently?
  - How much can we do with what we have?
- It is also recommended that the agency make increased outreach to the community in communicating these goals, once adopted. Widely communicated goals, tied to values and a mission statement, provide concrete planning benchmarks for future development of community policing.
- Consider taking steps to make the goal setting process more inclusive and transparent by setting up a Chief’s Advisory Board/Committee. Key members of internal and external constituencies should be included in the development and refining of goals. This group would include command staff, officers, civilian employees, community members and city officials. The members should reflect the overall diversity of the community, as well as the police department.
- Hold department-wide meetings, initially led by the chief, to encourage open discussion of what the department’s goals are and the strategies for achieving them, as well as the roles that individual officers can play in obtaining these goals.

- Have regular updates that give progress reports on goal achievement, adjustments etc. This information should be published and discussed both internally and externally. For example, if the agency has identified a particular location that has experienced a high number of traffic accidents, the agency should analyze the data, track responses and publish periodic reports of whether it is reducing crashes and, if so, by how much. The same strategy could be used with other stated goals. The focus is on outcomes as it relates to identifying specific problem areas and the efforts to positively impact them.
- Ensure that other agencies or groups that may be impacted are involved in the goal setting process when in the developmental stages.
- Ensure that each goal is tied to the philosophy of community policing (partnerships, problem solving and crime prevention) and attach action plans on how to attain these goals. Short-term and long-term goals must be measurable.
- Incorporate these new goals and objectives into the performance evaluation system.
- In addition to issues already identified, use this RCPI assessment report to assist in identifying other specific organizational and programmatic goals for the agency. A few examples include:
  - Train and certify at least one person in Crime Prevention through Environmental Design during 2009.
  - Assign officers to specific geographic areas during 2009.
  - Conduct neighborhood surveys by September 30, 2009
  - Develop a clear and inclusive process to draft the goals of the agency. If the current process does not include members from each level of the organization it should be a consideration to do so. Also, including respected, informed and interested community, business and city representatives would be helpful in order to gain more insight and assist the planning process.
- Include the elements and principles of community policing in the goal setting process. The fact that the agency has implemented the geographic focus aspect of community policing is a very good start. This alone can be the foundational piece to facilitate other elements of the philosophy.
- Ground all goal setting in the mission and values of the organization. Each goal should further the agency's effort to fulfill its mission. These goals and associated objectives must reflect the values of the organization as well. The values are the foundation of the organization and should be directly tied to every aspect of the planning, implementation and evaluation processes.
- Acquire training and education in goal setting and drafting of strategic and operational plans. It might be possible to gain some of this by connecting with those in the business sector that perform these tasks and have experience. Also, a local university might be able to assist at some level.

- Post all goals in such ways as to inform the employees of the entire agency as well as community and other city agencies.
- Establish a communication process so that each employee understands his/her individual role in accomplishing these goals. One fortunate aspect of an agency this size is that the Chief can have one-on-one meetings with each employee and through this method facilitate their understanding of how they play a vital role in meeting the agency goals. Furthermore, there is significant literature that suggests that an organization that can marry the goals of the individual employee with those of the organization will result in enhanced job satisfaction while meeting those agency goals. These one-on-one meetings can be used to help identify each employee's personal goals and determine how that may be facilitated as each work toward meeting the goals of the agency. This procedure can be then incorporated into a plan of work for each employee and be tied to career development and post-career development and be supported by the performance review process.
- The chief might consider making reading assignments to members of the police department. These reading assignments should be relative to the agency vision, goals and objectives. Employees could report out in agency meetings as to how the readings apply to the Alexandria Police Department.
- Consider creating a tracking system to update the progress of agency personnel the department towards their goals. Although the agency updates employees' goals annually, quarterly updates are recommended to keep employees more focused on achieving their stated goals and supervisors better informed as to their progress.
- Consider an annual retreat to celebrate the year's successes and achievements and to develop goals for the upcoming year. The retreat should be held in a location away from the office environment.

### **III. ORGANIZATIONAL STRUCTURE**

Crucial to the success of an agency is the congruency between the values, mission, goals, and organizational structure. Congruency in this context means the rules, regulations, and procedures support the agency's implementation of the values, mission, and goals. When this is not the case, agency personnel become frustrated as a result of mixed messages and ineffective systems. For example, if problem solving—seen as a method of operation—has no functional mechanism for internal communication among units, relationships falter and work stalls. The reward system, reporting arrangements, and decision-making lines of authority must support the adopted mission and goals of the department. Structure affects how the organizational vision is defined, how goals are set, how decisions are made, how performance is appraised, and how people are trained. It involves much more than the organizational chart, which depicts the formal mechanisms and relationships that enable the implementation of values and goals.

## Findings

The current structure is fairly typical of the traditional American law enforcement agency. However, the agency has just begun to implement a Geo-focus system. This structural change should cause a redefinition of roles and expectations of how service will be provided as well as employee expectations and accountability. The agency is still in the training and implementation phase. It is expected that this transition will take some time for the employees and supervisors to fully appreciate their roles and expectations that come with this restructuring.

There is an expectation that the employees will engage in the principles of community policing while performing their duties. However, the current practice is not necessarily reflective of this expectation. It appears that some have a good sense of this while others clearly do not and conform to a more traditional approach to providing police services. The role of each person and what that means as far as engagement in community policing seems unclear to some.

Currently there does not seem to be any directives for officers to attend community programs and meetings. Employees are encouraged but not necessarily or routinely mandated to attend. As a result some officers are more involved in these activities than others. However, there is some expectation that officers and commanders will attend such meetings and serve as liaisons in order to gather concerns and offer explanations as the Geo-Focus strategy is implemented.

It appears that some supervisors/managers encourage participation in community policing activities while others have openly said that they have little faith in these “programs.” It is unclear if this is resistance to the overall philosophy or simply a lack of understanding as to how the principles of community policing facilitate solving and preventing crime. It is often this inability to connect community policing activities to crime and disorder issues that can lead to resistance.

It also appears that some officers within the agency have been tasked with the development and supervision of specific COP programs. Some examples are the Teen Driving Program, Explorers Program, Volunteers in Police Services (VIPS) Program and the Rape Aggression Defense (RAD) Program. These are supervised and directed by patrol level officers and they have developed pride in their groups. Another is the School Resource Officer (SRO) Program. One patrol level officer holds this position and it appears he is able to guide most of the program’s application.

Although there are a number of COP *programs* and individual officers have much control of these programs there seems to be a missing component that provides each officer with how COP applies to their day-to-day activities outside of these COP-specific programs. The current sense that some officers have is that there is a clear and distinct separation between “fighting crime” and COP. This failure to see how they can work together appears to have devalued COP as a viable philosophy and made it appear more of a series of “nice” programs that one should consider if there is time; and, if there is not time they perceive them to interfere with real crime fighting efforts. This may contribute some to the sense of separation between COP and actual police service that some in the organization have.

It appears that supervisors and managers have the latitude to change schedules, alter shift hours and provide overtime in order to facilitate opportunities for officers to engage in problem-solving and partnership development. The fact that the agency has begun to implement Geographic Focus dictates this flexibility. (See Dr. Gary Corder’s article: “Principles and

Philosophy of Community Policing” at the end of this report) Generally, those inside the agency understood that these options were available. The only reservation found was from a patrol officer who stated that it all was dependent upon the supervisor you have. This person’s perception was there are some who hold leadership positions who do not believe in COP and have openly stated this.

### **Strategic Recommendations**

- Task police officers with attending meetings and serving as agency liaison with any community groups that convene for activities inside their assigned geographic areas. Officers must understand that theirs is not a passive role. They should be expected to make presentations when appropriate, provide feedback to attendees when questions concerning crime or disorder arise, and provide organizational leadership skills to the group as it relates to area safety.
- Create accountability measures for first-line supervisors that measure their participation in COP activities. Proper training, one-on-one meetings with the Chief and staff as well as specific assignments that are monitored and evaluated by agency leadership will help supervisors understanding and participation.
- Explore ways to formally recognize officers who are successful in COP/POP activities
- Provide *each* employee with a COP and problem-solving task or program. As mentioned in the findings, those officers that have such assigned responsibilities tend to take the project on as “their own” and develop pride in what they have helped create, implement and sustain. This also provides a fertile ground for them to continue to grow in their ability to understand and apply the philosophy of COP in their assigned geographic areas.

### **A. Organizational Roles**

It is important that all members of the organization understand their roles within the larger context of the system. CEOs and command staff members are critical to the successful implementation of community policing. The role of the police manager includes ensuring meaningful participation in the implementation of the values, goals, and objectives of community policing. Virtually all members of the law enforcement agency must be committed to the values of crime prevention, policy innovation, continuous improvement, customer service, collaborative problem solving, ethical behavior, and community partnerships. Traditional “permission giving” roles, based on “need to know” information and hierarchical power bases are destructive within a culture that seeks to build accountability and reward independent innovative and creative actions. Resentment, confusion, and lack of consistency usually result from mixed or unclear organizational roles. In some organizations the role of the middle manager has shifted from “permission giver” to “problem solver.” If managers view this shift as a loss of power, they may very well sabotage the change efforts. Command staff, left out of the information loop, may resent this relationship and thwart community policing efforts by adding

additional procedures or paperwork, transferring officers, or making certain that the rest of the agency knows he or she is not a part of the exclusive “in-group.”

## **1. Chief Executive**

### **Findings**

Chief Mike Ward has been the chief of Alexandria Police for approximately seven years and currently serves as the President of the Kentucky Association of Chiefs of Police. Chief Ward is seen as having an excellent relationship with the community and local government. Officials believed there was a good relationship between the police and other city officials.

The chief is highly respected in the community and he was described in glowing terms by both citizens and officials: “thinks outside the box” – “innovative” – “organized” - “technically savvy” - “accessible” – “meets and greets citizens” – “imaginative.” One official said that he has the traits of a “good politician.” He’s “honest and he won’t blow smoke.” Another official said he’s “not standoffish” – “has an easy manner” – “likable” – “can schmooze.” Two officials described him as a leader in public safety issues in the region; particularly in the area of technology. Another official described him as “forward looking” and said that he was viewed “as a leader by other chiefs of police.” One official said, “he started as an administrative chief – not one to go out in public – he’s changed for the better now.”

Several interviewees said the chief believes “getting the community involved” is an important issue for the department. He also discusses the need for “professionalism and integrity.” Public safety officials believe that the chief promotes the importance of “obtaining grants and achieving technological and communication improvements.” It was also said that the chief believes in the importance of “mentoring and training” the officers of his department. It appears the Chief has a good understanding that the process of change is long and difficult in most cases. However, he has a keen understanding of what needs to occur and seems to have the support of the City managers, citizens and the majority of the police department employees. The Chief is very involved with networking with other police agencies in Northern Kentucky. He is a member of the Northern Kentucky Police Chiefs Association and is described as taking a leadership role in policing using the latest available technology. He has assisted in developing an information sharing program using KYOPS information through which a number of police agencies are linked in their ability to access, enter and share data (i.e., traffic stops, arrests, warnings/citations issued, impoundment/release of vehicles, problem solving activity, etc.).

## **Strategic Recommendations**

The Chief should:

- Continue building upon this great foundation that has lead to this high level of trust and confidence inside and outside the agency.
- Continue to look for opportunities to put others in charge of problem solving efforts
- Continue to champion regional partnerships that benefit individual agencies as well as the region
- Consider training/reading for his command staff on change management strategic planning, and team building.

## **2. Command Staff**

### **Findings:**

Most of the **citizens** interviewed did not know any of the police commanders. As one might expect, city and county officials did know the commanders. It was the perception that the commanders interacted with the public at different levels. One was seen as being much more likely to be involved in community activities with the other serving in an internal capacity. Government officials indicated that they primarily deal with the chief on day-to-day issues and the commanders generally defer to the chief on interagency matters. A couple of officials said the chief has tried to “develop” the commanders and increase their interaction with local government and the public.

The upper command seems to support the concept and implementation of COP. However, that support did not necessarily transfer into a clear picture of how that translates into action in the field. Some of their responses of those interviewed tended to lean toward a more traditional philosophy. It appears that middle management could best promote COP if they were operating with some concrete goals and objectives relating to implementing activities, processes and programs designed to change the day to day behavior in the field.

## **Strategic Recommendations**

As a team, the command staff should fill the role of mentoring important values of the department. To make the command staff more integral to the community in communicating the philosophy and role of the police and community, the following ideas are recommended:

- Each member of the command staff should consider engaging in training or readings on change management, strategic planning and team building.

- When developing agency goals and objectives, each member of the command staff needs to understand his/her personal role in achieving them within the context of the agency's mission and values.
- Each member of the command staff should be responsible for reading information on change management, team building, community policing or problem solving and brief others in staff meetings, discussing how their research to the Alexandria Police Department.
- The command staff members should seek out opportunities to make presentations to community groups. Examples of meetings include school meetings (i.e., PTA), neighborhood groups, business association, etc. This is an excellent opportunity for commanders to make presentations on agency programs such as Geo-Focus, RAD, Teen Driving etc.

### **3. First-Line Supervisors**

The general perception is that there is a breakdown in support and understanding of COP at this level. As noted previously, there are first line supervisors who have presented their views on COP in such a way that the interpretation by some of the patrol level officers is that it is in competition with "real police work." There does not appear to be an understanding of how COP/POP applies to combating crime, solving crime, preventing crime or lessening the fear of crime. There is a sense that this resistance and misunderstanding may be due to a lack of a clear understanding of how the traditional forms of law enforcement are a part of and not apart from COP. However, there may also be some resistance based upon other non-detected issues.

Community members were generally not knowledgeable of who the supervisors were. Internally, supervisors were generally seen as patrolmen with stripes on their sleeves.

### **Strategic Recommendations**

- When developing agency goals and objectives, each supervisor needs to understand his/her personal role in achieving them within the context of the agency's mission and values.
- Each sergeant should be responsible for reading information on change management, team building, community policing or problem solving and brief others in staff meetings, discussing how their research can be applied to the Alexandria Police Department.
- The agency should update job descriptions to include additional activities that would be expected of supervisors in their assigned areas; e.g., handling repeat call-for-service locations, repeat victimizations, repeat offenders.
- The Chief should consider having a one-on-one meeting with each supervisor to discuss the role of that individual in changing the direction of the agency. This meeting should focus on role clarification and seeking the supervisor's active support. It might be helpful to have a

discussion about how personal values and agency values can be in conflict, (i.e., an employee does not support community policing but the agency is trying to move in that direction). The Chief should point out that, as an employee of the organization, that individual is obligated to act in accordance with agency values vs. personal values.

As noted from interviews, the two sergeants were not generally known outside of the agency. Specific recommendations to improve perceptions and roles of supervisors include the following:

- Empower and encourage first-line supervisors to become decision makers and to lead problem-solving efforts in assigned geographic areas (the sergeants should be assigned responsibility for coordinating the activities in several geographic areas as well as assigned shifts).
- Include first-line supervisors in community meetings and have them play an integral part in developing partnerships and assisting line officers in doing the same.
- Encourage team building for first-line supervisors to increase communications and problem identification/problem solving across lines of responsibility (i.e., patrol and investigative functions)
- Include first line supervisors in developing, as well as supervising, the completion of goals for the agency and for the officers under their respective commands.
- Continue assigning first-line supervisors to the Academy of Police Supervision and the Criminal Justice Executive Development courses offered by the Kentucky Department of Criminal Justice Training.

#### **4. Line Level Personnel**

Although most citizens interviewed said that they felt that the police were visible, most were not able to identify officers by name. Even though they didn't know officers by name, many citizens commented that when they had occasion to meet an officer they were always polite and courteous. Citizens were also aware of and appreciative of vacation and business checks that are conducted by the agency.

Those citizens who were able to identify officers were most likely to mention Officers Sticklen and Jackson. It should come as no surprise that the reason these officers were most likely to be recognized is because of their direct interaction with community groups and citizens. These two officers were well respected and trusted by those who knew them.

Generally speaking there was not a lot of resistance detected among line level personnel as it relates to the theories of community policing. Those who did express reservations about COP/POP expressed concerns about not being properly trained in community policing, or stated they did not feel comfortable initiating contact with the public. One officer suggested that the vast majority of the officers were supportive of the Chief and his direction and most were proud of their agency and community.

Overall there was a general understanding of some of the principles and concepts of COP/POP, but they were not able to explain how those theories affected their day to day delivery of policing services. There seemed to be a clear separation between COP programs and carrying out “real police work.” They would describe COP/POP in terms of programs and or projects rather than what role they could play in their day to day activities.

The assessment team is aware of several training sessions on COP/POP that Chief Ward has arranged and made available to agency personnel. It has been our experience that it is not unusual for people to attend training and then fail to utilize what they learned. This can be for a variety of reasons, including lack of confidence, lack of authority, or failure of the agency to implement structure to accommodate the desired changes.

Alexandria is in a somewhat unique position in that there are generally no big crime or disorder problems within the community. This fortunate situation places the Alexandria Police Department in a position of being able to enhance its standing and level of trust by increasing positive contacts with citizens and citizen groups during a time when there is not a crisis. Your implementation of the Geo-Focus initiative will go a long way toward this if the officers understand that the agency has new expectations for what they do on a daily basis.

One example of how COP/POP efforts are directly tied to crime reduction is illustrated by a high school principal describing the benefits of having the high school parking lot designated as an internet “hot spot” several years ago, which resulted in reducing vandalism and other incidents due to the presence of police cars throughout the day and evening. The school has also given permission to have the police department remotely access the school’s digital video recorder providing camera surveillance capabilities for the police of school property at anytime via their internet connections to in-car laptops. The capacity to use technology and partner with the school has resulted in increased school safety and violence reduction as well as officer safety in responding to potential high risk calls for service (e.g., school shootings, fights or trouble runs).

### **Strategic Recommendations**

- Continue with the implementation of Geo-Focus program.
- Use every available opportunity to show officers how COP/POP efforts impact crime, disorder and fear of crime.
- Develop a neighborhood survey to be used agency wide
- Update job descriptions to include additional activities that would be expected of officers in their assigned areas such as dealing with repeat call for service addresses, repeat victimizations and repeat offenders among others.
- Conduct training for officers on how to conduct an in home survey and the advantages of officers conducting an in home survey
- Establish a set of goals and objectives for each officer and his/her assigned geographic area. Example: “complete a neighborhood survey by 00/00/00”.

- Have a one-on-one meeting with every officer and their supervisor to generate a list of expectations based on the findings on the surveys. Incorporate these into their performance evaluation for that period.
- Consider having officers develop a Neighborhood Portfolio on their assigned areas. Have them make a presentation to command staff on their Neighborhood Portfolio. See PTO manual for details.
- All officers on the department need to be involved in community events and problem solving.
- Encourage officers to use <http://popcenter.org/> to research problems they are working on and to educate themselves about problem solving and community policing.
- Consider short training sessions on specific topics related to the skills associated with implementing COP/POP such as facilitating community meetings, public speaking, conflict resolution etc.
- Clarify each employee's role in attaining the agency's mission, goals and objectives. As mentioned elsewhere in this report, the Chief should have the opportunity to meet with each employee and outline what role they play in the organization's success. A plan of work for each employee will help guide them and increase accountability. This plan can also be incorporated into the agency performance evaluation system.

***OVERALL RECOMMENDATIONS REFERENCE ORGANIZATIONAL ROLES:***

The majority of the persons interviewed knew Chief Ward. Agency personnel who were known to persons external to the agency were “out” in the community and highly visible through training community members (RAD), visiting schools and other organizations, or community events. More commanders, first-line supervisors and line level personnel need to “personalize” themselves externally. They can accomplish this by attending community meetings and being assigned to specific neighborhoods or business areas and being responsible for communicating agency information and programs and being responsive to community requests/needs. It is recommended that the Chief review the number of opportunities available in the community and to assign different command personnel to various committees, meetings, etc. that would make them more involved and visible in the daily life of Alexandria's businesses and community groups/events. This plan would ensure that the police department staff and personnel are integral to the community and would further strengthen effective partnerships and enhance opportunities for increased two-way communications.

## **B. Management of Calls for Service**

### **Findings**

Studies indicate that as few as one in ten crimes result in an arrest as a consequence of rapid police response. In a traditional police organization, calls for service may dictate how patrol and dispatchers spend time. Many calls do not necessitate a rapid patrol response; rather 50-90% of dispatched calls are not relating to criminal activity. Community policing policies require examining calls for service management methods to move the agency beyond the traditional 911-initiated system of police-citizen contact. Differential response systems allow patrol officers discretionary time to engage in problem solving and building partnerships. Advancing community problem solving through differential response systems and dispatch policy modifications assists with the resource obstacles and time constraints often cited as roadblocks to the effective implementation of community policing.

Currently the agency has the capability to respond to all calls for service without stressing their resources. It appears that there is an internal sense that they should respond to all calls with a sworn uniformed officer. This sense is based upon a belief that the expectation of the public is that they do so. They did believe that should this be the case in the future, that when explained most of the agency members as well as community members would be amenable to alternate methods to handle some types of calls.

It should be noted that the agency currently has a Volunteers in Police Services (VIPS) Program which has been in place for approximately five years. These volunteers go through a stringent screening process that was described as being similar in many respects as that of the Police Officer Professional Standards that the Commonwealth of Kentucky supports. These volunteers currently do vacation house checks, help direct traffic, enforce parking regulations and engage in patrolling without engagement. This being said, it appears the agency and community have demonstrated a disposition toward non-conventional responses to providing service and this would suggest that there may be a willingness to explore alternate methods of responding to calls if the need arise in the future.

All business, citizens and political figures expressed a preference toward uniformed sworn officers responding to any calls for service. However, all indicated that they would be accepting of some alternative methods if they had ample explanation for the need and follow-up was performed by a sworn member of the agency in a reasonable period of time. Currently this is not perceived as an issue by anyone inside or outside the agency. However, both segments interviewed (internal and external to agency) stated that growth of the community in population and geography is an impending issue that might lead to this need in the future.

Although there does not seem to be such a need at this time, the fact that the City is expecting great growth in the future may well make managing CFS an issue. Planning and educating both police and community now may make the transition smoother and easier should that need become apparent.

### **Strategic Recommendations**

- Review the Community Oriented Policing Services’ publication: “*Call Management and Community Policing: A Guidebook for Law Enforcement*” This publication can be Obtained at <http://www.cops.usdoj.gov/ric/ResourceDetail.aspx?RID=22>
- Consider reviewing methods for handling calls for service while drafting the agencies goals and objectives. The agency seems well equipped to handle the current level of calls. However, should the community grow as expected this might become an issue in the future. Therefore, the strategic plan should call for periodic reviews of how calls are handled in order to stay ahead of potential associated problems.
- Tie problem-solving and crime prevention efforts to expectations of officers when not taking calls for service. Currently, the expectation sensed by the officers and some in management is traditional for the most part. This includes patrolling and basic business and vacation checks. The expectation should be shifted to more in-depth problem solving efforts by officers when they are not busy taking calls. Although this may be “encouraged” to some degree there is nothing in place to make it happen. Specific directives and a structure such as the Geo-Focus will assist in this effort.
- Analyze calls for service data to see where the agency is making repeat runs and begin to respond to these locations/problems by using a problem solving approach. Review the types of activity that are causing the repeat calls for service (e.g., false alarms, disorderly persons, loitering, domestic disturbances, speeding)
- Consider using volunteers to gather this data and include all agency personnel in sharing the results and assigning responsibility for certain problem locations. This is an excellent way to begin a problem-solving project that has potential to create positive interactions with the community and with volunteers and city officials. At the same time, positive results will result in a decrease in repeat calls for service made by the agency.
- Include residents, volunteers, council members, police and dispatch personnel when discussing alternate handling of calls for service should the agency find a need for this in the future.
- Problem solving policing focuses on patrol officers’ uncommitted patrol time. Sworn members of the department, from chief to line officer all stated there was an increase in calls for service and they predicted that the increase would continue. It is recommended the chief review a formal method for analysis of calls for service and requesting additional manpower.

### **C. Human Resources**

All members of the department must be committed to the values of crime prevention, innovation, continuous improvement, customer service, collaborative problem solving, ethical behaviors,

and community partnerships. The Alexandria Police Department has in place a mission statement and set of values that allow and encourage personnel to conduct community and problem oriented policing. Human resource procedures often determine the level of accountability and acceptance of change. If an individual is held accountable only for following the rules or engaging in a set of established activities rather than for the outcomes of their actions, there is little incentive to take risks, especially if the outcomes are not assured. Why risk interaction with the community, attempt new crime prevention tactics, or initiate partnership efforts with other agencies when the organizational rewards are based primarily on the number of citations issued and/or number of arrests made? What an agency measures and rewards through performance appraisal policies often determine the limits of effective implementation of community policing, as do hiring and promotion decisions.

### **1. Recruiting and Hiring**

Essential to long-term change, recruitment of community policing personnel who are able to fulfill the essential job requirements must include knowledge and skills that are compatible with the agency mission and values. Often this means seeking recruits with superior communication skills, empathy, and sensitivity to ethnic, racial, sexual preference, and cultural differences.

### **Findings**

The Alexandria Police Department is generally regarded as a good place to work and enjoys a good reputation among other criminal justice agencies in the area. For example, court officials said “The Alexandria Police Department was the best department in the area and they based this statement on the fact they had exposure to all the departments in Campbell County.”

As a result, the department experiences very little turnover and therefore they hire on an infrequent basis. When a vacancy occurs, there is a specific process in place. However, there are opportunities that are being missed in recruitment and hiring. One assessor witnessed an individual stopping at police headquarters to inquire about applying as an officer. The clerks were confused about when the individual could apply. When command staff was questioned, the potential applicant was told “not today, try back later”. According to the observer, no information was taken from the person interested in a job, creating a lost opportunity for and possibly a negative opinion of the Alexandria Police Department.

The hiring process consists of several steps.

- An advertisement is placed in the local newspaper and Website;
- Applications are accepted from new hires and laterals;
- A written test is administered;
- An oral interview is completed;
- Background check performed;
- POP Standards test administered.
- A recommendation is then made to the Chief and the Chief and the Mayor decide who they wish to hire.

This process appears to be seen as fair and acceptable both inside and outside of the agency. The recruitment process is outlined within the Policy and Procedure Manual and includes a detailed description of the steps to be taken during the hiring process.

One elected official interviewed said they sit on the hiring board and they see the process as a very good one. This person stated they were “very impressed with the last person hired” as a result of this process. It appears that the Alexandria Police Department does screen for the right attitude once a candidate is in the hiring process.

When there is a vacancy, the agency frequently hires from a pool of lateral transfer applicants. This practice allows them to quickly put an experienced officer to work and avoid the long delay of putting a recruit through basic training.

### **Strategic Recommendations**

- Consider putting in some wording into hiring advertisements that relate to quality of life issues, problem solving skills, and interpersonal skills as being important attributes to an Alexandria Police Department officer. It is important that potential new hires fully understand what an organization expects of them. For many years, the police have recruited more in the sense of adventure than for the spirit of service. Community policing requires that new employees enter the agency with a spirit of service.
- Update recruiting brochures and media advertisements with a focus on the service aspect of policing. By stressing this quality early in the recruiting process, some candidates who are not seeking a service-oriented agency will eliminate themselves from the application process. This can actually save the department time and effort spent in screening out non-service-oriented candidates.
- Develop job descriptions to include qualifications that attract community-oriented applicants
- Develop a plan to anticipate vacancies. For a small agency, the absence of one person on a shift is readily apparent in several ways:
  - Covering shifts and calls for service become noticeably more difficult.
  - It makes it significantly harder for personnel to take vacation or other leave.
  - It has a tendency to increase the amount of overtime required to meet minimum staffing levels.
- One possible approach is to maintain lateral transfer applications on file for a quick hire. Another approach might be to make arrangements for recent retirees of the Alexandria Police Department, as well as other surrounding law enforcement agencies, to work a part time schedule.

- Consider revisiting the screening interview questions in order to assess whether they include questions that surface the applicant’s attitude toward providing “service” as well as traditional enforcement.
- Questions designed to elicit critical thinking as it applies to problem-solving would be recommended. The responses should allude to identifying resources, building partnerships and a more inclusive approach to solving on-going problems in the community. The Kentucky RCPI would be a good resource to assist the agency and City in drafting such questions along with anticipated responses.
- Consider having the chief or command officers solicit selected community members in identifying and referring qualified candidates to the agency when an anticipated vacancy occurs. A commander could be assigned to visit the prospective recruit and provide information on the department and the hiring process. There should be some discussion among the chief’s hiring panel as to what the desirable hiring standards and personal characteristics of officers should be. Once established, the criteria should serve to provide a more positive feeling by the entire community regarding the agency’s choices.
- Establish a relationship with Northern Kentucky University. A partnership of this type could assist the department in the targeted recruiting of students who have expressed an interest in a law enforcement career. Formal liaisons can be built with campus career counselors, educators and internship coordinators.

Identify the task of recruiting qualified applicants as one of the most critical functions within the department. While certainly not a full time assignment the department might consider appointing a recruiter represent the agency in the community and to prospective applicants. The recruiter should possess strong communications skills and demonstrate an ability to promote the department. Recruiters’ skills must be developed and sustained by continued education and training. In addition, all employees should view themselves as recruiters and they should constantly strive to identify talented and qualified candidates.

Ensure that the public knows the department makes an effort to be very open and inclusive in the hiring process. An agency may be doing wonderful things, but if no one knows, the department doesn’t fully benefit. Effective and cooperative relationships with local media can be an asset in recruiting. This is another example of improving the communications process both internally and externally.

## **2. Promotion.**

The promotion process is another method that identifies what is important within the organization and should reflect the agency's vision, mission, and values as well as the principles and activities associated with community policing.

### **Findings**

The Alexandria Police Department has a formalized promotion process that is detailed in the department's policy and procedure manual. The process includes scores for a written and oral exam and includes consideration for performance evaluations. The process also employs the "rule of three" which allows the Chief to consider three candidates for each open position. The practice to date is the candidate with the highest scores receives the promotion.

The "rule of three" provides the Chief with the ability to consider other factors such as attitude, commitment to agency mission and values, and demonstrated leadership when deciding who to promote. This is an important piece of the promotional process since the top scorers on written and oral tests may not always be the best candidates for promotion. The Chief being able to consider which of the top three candidates will be able to best implement the agency's mission, values and goals and objectives should be viewed as a critical piece of the process.

There were mixed reports from assessors on how familiar the officers were with the process. Some seemed to understand the process and others knew practically nothing about it. Some of that may be due to the fact that some officers may not be eligible to participate due to seniority requirements. In these cases it might be expected that they would not be familiar with the process. Those that were familiar with the process seemed to think it was fair. Interestingly, at least one officer stated that even though the system was fair it did not always surface the best candidate.

### **Strategic Recommendations**

- Consider using the "rule of three" when making future promotions and factor in which of the top three candidates will be best suited to implement agency mission, values, goals and objectives in making the final determination on who gets promoted.
- Have discussions with all agency personnel well before there are vacancies and inform them that these factors will be applied in the final selection process for promotion. Make it clear that the final scores on the written and oral are but a part of the process.
- Research processes of evaluation that allows peer input in areas of work ethic, trust level and confidence level by their peers and supervisors. This should be confidential and may go toward addressing some concerns by agency members that the current system may not necessarily surface the best candidate. This information would be considered when the chief is applying the "rule of three."
- Consider including job-related assessments in addition to the current process of written testing and interviewing. Job-related assessments can be drafted to surface whether a candidate has an understanding of the expectations the agency has toward dealing with

certain issues and problems within the agency as well as the agency's service to the community. This form of testing requires in-depth critical thinking as well as creating innovative approaches to issues they have been instructed to address. The Kentucky RCPI can assist the agency by providing examples of this testing process and recommending services that assist with these processes.

- Assign reading material and develop test questions as well as oral interview topics that send a powerful message to promotional candidates about what is important to the department leadership. Promotion is a powerful incentive for some employees. This can be accomplished by:
  - Including community policing and problem solving reading material in the study materials for promotion
  - Including questions about community policing and problem solving on the promotional written tests
  - Asking community policing and problem solving related questions during the oral interview phase

### **3. Rewards/Discipline.**

Real organizational change takes time, and there is a risk of losing momentum if there are no short-term goals to meet and celebrate. As an organization changes, ongoing and visible signs of success are important for members to realize that change is taking place and producing results. The chief, supervisors, and managers must look for ways to create, obtain, and recognize clear performance improvements. Performance consistent with the agency's vision/mission must be recognized and reinforced. Code of conduct and misconduct policies must be clear, followed, and fairly administered. Discipline procedures, as well as rewards provide clues to the integrity and ethical behaviors expected within the department.

### **Findings**

The agency has a code of conduct and written disciplinary process in their policy and procedure manual. Their policy employs a progressive discipline approach and uses a variety of measures including counseling, written reprimand, suspension and demotion. They also enjoy an employee assistance program and remedial training as part of their formal disciplinary process.

It was generally perceived that most officers were not familiar with the disciplinary process as a whole. There was a general feeling that if you do something wrong it will receive immediate attention and the most often mentioned result was a letter in your file. There was some dissatisfaction detected about how long these letters stayed in someone's file.

The rewards system is perceived to be informal in nature and consists primarily of a "pat on the back or an 'attaboy' letter" from the chief etc. There was a general impression that "attaboy" letters are rare; it is more likely that officers will receive "bad boy" letters in their files.

The topic of one-time bonuses surfaced in numerous interviews. The chief has the authority to award one-time pay bonuses in recognition for extraordinarily good work during the past year. There was a general impression about this process that most employees were unaware of this award and what performance measures were used to determine who would receive it.

### **Strategic Recommendations**

- Consider developing an Early *Identification and Intervention System* to assist in identifying officers who may be in need of increased management attention. See Community Oriented Policing Services publication: “Early Intervention Systems for Law Enforcement Agencies.” Also Check Kentucky Department of Criminal Justice Training calendar for training on this topic. Additional references include the following: Office of Community Oriented Policing publication entitled “Early Intervention Systems for Law Enforcement Agencies” and Kentucky Department of Criminal Justice Training calendar (for training on this topic).
- Consider establishing a police advisory board/committee, comprised of police and community members/city officials to assist in the selection of employees receiving awards’ recognition. The input from members could be used in deciding how to distribute monetary awards. Use of this board/committee would be valuable in educating members of the community about what the department is doing and what they consider to be good service or commendable qualities of their law enforcement personnel.
- Implement an officer incentive program with clearly defined objectives and expectations with quantitative measures so that officers are aware of the criteria to be recognized for good work. Identify and recognize employees and supervisors who successfully participate in problem solving and those who involve themselves in community activities and projects. All rewards or acknowledgements for good work should be public and made known throughout the PD and the community. Ensure that this program is in line with the goals and objectives of the PD.

### **4. Training**

Training programs structured to help managers and officers understand the implications of the changing organizational structure and the social dynamics of the broader community play an important role in understanding the reasons behind planned organizational change. Managers—asked to embrace risk taking, engage in innovation, and express creativity without the guarantee of success—must allow line officers to make decisions, take risks, and then stand behind the decisions they make as much as possible. Training in cultural diversity, public service ethics, and alternatives to the use of force help to establish successful partnerships with the community.

### **Findings**

It is perceived, both internally and externally, that the chief places a strong emphasis on training for his officers. A public safety official said the training for Alexandria officers extends beyond that offered by the Department of Criminal Justice Training. Another official said the officers receive “excellent” training and maybe there are “too many away at school sometimes.”

It is generally believed that if you can justify and present the need to the chief, he will try and find funding for requested training. Officers reported that they had received very little training in COP or problem solving. A supervisor stated an officer had just been assigned to go conduct a home security survey and was concerned because he had not been trained on how to conduct the survey.

The current practice is to allow officers to request and select the training they wish to receive in order to fulfill the mandatory 40-hour in-service mandated by the state. During times of organizational change, it may be more appropriate for management to take a more active role in deciding what kind of training will be best suited to support the organizational needs of the agency.

The agency has adopted the Police Training Officer (PTO) model of post academy training. This model is designed to teach and encourage activities that are consistent with COP/POP philosophies. They have currently had one recruit officer complete the post academy phase of training.

Externally, the agency currently provides training to their community in Rape Aggression Defense System (RAD) and a teenage driving course. Internally, the agency employs several in-house trainers. These training officers are responsible for training department personnel in the following topic areas: TASER; OC Spray; Self-Defense; Driving; and Firearms.

### **Strategic Recommendations**

- Whenever new skills or knowledge are required in the workplace, the command staff is responsible for seeing that training is provided. New skills and knowledge necessary for the implementation of community policing and problem solving include but are not limited to:
  - Strategic Planning
  - Facilitation skills
  - Public speaking
  - Data analysis (crime analysis)
  - Problem solving
  - Conflict resolution
  - Implementing change

There are several ways to satisfy these training needs. One strategy is to identify and locate training classes and enroll selected officers. These officers return to the agency and train the rest of the department. Another technique is to bring a training program to the agency and have the entire department trained together. The decision on which strategy to use may depend on the nature of the topic. For example, the department may find it more beneficial to train as a unit on the topics of community policing and problem solving, and on implementing change and strategic planning. Trainers can effectively use issues unique to the Alexandria Police Department in designing the training.

- Consider sending personnel to the Problem Oriented Policing ([www.popcenter.org/conference](http://www.popcenter.org/conference)) and the Community Oriented Policing conferences held annually at various locations around the nation. Task them with attending selected workshops relevant to the Alexandria Police Department and preparing a report for the next department wide-meeting.
- Consider sending selected officers and commanders to other agencies across the country that have a reputation for successful implementation of relevant programs so they can learn from their implementation experiences. The Louisville Metro Police has been extremely successful in implementing the PTO program and welcomes the opportunity for officers from other agencies to visit and learn from their implementation experiences.
- Consider adopting Crime Prevention through Environmental Design (CPTED) as a major crime prevention strategy.
  - Consider a team training approach provided for police, community development, public works and school personnel.
  - Involve appropriate members of the team in planning the prevention initiative in future problem solving efforts.
- Consider making assignments to agency personnel to research a topic located on the <http://www.popcenter.org/> website and then have them make a presentation to the rest of the agency on their findings.
- The specific training scheduled for officers should be determined according to what is needed by the department as a whole, and with the best interests of the department in mind. This is especially important during a time of transition and as it relates to community policing issues. The training may come from a variety of sources including the Department of Criminal Justice Training (D.O.C.J.T), Regional Community Policing Institute (R.C.P.I.) or National Crime Prevention Institute (N.C.P.I.)
- Ensure in-house trainers tie all training to the values of the organization. Unfortunately trainers will sometimes apply their own personal values to their training message. This may or may not be in line with the values of the organization. It is therefore incumbent upon the organization to monitor and ensure that the material in which its employees are trained is guided by the proper set of values.
- Provide training that clarifies COP and POP. It appears a perception exists that COP is a nice to have aspect of policing but it should not interfere with “real” police work. Providing training and creating a structure, such as the geographic focus, within the organization that directs behavior should allow officers and employees to better see how COP & POP serve the law enforcement function.

## **5. Performance Evaluation.**

What an organization measures through its performance evaluation system generally determines what employees understand to be important and high priority activities. For this reason, in

addition to counting the number of incidents handled, it becomes important to credit the absence of crime, to recognize the increased involvement of the neighborhood, and to reward additional information links available to the agency. What is measured can determine who will be successful within the department. If the system measures important outcomes (community satisfaction, reduced fear of crime, willingness to solve problems), the department is able to recognize innovative and forward thinking personnel. When a system only counts inputs (numbers of stops or arrests) without measuring the results or outcomes, it is impossible to differentiate between employees who develop meaningful community relationships and those who tacitly resist changed behaviors.

## **Findings**

The agency currently has a formal evaluation process that is explained in detail in their policy and procedure manual. The system calls for an annual evaluation that is based on quarterly assessments. There are several topics within the rating material that lend themselves to community policing and problem solving, such as Problem Identification, Compiling Data, Teamwork, and Serving as a resource. However, it was perceived that these rating criteria were currently used in a more traditional manner as opposed to evaluating community policing or problem solving on a higher level.

Most of those interviewed knew the policy in regards to performance evaluations. Most said there was more of a focus on inputs – traffic stops, business checks, calls for service made etc., but felt there should be an increase on the overall package. There was some agreement that the recently developed “Neighborhood Focus” project should be reflected in the officer’s annual review. Although at this point, the agency has not developed how this will be done.

Since it appears that the agency does not currently emphasize in-depth problem-solving it does not evaluate its employees on outcomes that would be related to such emphasis.

Those interviewed generally expressed questions in reference to how the current system serves the agency and individual employee. One manager within the police department said they believed that the process was in need of revamping and a patrol officer stated they saw it as not critically assessing one’s performance. It was not described completely as subjective, but was seen as a process that almost everyone received good reviews regardless of performance.

Some comments made by those interviewed were:

- The agency’s evaluations are too “general, generic”
- Evaluations do not measure all the job functions of all agency personnel – specifically some of the civilian positions.
- There is currently nothing in place that allows evaluations of supervisors by subordinates
- Supervisors who conduct the evaluations do not actually observe the officers’ work habits, nor do they review the work produced by those officers.

## **Strategic Recommendations**

- Research the evaluation process and determine if changes can be made to reflect community policing principles and problem solving.
- Incorporate outcome-based performance measures into the performance evaluation system. There is an old adage that says, “We get what we measure.” If an agency measures the number of traffic citations officers issue, then officers will generally try to meet departmental expectations and will write citations. As one example, if the agency measures the motor vehicle accident rate (and injury and death rates) then officers will look for ways to impact these numbers. This may or may not be addressed by issuing citations. It would also influence where (and for what offenses) citations are issued. It could be argued that ten citations written at a high accident intersection for failure to yield right of way might be far more effective at reducing the accident rate than one hundred speeding citations written on a stretch of road where few crashes have occurred. Examples of various measures might include: a reduction in accidents at particular locations, a reduction in crime in specific neighborhoods, an increase in the number of citizens participating in public safety programs, or a reduction in city-wide false alarms (or alarms at specific locations). Performance evaluation adjustments of this type require a flexible approach and a willingness to constantly monitor officers and the activities in which they’re involved.

Measurements that are outcome based should always be consistent with the agency’s goals and objectives, as well as its mission and values statement. The goals should be personalized, whenever possible, for each employee.

- Consider implementing a process where each member of the department is given the opportunity to conduct an evaluation of their supervisors. There are some business models that effectively use this on a regular basis.
- Consider tying the evaluation system to the plan of work developed for each employee and use it to facilitate the accomplishment of goals and objectives. It should be reviewed with the employee quarterly in order to keep them and the agency on track with their individual plan and how that plan ties into the agency mission.
- Develop a plan of work with each employee. This plan should address that employee’s personal goals and how they can achieve these while accomplishing the agency goals and objectives. Training should be tied directly to this plan. All aspects of the plan should be cross referenced to the role of the employee, the agency mission, a specific goal or objective and grounded in the values of the organization.
- Provide specific training based upon the geographic focus the agency has begun to implement. This training should clearly outline what each officer is expected to accomplish when assigned a specific geographic area. A good source of training for

those working in the geographic focus environment is the National Crime Prevention Institute (NCPI) of the University of Louisville. When officers are to be expected to perform crime prevention duties as well as respond to crimes that have already occurred they should be provided the knowledge to do so. The NCPI is an excellent resource for this training and education.

## **6. Financial Management**

An important way for employees to recognize the goals and priorities of an agency is through the organization's allocation of resources. For example, funding for problem solving, community meetings, and neighborhood-assigned officers all provide legitimacy for community policing. When communities take part in problem solving, a sense of ownership and personal commitment to the accomplishment of outcomes is a natural result.

### **Findings**

The general perception of those interviewed, government officials and citizens, believed there was a high level of budget support for the police department. Assessors were told that they "get what they want." One said: "They're well-equipped and they always look good." One elected official said that government tries to do "everything that we can" to support the department. He said this is based their "trust of the chief." Another official said that there was an "extremely high level of support from the mayor and most of the council."

The primary concern that relates to the city budget is an expected growth in residential housing units. There appears to be a pretty good idea of the level of growth that will be experienced as it relates to housing units and population. The additional workload for police and other city services that may result from this growth seems to be less defined.

The current budget seems adequate for the level of service being provided by the police department. The impact of implementation of COP/POP on the budget does not have to be dollar intensive at this point. The department has already invested in technology infrastructure to support data collection for problem solving and geographic focus.

At this point it may be beneficial to allocate some money to send officers and commanders to various locations that have a reputation for having implementing COP/POP. It is one thing to sit in a classroom and hear about it, but quite another to witness it in action.

### **Strategic Recommendations**

- Consider the budget when developing the strategic plan. The planning process should identify significant budgetary needs such as increases in staffing, fleet, equipment and training. Projecting these needs in a three and five year plan can help the agency garner support from both the City fathers and the citizens it serves.
- Consider budgeting for travel to send officers, detectives, and supervisors to cities that are considered national leaders in community policing and Problem Solving. For example, both Charlotte-Mecklenburg and High Point Police Departments in North

Carolina have reputations of being successful. This may enhance the agency's ability to move closer to achieving the next level of implementation of the philosophy of community policing. This recommendation is just another avenue to continue that growth.

- Conduct research of similar sized cities around the United States that have experience similar growth in order to better estimate what additional workloads may or may not result. Contact the Kentucky League of Cities for help in this research.
- Reexamine the role played by current volunteers, to consider:
  - Following up with victims of certain types of crime and providing them with referrals to other agencies
  - Performing the crime analysis function for the agency.
  - Providing clerical, data and document support to the agency
  - Supporting the agency's use of technology, particularly law enforcement-relevant software applications and enhancing the use of the GEO Focus program to supply citizens with information
  - Helping to edit and/or write letters to community members or setting up community meetings

To explore volunteer programs for police agencies visit the website [www.policevolunteers.org](http://www.policevolunteers.org).

## **7. Organizational Communication Patterns**

Implementation of community policing demands open communication with the community, frequent exchange among units within the agency, and ongoing discussion and networking with other public and nonprofit agencies. When the traditional structure, which often views information as power, seeks to tightly control information, partnerships and problem solving, which depend upon the equal and open flow of information, cannot survive. This is not suggesting elimination of the chain-of-command communication requirements, but the organization should differentiate between "permission-seeking" and "notifying" types of communication within the chain of command.

### **Findings**

The agency's communication processes currently include email, telephone (cell), face-to-face conversations and rumor as the primary means of communication. The staff has a formal meeting once a month and there are quarterly meetings scheduled with the officers, although these may not routinely take place. The agency does not have shift roll calls. Information is passed from shift to shift primarily through email. Both the chief and deputy chief stated they had open door policies.

The agency is small enough that informal communication processes are frequently used. For example, when asked about communicating with investigators on case follow-up, the officers said they would just check with the detective for any follow-up information.

The agency participates in a web based communication system named Northern Kentucky Data Interoperability (NKDI). This is an exceptionally useful program that facilitates information sharing within the agency as well as between neighboring law enforcement agencies. There is planning and work in place to expand the capabilities of this program and it should continue to provide the agency members with significant information sharing capabilities as well as data analysis capabilities.

External communication with the public is less formalized. Three members of the agency were mentioned as those most likely to be in a public setting and share information. Those members are Chief Ward, Officers Natalie Jackson, and Jim Sticklen. Interviews with community members indicate that most would be willing to enter into partnerships with the police department in order to address neighborhood issues and to assist in problem solving activities. It appears that the police department currently enjoys a high level of trust and confidence by community members and that has transferred into a willingness to assist the agency. The agency currently requires a formal open records request for police reports when the requestor is not a party to the event.

As the department initiates change, the communication process becomes even more critical in insuring an understanding of not just the mechanics of the change but of the philosophy driving the change. Face to face communication should become the style of choice whenever making changes that involve philosophical foundations.

### **Strategic Recommendations**

- It is recommended that the command staff ensure that quarterly meetings with all officers take place as scheduled. We also recommend that non-sworn staff and VIPS personnel be included. The agenda should revolve around the following:
- A report from each geographic area on accomplishment of goals and objectives. A discussion about any newly proposed goals and objectives and how they fit into the agency vision, mission, and overall goals and objectives. These should be presented by the officer assigned to the specific geographic area.
- A review of overall agency goals and objectives and progress being made.
- Crime analysis reports from Investigations on any crime trends based on patterns involving geographic location, modus operandi, day of week, time of day etc. Strongly consider using visuals such as crime mapping.
- Reports on traffic accident patterns involving geographic locations, day of week time of day and contributing factors. There should be some analysis on traffic enforcement to insure that enforcement efforts are being strategically applied to address the accident patterns. Strongly consider using visuals such as computer mapping.
- The Chief should use these meetings to tie all efforts to the overall department vision, mission, and goals. This open dialogue will go a long way in creating an agency where everyone knows where the agency is going and how it intends to get there.
- Consider opening the website to the public so that citizens can easily obtain public safety information, crime prevention tips or crime data about their neighborhood without the

burden of going through a police officer or filing an open records request. Many agencies have been successful in this endeavor. For an excellent example of this visit the Lexington Kentucky Citizen Crime Watch page at: <http://crimewatch.lfucg.com/>. Another example is the High Point North Carolina Crime on My Street page at: <http://gisweb.high-point.net/website/crimeviewcommunity/>

- Create an expectation that officers assigned to specific geographic areas are expected to attend community meetings and group gatherings. Officers need to be made aware that theirs is not a passive role. Their attendance is to provide an active communication liaison between that community and the agency. They should be expected and capable of making periodic presentations relating to public safety issues and the agencies responses. These officers should be given the authority to call neighborhood meetings when necessary to address public safety or quality of life issues.
- During this time of transition, the Chief may want to consider conducting formal “roll call” where all officers assigned to a given shift would be present. This could be done every other week or once a month. This would help ensure that everyone is on the same page with regard to the department, and it also provides the Chief or other appropriate supervisor an opportunity to address any questions or rumors that may have arisen during the interim.
- Consider methods for increasing the dissemination of positive information about departmental programs. Methods may include a periodic newspaper column in the Alexandria Recorder for the chief and his staff to discuss current issues impacting the community, crime prevention tips, departmental initiatives, successes, etc. This would be a good opportunity for agency representatives to identify particular messages and information they wish to publicize and to create a unified effort to “get the word out” and to involve citizens with the Alexandria Police Department. (The editors of the paper have previously agreed to make column space available to the police department.)
- Consider conducting a community-wide survey door-to-door and face-to-face with community members. Each officer would be responsible for conducting surveys within his/her assigned geographic area. One part of the survey could measure respondents’ perceptions about the police department; it would be confidential and left to be returned when completed. A second part of the survey could be used to collect information from residents who would be willing to be mobilized in cases of extreme emergency (e.g., tornado, flood, etc.). Requested information to be collected could include name, address, contact phone numbers, e-mail, and special skills (i.e., medical training or certifications), special needs (oxygen-dependent, medical requirement, disabilities), or having specialized equipment (e.g., generators, snowplows, chainsaws, etc.). This information could be used to create a “community resources database” and be used to coordinate emergency aid at times when the governmental infrastructure is overwhelmed. This effort also represents an opportunity to partner with the Fire Department; this information would be valuable to this agency as well. Surveys also provide the officers with the opportunity to introduce themselves to residents in their assigned areas and allow for personal contacts that will help facilitate future communications. (The Kentucky RCPI can provide examples of community surveys.)

- Conducting these surveys could become a department goal with each geographic area, developing sub-goals on how many surveys will be conducted per shift, timelines for completion and an acceptable percentage of contacted residences. We recommend that supervisors be charged with generating a printout of addresses for each geographic area and maintain a checklist of attempted tries at each address and completed surveys by address. Supervisors could the coordinate efforts across shifts to ensure that residents who are difficult to contact receive special attention.
- A strategic goal for the department might be to establish a process of surveying the community every other year and to use previous surveys to help measure change. This process also provides the officers assigned to specific areas opportunities to meet new residents who have moved into the area and to maintain relationships with current residents.

## **8. Management and Planning Services**

Strategic planning is not only a document, but a process as well. The document, if utilized, assists the agency in meeting various goals and timelines. Formal feedback processes, including surveys form many sources, provide important information to managers and officers. Formal mechanisms for the publication of that information both internally and externally help managers, officers, and citizens formulate plans, make decisions, and take effective actions.

### **Findings**

While there was some mention that the department had a strategic plan as required for accreditation almost no one knew any details of what it contained. Some reported that most if not all of the goals in the strategic plan had been accomplished anyway. Some of those interviewed reported that the Chief worked closely with the planning and zoning representative of the city and the fire chief, and that there was some information available about future growth in housing units. No citizens who were interviewed were aware of such a plan that the agency has.

This may be an opportune time to create a new strategic plan for the Alexandria Police Department. We believe it possible to take this report and select several of the recommendations and use those to develop a strategic plan that will help move the agency in a direction that will benefit not only the police department but the community as well.

### **Strategic Recommendations**

- Consider developing a long-term strategic plan for the implementation of community and problem oriented policing. This strategic plan would allow the chief to identify implementation phases and establish milestones for several years.
- Develop a process to make the strategic planning process more inclusive of those inside and outside of the agency. Planning should include specific as well as general

information and ideas. No one person or small group will have all of this information. A process should be considered that identifies those who have the expertise, understanding and ideas that would be relevant to the planning process as it relates to any specific planning need.

- Provide training on strategic planning for select individuals inside and outside the agency.
- Collect and examine strategic planning documents from other agencies that have implemented community policing and problem-solving philosophies.
- Conduct research on “Designing and Implementing Organizational Change” An excellent research paper on this topic can be found at:  
[http://www.ilj.org/publications/OrgTransformation\\_Final.Rpt.FINALver.pdf](http://www.ilj.org/publications/OrgTransformation_Final.Rpt.FINALver.pdf)
- Define the expectations of the geographic focus structure recently implemented to include:
  - Development and application of a survey instrument in order to capture the residents’ concerns and recommendations in reference to police service, crime, fear of crime etc.
  - Develop an email list of all in the assigned area who wish to be made aware of crime and other issues as they develop.
  - Create a communication process designed to gather input and disseminate information by the police department. This process would ideally be facilitated by the officer assigned to that area or a resident with the officer’s assistance.
- Use current resources to advise the public on broad issues that pertain to the City as a whole, on significant problem-solving efforts and on crime issues. The newspaper, radio, and City circulars should be considered in this effort.
- Use electronic “billboards” along major roadways to inform the public and to advise them how they can provide feedback on important issues. Since the City is now divided into specific geographic areas that each office has a responsibility to service each area could use such a billboard and place it in an area most likely to be viewed by the majority of the residence of that area. Should only a few such billboards be available they could be shared between the service areas.
- Consider the use of established web and email communication services to send brief updates. Twitter.com is such an example and has gained some success in law enforcement agencies as a method to get concise (under 140 bytes) messages out to large groups of people. It is particularly useful to reach the younger segments of your service area. The service is free. (See <http://twitter.com/> or <http://en.wikipedia.org/wiki/Twitter>) This is another function that some of the younger volunteers or explorers may be able to help.

## **9. Crime Analysis**

Tied directly to the perceived need for rapid service response—a tendency reinforced by the advent of 911 service in American cities—community information collected by officers NOT in response to a criminal act tends to be rather limited. Structurally, effective reactive organizations must have a system to dispatch and coordinate reactive calls. (Police systems originally designed for sharing information on a “need-to-know” basis establishes community-policing barriers by limiting information when community partners want more data about their neighborhoods and patrol areas.) Crime analysis plays a very important role in providing timely data to officers/deputies and community members to assist them in their problem-solving efforts. Data provided by the police must be accurate, timely, and openly shared with all stakeholders involved in problem solving. Community-policing crime analysis goes beyond the traditional statistics of the Uniform Crime Report (UCR) Part I and Part II crimes, or how many incidents of what type of crime occurred in the past.

### **Findings**

At this point in time the agency is more traditional in its approach to policing. There is little to no formal crime analysis occurring. Most information concerning crime is handed from one shift to the next via emails and possibly during occasional roll calls. The detectives appear to be tasked with data analysis but this seems to be more of a reporting process than actual analysis. They will from time to time send out information via emails to the others in the agency informing them of crime locations and activity. The level of crime analysis that COP/POP requires is much more formal and structured in nature with routine and ad hoc reports being generated.

There seems to be more emphasis upon traditional activity tracking such as numbers of arrests, citations etc. However, there are expectations the officers will perform duties that are also in line with outcome based policing. This separation in thinking and approach may be partly attributed to the expectations of how policing should be performed by the supervisors on the shifts. As mentioned, the first line supervisors appear to see a distinct separation between law enforcement and community policing and how they are intimately associated with one another. This appears to have resulted in them placing an emphasis upon numbers rather than upon outcomes. Although arrests and citations may be one way of addressing a problem there should be a direct line drawn from that activity to how it has impacted a specific problem in the community.

The Alexandria Police Department appears to have the technological capacity to conduct this level of analysis and with some preparation of selected employees/volunteers they should be able to generate an acceptable product in a reasonable amount of time.

The agency is also still very traditional in their views of sharing this information with the public. Crime is reported in the local press as a matter of routine and the agency publishes an excellent annual report that details crime etc in aggregate. It also appears that anyone could approach the Chief or his staff and receive an informal assessment of crime in a particular neighborhood and they would be treated with respect and receive a briefing on their request.

However if a citizen would like information about crime in a particular neighborhood for a specific time frame it would currently require a formal open records request. There is currently no capacity for a citizen to independently retrieve crime data.

The agency subscribes to and utilizes a web based software program called NKDI –Northern Kentucky Data Interoperability. This allows both internal communications concerning crime information via emails and web postings as well as the capacity to share much of this information between the surrounding jurisdictions. Information that is submitted to KSP via the E-Citation, E-NIBERS and E-Crash are sent to NKDI and entered in such a way as to make the data more easily analyzed. However, it does not appear that any in-depth analysis is taking place. The NKDI offers great promise for data analysis and distribution of those results. It appears the agency is looking deeper into that application currently.

When asked to offer suggestions for improvement, a few citizens indicated that they would like to be able to obtain more information (including crime data) from a city or department website on the Internet. One said the web address could be publicized in the paper. Another said that he would like to see a weekly column in the newspaper devoted to law enforcement issues. A citizen suggested that they police “set up programs or public meetings so there’s more one-on-one contact.”

### **Strategic Recommendations**

- Consider creating a partnership among area agencies to create a regional crime analysis function. Explore the possibility of sharing the cost to hire/train a professional crime analyst.
- Assign crime analysis duties to specific persons in order to develop timely information and disseminate it quickly throughout the organization. It appears the Investigative Unit is tasked with this. However, they appear to require more direction on what is expected from their work.
- Provide crime analysis training to those tasked with the analysis process. This training is critical in order for those performing the work to best understand how to accomplish this work. Training may take the form of independent research and visiting other agencies that are known for the crime analysis product.
- Capitalize upon the NKDI system. This system appears to have much promise in the area of crime analysis and dissemination. Have the personnel responsible for the analysis function; use this system to distribute information city-wide and by geographically-assigned areas.
- Consider reviewing publications on data analysis with the staff and those tasked with that duty in order to get a clear understanding of what the agency needs relating to crime data analysis. A publication entitled, “Crime Analysis – Crime Mapping” by Dr. Rachel Boba can offer a significant amount of information. To preview the publication:

[http://books.google.com/books?id=qNqVJpM\\_8awC&pg=PA23&lpg=PA23&dq=COPS+Office+Analysis&source=bl&ots=xQpuio8wAZ&sig=z-DCDpUWQI-6ViLx9G-VgRTcN70#PPA60,M1](http://books.google.com/books?id=qNqVJpM_8awC&pg=PA23&lpg=PA23&dq=COPS+Office+Analysis&source=bl&ots=xQpuio8wAZ&sig=z-DCDpUWQI-6ViLx9G-VgRTcN70#PPA60,M1)

- Another helpful publication ([http://www.amazon.com/Introduction-Crime-Analysis-Resources-Criminal/dp/0789018683/ref=pd\\_bxgy\\_b\\_text\\_c](http://www.amazon.com/Introduction-Crime-Analysis-Resources-Criminal/dp/0789018683/ref=pd_bxgy_b_text_c)) is *Introduction to Crime Analysis: Basic Resources for Criminal Justice Practice*, authored by Deborah Osborne and Susan Wernicke. This book provides introductory information on crime analysis and an extensive bibliography.
- Review the Office of Community Oriented Policing Services publication: “*Crime Analysis for Problem Solvers In 60 Small Steps*” (see <http://www.popcenter.com/>)
- Consider making some of the crime data available to the general public via the agency website. This also increases the agencies transparency. Keeping the citizenry informed is important. Those interviewed in the public sector stated a wish to have more information from the police department concerning crime, crime prevention and other relevant facts concerning safety and security.
- Consider a “Crime Stoppers” or tip line program for the region.
- We know from research that about 10% of addresses or locations within a jurisdiction accounts for approximately 50% of all the calls for service. By analyzing the calls for service data and identifying these “hot spots,” the department can apply the problem-solving process to reduce repeated calls for service to the same addresses. The police department is encouraged to partner with other social service agencies which may be better equipped to address underlying human relations issues.
- We also know that 10% of offenders commit are responsible for approximately 50% of all crimes. By analyzing offender data it is possible to create programs that focus on those offenders who are causing a disproportionate number of crimes
- We also know that about 10% of victims are responsible for approximately 40% of all victimizations. By using available data to identify these individuals, police departments can become much more focused and proactive in helping people prevent being victimized. These cases are ideal for applying situational crime prevention tactics. See “*25 Crime Prevention Strategies*” located at the Center for Problem Oriented Policing website (<http://www.popcenter.com/>).
- There is a general belief that many crimes are directly or indirectly linked to the problem of drug abuse. If this is true, police professionals should consider how they collect intelligence information about drugs and property crimes and whether or not they adequately use this data for tactical enforcement. For example, every shoplifter should be debriefed about their knowledge of drug activity. Every burglar and car prowler that is arrested should be debriefed about drug involvement. In reverse, every one arrested for drug-related offenses should be debriefed about property crimes. A formalized

system could be developed to store, analyze and disseminate this information. Patrol officers should be given the authority and freedom to act decisively on information obtained in these debriefings.

## **10. Shift/Beat Assignments**

One of the core assumptions of community policing is that patrol officers should be intimately acquainted with their neighborhoods, and people living in neighborhoods should know their patrol officer. This intimacy facilitates both the flow of communication and builds trust between law enforcement and citizens. Geographic integrity allows officers to “personalize” themselves to citizens in their service area and fosters partnerships among law enforcement, businesses, and neighborhoods. These relationships promote accountability and facilitate mutual interest in problem solving. Geographic patrol assignments, neighborhood based needs assessment meetings, door-to-door introductions, and neighborhood school assignments along with assigned problem solving responsibility all provide an opportunity for the officer to know and understand the issues and concerns of the neighborhood to which he or she is assigned.

Geographic focus and responsibility is one of the bedrock principles of effective community policing. This means that officers and their supervisors are assigned to small geographic areas or neighborhoods and have sole responsibility for what happens in those areas no matter when it occurs. An officer might have to patrol and take calls in a much larger area, but he/she will have a small area they are personally responsible for. This is much like a Doctor who has personal patients they are responsible for, but may be on call to cover the entire hospital at times. Successfully creating geographic focus may also cause other changes in operating procedures in the agency. One example might require the creation of a reporting system that allows officers to receive a copy of all activity that has occurred in their assigned area while they have been off duty.

### **Findings**

As mentioned earlier in the report the agency is in the process of establishing a Geo-Focus program that will make an officer responsible for a small geographic area. These assignments have been made and maps have been drawn to identify each area and who is respectively assigned to the area. When talking with the officers the assessors found that there was not a clear understanding of all officers about what this meant as it related to their daily routines. It is sensed that this may be due to the newness of the program and some natural resistance to change.

At this point there is nothing formal in place that requires officers to “know” specific community members or business representatives other than the formal structure within the Police Training Officer Program (PTO). The Neighborhood Portfolio Exercise (NPE) segment of that training requires the new officer to establish personal relationships and discover resources and issues relevant to the geographic area they are responsible to work. This is a good start and it is suspected that the recent application of the geographic focus aspect of officer assignment can replicate this by each veteran officer as well.

The agency currently rotates shifts on a quarterly basis. There has been some recent discussion of reinstating permanent shifts in the near future. When asked how the officers were going to be

chosen for the shifts, most responded that they were unsure what criteria would be used in the selection.

### **Strategic Recommendations**

- Replicate the NPE structured within the PTO model of post-academy training for each officer assigned to their geographic area of responsibility. By requiring each officer to establish their Neighborhood Portfolio of their specific geographic area they become aware of what resources are available, the crime issues, issues of concern to the residence etc. This goes far toward building opportunities to identify and address problems they will be tasked to impact.
- Have these veteran officers make a formal presentation of their NPE at the regularly scheduled post meetings. This will familiarize all personnel with relevant information about each geographic area they can use when responding to citizen calls in that area.
- Have officers develop a list of groups, committees, social clubs, etc. that meet within their assigned area of responsibility and require them to attend on a regular basis or, when they are off, to arrange to have another officer in attendance. Their role is a liaison for the agency and to provide two-way communication between the community and the agency.
- Consider some form of Neighborhood Watch. It may not take the place of a traditional monthly meeting format but be more tailored to areas where crime is low and citizens just want updates or periodic access to information. Some sort of E-Neighborhood watch might work well. It appears as though the community wants to be involved, but no one is taking the next step to organize them.
- Finalize and implement plans to create neighborhood assignments for agency personnel. At this point in implementation, these assignments need to be specific. In keeping with the Situational Leadership model, the agency is currently at a R1 or R2 readiness level and needs a corresponding leadership style. Examples of specific tasks might include:
  - Each officer to conduct 3 citizen surveys per shift in his/her assigned geographic area until the officer has completed a minimum number of surveys.
  - Supervisors and managers to develop a spreadsheet for each geographic area that identifies each street and each address that can be used to track officers' attempts to conduct the neighborhood surveys.
  - Schedule a Citizen Police Academy class to be held in each officer's geographic area. Each officer will make a presentation at the class when it is held in his/her area.
  - Generate a list of addresses where the agency is making repeat calls for service and have the officer responsible for that area develop a plan for addressing the problem.
  - Develop a mechanism that provides officers with information on calls for service, reports taken, citations issued, etc., in their geographic area that occurred when they were off-duty.

- Develop a communication process that provides officers with information on all calls for service, reports taken, citations issued, etc in their assigned by other officers.
- Devise a system to identify problems (repeat victims, repeat addresses for calls for service, repeat offenders “etc.” to be identified, worked on and results tracked.

#### **IV. CLIMATE**

Climate is the language of the organization expressed through words, gestures, situations, interpersonal relations, and unwritten rules of behavior. The culture exists first and foremost as a result of the interpretation of managerial behaviors. These powerful expectancy signals override many official mandates or directives. The challenge for management is to behave in ways that will lead employees to the kinds of attributions and expectations that result in commitment to the department’s most important values (Schneider, 1994). The organizational climate depicts the atmosphere that results from the implementation of the structure. Trust, risk-taking, support, competition, freedom, clarity of roles, stress, and conflict resolution are all elements of the climate. Plummeted workforce morale, strained trust in the system, openly competitive relationships, and lack of innovation result from incongruence among the values, goals, and structure of an organization.

Organizational climate elements often determine the extent and success of a change process. Kanter suggests that organizational change consists in large part of a series of emerging constructions of reality, including revision of the past, to correspond to the requisites of new players and new demands (Kanter, 1983). She explains that successful organizational change normally requires three ingredients: 1) the right people with the right ideas; 2) the right times, which enable the right people to reconstruct reality on the basis of accumulated innovations; and 3) the right places, which allow an integrative environment. The organizational climate represents the “right place” element of Kanter’s triad.

##### **A. Department-Wide Philosophy and Community Policing Implementation**

Approaching community policing as a program may result in conflict between patrol and community policing officers. Adopting community policing as a department-wide philosophy can minimize the tension (or dissension) arising from employing two different methods of policing within one organization. By fully integrating the philosophy throughout the department, the goals of community policing becomes the mission of the department. In this sense, all officers become community policing officers and with this change comes the mandate for support from the chief, line staff, and fellow officers. As officers are encouraged and empowered to enlist innovative problem-solving methods, partnerships with other agencies invite new players into the task of making the community safer for all citizens.

#### **Findings**

Clearly the Chief and his immediate staff understand that the agency is dedicated to moving deeper into community policing. Lower levels of the organization also understand that this is the direction that the Chief wants to take the department. However, there does appear to be some

resistance to this movement by way of the first line supervisors and a few line level personnel. This could be due to their not having a clear understanding of how COP and traditional approaches can complement and serve one another.

There does not appear to be a “unit” specifically assigned to COP duties. There are several “programs” in place that reflect the COP philosophy and these are being run by patrol level officers principally. This is how most agencies begin to implement COP/POP and it has the potential for the patrol level officers to better understand how these “programs” can facilitate COP overall. This is true only if the officers understand the philosophy behind the program and can transfer that from the program to everyday service. This does not seem to be the case as yet in Alexandria. The officers that run the various programs take pride in their program, people involved, and results. However, they have a limited view of how that principle and philosophy affects their day-to-day service approach and those officers not involved in these programs certainly see them as separate from everyday policing activities.

It appears the biggest obstacle identified to this end is with the first-line supervisors. They do not appear to have an appreciation for the application of COP and, according to some in the patrol division, encourage officers to perform tasks in a more traditional manner. This could be due to a number of reasons including misunderstanding of how COP facilitates solving crimes involving theft, drugs and violence. It could also be the result of a disagreement of philosophy in which their personal philosophy is contrary to the agency philosophy. Either being the case, their participation in encouraging and directing officers day-to-day to engage in a more COP minded approach is critical if the agency wishes to go deeper in the philosophy.

Following is a description of COP/POP in action. It is a business owner describing a problem and how it was resolved. He related an example of the Chief’s outreach to the business community in solving a parking problem on Main Street. The practice on Main Street, prior to repaving, was for vehicles to park up on the curb on both sides of the street. After repaving of the street, Chief Ward took the initiative in working with state, city council, and county government to switch parking to only one side of the street, to improve traffic safety. The business owner stated that the Chief “contacted every business on that stretch of road to get their take on it.” Chief Ward approached each business on the street and asked for their input and explained his reasons for wanting to restrict parking on one side of the street. “He did a great job. I favored his proposal due to safety reasons,” stated the business owner.

This is the kind of climate of activity and approach to solving problems that needs to be pushed down to the line level of the organization.

### **Strategic Recommendations**

- Clarify the first-line supervisors’ role in implementing COP. Have a one on one meeting with each supervisor and make sure they understand their roles and their obligation to support agency values even though their personal values may conflict.
- A Crime Prevention through Environmental Design (CPTED) review should be adopted as a major crime prevention strategy

- Assign reading material to agency personnel regarding these topics. Develop a system that requires them to report back on the readings and how they might apply to the Alexandria Police Department.
  - Consider a team training approach provided for police, community development, public works and school personnel.
  - The team should be involved in reviewing future building prior to being approved by City Officials.
- Establish regular and ad-hoc meetings with everyone in the agency concerning COP and what that means to how that individual and unit provides service to the community. It may take frequent meetings on the front end in order to achieve to understanding needed for change to occur.
- Formally incorporate community policing activities in the employee rewards and evaluation system.
- Create opportunities and encourage all police department employees to develop community partnerships. It is critical to tie these partnerships to problem-solving and the development of working associates to address the community's concerns, perceptions and fear of crime.
- Tie all of the current activities, which are now centered on the “getting to know one another” aspect of community policing, to the development of problem identification and problem solving partnerships. Have officer conduct research on all identified problems at [popcenter.org](http://popcenter.org). These activities should then be measured by outcomes, as previously described. For example, if a neighborhood is experiencing a high rate of traffic accidents at a particular intersection, the officer assigned to that area would be responsible for developing a solution. The officer would be expected to devise an action response based on an analysis of accident reports. The solution might include, but not be limited to, increased enforcement activity. In a COP/POP environment you should expect to see the solution of a traffic problem to contain responses such as engineering and education as well as enforcement-based on the analysis of the problem.

## **B. Power and Control**

Many police agencies adopting community policing have a difficult time working with the broader community, sharing power with neighborhoods, and collaboratively solving problems with other public and nonprofit agencies because they are used to having control and final decision making. Not experienced with sharing power in this way, police culture tends to view power as a “zero-sum” game. When managers hoard potential power and don't invest in productive action, it atrophies and eventually blocks achievements. Power and authority based upon rigid structures of hierarchy often overlooks creativity and ingenuity (Kanter, 1982). Rather than viewing the acquisition of power as the goal, systems that see power as a tool to accomplish their goals have the opportunity to share decision-making responsibility and authority. Police organizations that regularly “give away” power often see the return of their power manifested in community support.

## **Findings**

All those interviewed voiced that Chief Ward was ultimately in control. Individual decision making appears to be encouraged at some levels of the organization but not all. Again, this attitude is greatly impacted by the supervisors. A common sense approach to decision making was the consistent answer of those interviewed. All those interviewed consistently stated the chief did not “play favorites,” but valued an employee’s demonstration and commitment to the department and doing a good job.

According to one command level officer, status in the agency is achieved based upon assignments and involvement in programs. This officer said that those who become more involved in community programs tend to get more notice from command, peers and the community. However, when speaking with a Patrol level officer they stated that status was achieved by “being active,” doing more “self-initiated” runs and developing a particular expertise such as accident reconstruction, etc.

Officers stated that they must seek permission from the sergeants before they are allowed to make decisions outside of the normal situations. Examples explaining this perspective felt that supervisors’ decisions, at times, hampered further investigative actions or the willingness of officers to use creative strategies to solve problems.

## **Strategic Recommendations**

- Use the geographic focus approach to facilitate pushing decision-making down to the lowest level possible. It should also emphasize the value of group decision making when addressing larger problems. Officers should have the latitude to build working groups, suggest adjustments in hours, and organizing community meetings when tied to problem identification and problem solving.
- Create clear pathways and criteria to gain “status” in the agency. When creating pathways to status, it must be clear to all in the organization what tasks and activities will lead one to higher levels of appreciation and recognition. These should be public and they should be clear to all.
- Consider assigning sergeants or selected patrol officers to manage problem-solving projects. The selected individuals should then be placed in a role to guide and direct the problem-solving process for an identified issue to include:
  - Analysis
  - Problem-solving activities
  - Partnership development
  - Coordinating agency assets including personnel in responding to the selected problem

- Continue to foster the atmosphere that decision-making and ownership in problem solving are normal behaviors in the Alexandria Police Department.

### **C. Resistance to Change**

The fear of losing control, status, or influence is the basis for most resistance to change (Bridges, 1991). Managers may perceive a loss of power when the reallocation of decision-making down through the ranks occurs within the organizational structure. Resistance to change can be overt or covert, from outright defiance to subtle passive sabotage. There are clear strategies for managing change and minimizing the effect of resistance.

#### **Findings**

It is not unusual for there to be some resistance to change in any organization, no matter what type of changes are being proposed. There will be some who are eager and willing to try a new approach and there will always be a few who are skeptical of the changes. Alexandria is no exception. There are officers in the department who feel as if the newer officers would be better suited to take on community policing, while the more seasoned officers be allowed to continue to do the job as they always have in the past.

However, in an overwhelming response, everyone stated, “If the Chief wants it done, that is what we will do.” Chief Ward has the respect from the department members and they will do what he wants done, even if they are not immediately or completely on board.

It appears that the first-line supervision level has the most noticeable level of resistance to COP. First line supervisors were identified as making statements that COP will not work and Discouraged this philosophy while encouraging more traditional activities at the same time. While it was not absolutely clear what is driving this resistance from supervision, it seems most likely due to a lack of knowledge of how COP/POP is supposed to work and the role of supervisors actually is. This assumption is based on responses to interviewers’ questions during the assessment. This requires a paradigm shift on everyone’s part; open and frequent communication and clarification will be required.

#### **Strategic Recommendations**

- Immediately address the conflict caused by the first-line supervisors. The first-line supervisors are critical to the agency’s implementation of COP. If they do not subscribe to the philosophy, they will not facilitate its application. One-on-one interviews by the chief and his immediate staff should be considered in order to create a plan of work for each of these supervisors to help them gain the understanding of how COP works and their role in facilitating it throughout the organization. This plan of

work should include measurable goals and objectives that the supervisor is required to meet within specific time periods.

- Charge the supervisors with conducting the same kind of discussions with their own subordinates.
- Educate officers on the department and give them clear guidance on what they personally can do to help move the department forward. Show them how they can become an active part of the community, not just by attending meetings but by giving presentations at local business meetings, community groups etc. Let them be innovative in coming up with ways to accomplish this in their assigned areas and encourage creativity.
- Consider obtaining department-wide training on the *change process*. It might be useful to schedule this in Alexandria so that participants can benefit from the team building and group work associated with this type of training.

#### **D. Openness to Input from Outside**

To be effective, law enforcement operations should be open to input, review, and criticism. In a democratic society, the police represent the government and, in turn, the people. This requires direct involvement and partnership with those “outside” the department. The evidence is clear that law enforcement agencies are greatly limited in their ability to reduce crime without the frequent involvement and active support of their community. There is a community consensus that the narrow focus on crime prevention has shifted to the broader issue of community safety and security as a public good (BJA, 2001).

When community stakeholders are part of the needs identification process and participate in problem solving and evaluation, a sense of loyalty to the community and its crime prevention endeavors can develop within a community. Organizational change occurs when the character of conversation amongst groups relevant to public safety changes. Community needs assessments and project evaluations allow changes in the discussion, as well as the development of expanded expectations from both the community and the police. Shared formal mechanisms for the release of that information—both internally and externally—help managers, officers, and citizens formulate plans, make decisions, and take effective action. By creating methods to solicit input and gain involvement in planning and service delivery, an agency enhances the trust and support of those served.

#### **Findings**

There is currently an “open door” policy where any citizen can walk in and have a meeting with the Chief or his staff. Everyone interviewed reported that in such a case the citizen would be treated with respect and get the information they were requesting. Some comments made during this portion of the interviews were:

- The department is considered basically open, but there is no need to “alarm” the community with the daily incidents that the Alexandria Police Department deals with. If someone has a concern, they can ask.
- The agency is “open” to the outside because “all officers on the department are approachable,” but he feels as though Officers Sticklen and Jackson are the best known because they are involved in more programs with the community.
- “The chief will talk to anyone that has a problem.” It appears as though the community members are more comfortable talking directly to the chief, instead of approaching one of the officers on the department.
- A district court judge stated she had been asked to assist in an audit of the department’s evidence and property room. She reported that during the random audit, she found no items out of place. She advised she had contact with a wide range of police officers and Alexandria had an excellent reputation.
- One person said the only information he obtains is “by word of mouth” from citizens or in the newspaper. A public official said, “They don’t do a good job of getting the information out.”
- Citizens were not aware of Geo-Focus implementation but were all in favor of being able to find out what crimes or quality of life issues were occurring in their neighborhood

There are some telling clues within these statements that may help those reading this report understand some of the premises of COP/POP. When we discuss openness, we include an agency’s willingness to be transparent. The Alexandria Police Department has done an admirable job of creating an atmosphere of trust with its open door policy. Using outside auditors of the property room is an excellent example of “openness.”

The assessment team would also like to point out to members of the agency that Chief Ward, Officer Sticklen, and Officer Jackson enjoy reputations as being approachable and accessible for a reason. Others in the agency can observe how they go about their daily activities of interaction and attempt to model some of that behavior to enhance their own reputations within the community.

Several local government representatives noted that the police department shared information through a newsletter mailed out by the City of Alexandria. However, when asked for a copy of the latest publication, this assessor was given a copy of the *Alexandria City News* dated September 2005. There was a column in this publication entitled “Reminders from the Police Department,” written by Lt. George Schreiner, with information about school zones and the lowering of the speed limit on Constable Drive. (This article noted that the City Council lowered the speed limit on Constable Drive to 20 MPH “at the request of Chief Ward, and the many suggestions from the residents on and around Constable Drive.”)

## Strategic Recommendations

- Create formal methods to obtain and share information with the public. Have a regular section each week in the local paper that addresses concerns of city residents.
- Have residents in each geographic area develop a newsletter, email list, etc. that allows the officer responsible for that area to address community concerns as well as share pertinent information, data and facts.
- Minimize barriers to the community in obtaining information when there is no legal or investigative reason to do so.
- Organize periodic public meetings by geographic area to gather and disseminate information. This will require training your officers in how to plan and facilitate such meetings.
- We would recommend that in addition to their current efforts the agency search for additional avenues of allowing citizens access to relevant and accurate information without requiring them to come to the agency to speak with the chief or one of his staff.
- Create a Business Watch to help share information with the business community. All business owners, operators, and employees interviewed had no idea how they could share information with the police or with each other. The police department could establish email and cell phone trees with these businesses to disseminate information on in-progress crime issues and crime prevention strategies.
- More information should be shared with the community by the department about their programs and involvement in the community. Currently, the local paper publishes lists crime and arrests, but this could be expanded to include important issues facing the community or awareness training for crime prevention. This information could also be shared at meetings conducted at the police department; at city council meetings; through use of portable signage; or by publishing weekly crime prevention tips in the local newspaper or on local cable television.
- Conduct or attend community meetings to identify and address issues of concern to the citizens. Use existing groups, including faith-based groups, to enhance communication with neighborhoods and various constituencies.
- Utilize the website, the department's e-mail system and the **Alexandria Recorder** to disseminate and collect information from the public. Utilize e-mail to keep concerned citizens informed. Create an email tree to distribute (and receive) significant information to citizens and businesses.
- Create a *Chief's Advisory Board* comprised of respected and concerned citizens from all areas of the community. It should be a diversified group representing a cross section of

the city's population (age, race, income level, etc). Members can provide feedback, help identify communication barriers between the police and the community, and serve as a resource team to assist the department in dealing with community issues. These individuals should receive training in police procedures and participate in joint activities with law enforcement officers. These individuals should meet exclusively with the chief and his staff.

- Publicize the existing website. In one community, the web address was placed on the side of police vehicles, on billboards and in the newspaper.
- Erect a sign in front of the community building saying "Alexandria Police Department" so that first-time visitors and those who are new to the community can find the department.
- Establish a formal outreach plan to solicit community input. This could include surveys, neighborhood meeting, focus groups etc.

## **V. COMMUNITY ENVIRONMENT**

The community environment describes the outside influences that affect the organization's ability to accomplish its goals. Organizations without a well-developed value system are at the virtual mercy of a changing environment. The community environment can have an impact upon an organization by altering goals based on partial information. Employees in these organizations tend to value stability within the workplace, and to distrust new "initiatives" or "directives out of the blue," believing that within a relatively short time priorities will change again without much warning.

Effective organizations learn to connect to their environments in appropriate and useful ways. There is recognition that local municipal leaders play a crucial role in protecting communities by organizing and motivating coalitions of local partners. Citizen groups, local interests, and politicians can be involved in building workable partnerships, engaging in problem solving, and promoting crime prevention. Collaborative interactions within jurisdictions and among the police, elected officials, and the media reflect the extent of community-based problem solving and the success of community policing efforts. The "community" in community policing is made up of the stakeholders that must work together to ensure the success of any community policing effort.

### **A. Community Issues**

The essence of the community policing philosophy is the establishment of a close partnership between the police and their citizens for working together to identify problems and devising solutions to those problems. Community involvement must be authentic and ongoing to enhance trust and to ensure continued participation. In addition to responding to crime, law enforcement agencies can have a positive impact upon communities in a variety of ways. Troublesome

issues, such as domestic violence, can tear a community apart. In the community governance model, the police officer may act as a neighborhood ombudsman, coordinating a number of resources and building natural partnerships while addressing broad issues of concern. Understanding that safe, secure and vibrant communities experience lower crime rates is a significant insight that can direct the collaborative efforts of public safety administrators and community stakeholders. A clear and practiced policy prohibiting discrimination of race, ethnicity, national origin, religion, gender, disability or sexual orientation ensures that all citizens have access to help from law enforcement.

## **Findings**

Community issues identified by members of the community most often were traffic, growth; and “the economy.” Overall, it appears the issue of growth is foremost in the minds of persons interviewed when assessors listened to comments about the future of Alexandria. The chief, mayor and council are very aware of how the expected growth will impact services and budget and they are planning accordingly.

According to the mayor, there are currently 3,000 housing units in Alexandria. Approval has already been given for the development of 2,000 additional units on the west side of the city. Building won’t begin until the real estate market recovers and the total build-out time is expected to be seven to ten years. Nevertheless, citizens recognize that the city, the department and all government/social service agencies must begin to prepare for the future. A citizen stated that the city government can’t allow the increased traffic, real estate development and population increase to “ruin the pleasant, small-town atmosphere of Alexandria.”

The police department currently enjoys a high level of public trust and support. All interviewed saw the department and its employees as ethical and involved in making Alexandria safe. Everyone interviewed attributed much of this trust to the efforts of Chief Ward. They also saw each officer in a positive light. Interviewers found no one who viewed the department or its employees with any less regard.

As stated earlier, the agency is perceived as highly ethical and enjoys a reputation of great integrity. One business owner interviewed stated that that he was privy to many citizens’ opinions of the police. He advised that at least “90% of the community rates the police department a nine on a 1 to 10 scale in favor of trust.”

The assessment team found no overt or underlying issues concerning race or ethnicity. The population of Alexandria is not racially or ethnically diverse for the most part. However, there are small areas where minority populations live.

Members of the assessment team conducted a focus group comprised of high school students ranging from 15 to 17 years of age. Most saw the Alexandria Police as fair and consistent. The students also displayed a sense that, when they had what they perceived as a “bad experience,” with a law enforcement officer, it was the result of the interaction with that particular officer and not the agency’s culture or attitude toward youth in general. A few of the youth knew police officers in their neighborhoods, but most did not. However, they all knew Alexandria Police Department’s School Resource Officer (SRO) “Stumpy” (Off. Jim Sticklen). The students found him

to be trustworthy and fair in his handlings of issues concerning them. These feelings and perceptions resulted from relationships established with this officer, which were characterized by trust.

### **Strategic Recommendations**

- Begin now to educate and train city personnel on the principles and concepts of Crime Prevention through Environmental Design. The Alexandria Police Department is in a perfect situation to take advantage of this opportunity in preparing for future growth. For available training on this topic see: <https://louisville.edu/ncpi/upcoming-seminars>
- Replicate the success of Officer Sticklen in the SRO Program with other aspects of the community as well as within each officer's geographic area of responsibility. The value of building relationships to increase trust ultimately leads to solving and preventing crime. Alexandria has witnessed this in action in their SRO program. The same principles apply to any other geographic area of responsibility. Officer Sticklen's geographic area happens to be a school.
- Become proactive in the minority and ethnically diverse populations now before they grow and become more distant from their police department. Even though the agency has no apparent issues with minority populations, these populations will probably increase grow as the City grows. Ensuring that avenues of communication are established now will have great payoff in the future of the City and police department.
- Consult the Problem Oriented Policing web site located at [www.popcenter.org/](http://www.popcenter.org/). There has been extensive law enforcement research on Crime Prevention through Environmental Design (CPTED) and detailed information can be found on this site.

### **B. City/County Elected Officials**

The three core “partners” in community policing are the police, community, and local government. Often viewed as a “police program” by local government, community policing involves public safety, a primary function of local government. When city or county governments come to view community safety as a basic human right and as an important aspect of the quality of life in their communities, community initiatives tend to target crime, victimization, and quality of life problems. Community policing can be more accurately described as community governance when it works within this broader quality of life context.

### **Findings**

All of the elected and appointed city officials interviewed were very supportive of Chief Ward and the Alexandria Police Department and expressed their willingness to assist the agency in any way possible. One appointed official stated that within the last 15 years, the support have been “great.” He attributed this high level of support to better qualified city officials and police. A

department head described the level of support from government officials as “very supportive...everyone is.” One community volunteer added that the Mayor, Fire Chief and Police Chief were “on the same page” and the police department enjoyed a high level of support. A county appointed official stated the level of support was “very high.”

Several city/county officials gave examples where multiple agencies worked together to deal with community problems. One example involved Chief Ward taking a leadership role approximately 5 – 6 years ago to bring the community together after several incidents where young adults were dying from heroin overdoses. Chief Ward “spearheaded” an effort to bring the community together at the Alexandria Fire Department. City and county police, representatives from social service agencies, schools and other agencies were convened to educate the community on the drug, warning signs, and resources. The city saw a decrease in heroin overdoses afterwards and Chief Ward was lauded for his leadership role in this effort.

City and county officials also noted that the city and county police back each other on calls for service. There is a cooperative spirit between the two agencies with each assisting the other agency as needed.

Several city officials said that Chief Ward sits on city committees or has input on the work or projects of city council committees (i.e., Chief Ward assisted in updating the Personnel Manual for the City of Alexandria).

One Council member interviewed seemed to have a high level of awareness of what community policing was and felt that the Council was very supportive of this philosophy. When asked about budgetary support, this member interviewed felt that the Council would strongly consider any budgetary request, linked to COP, brought to them by Chief Ward. The same individual added that Chief Ward has such respect from the Council members that they would assume such a request would be worthwhile.

Based on interviews, other elected and appointed city officials appear to have a limited understanding of community policing concepts; however, they are willing to support the Chief and the department in any endeavors to move in that direction.

### **Strategic Recommendations**

- Continue to leverage the Chief’s reputation of honesty and integrity. This is not to suggest that the agency “take advantage unjustly” of the Chief’s popularity; it suggests that the agency and the Chief continue to perform in such a way to maintain that level of trust and cooperation. Trust is fragile and hard to gain back once it has been compromised. It is important to be vigilant in your efforts to “stay on top.” This is an issue that many other departments struggle to obtain and maintain.
- Consider applying evaluative or quality control processes to obtain citizen input on satisfaction of services. This can be accomplished by surveys distributed after contacts made by employees as well as mail or web based survey methods.

- Consider involving the department more with the business community by having officers attend association meetings and offering programs to members of the business community that will interest and benefit them. If possible, the department or individual officers could join the business association and be an active member and not be considered a guest.
- Consider making short presentations at council meetings on various topics related to COP/POP. One excellent topic for this particular group would be Crime Prevention through Environmental Design (CPTED). Have **officers and/or sergeants** prepare and make these presentations. This preparation and presentation by officers is just another opportunity to make them more proficient in their knowledge base and will enhance their personal reputations among those present.
- Make presentations to council members on crime analysis findings, using maps and charts. This can be much more informative and meaningful than just citing or handing out current monthly statistics. Again, delegate this to line level personnel for the same reasons as listed above.
- Establish effective and clear lines of communications with elected and other government officials. These individuals can provide the chief and his staff with valuable information on how the community is responding to departmental initiatives. This will allow the department to alter or revise programs or initiatives when appropriate. Open lines of communications will also give local officials opportunities to provide information to avoid misunderstandings. These individuals are in unique positions to receive citizen concerns and comments about the police department.
- Consider having the chief and elected officials endorse a community policing strategic plan in a public setting

### **C. Business Community**

The business community in many local arenas is another important stakeholder or partner in community policing efforts. Businesses often face issues or problems that differ from those of residential neighborhoods, and they provide an opportunity for the formation of partnerships. Law enforcement agencies working with large and small businesses, civic clubs, Chambers of Commerce, and other business organizations in their community not only build support for their activities, but also act to enhance a sense of social responsibility within the commercial sector of the community.

### **Findings**

All respondents indicated that there appeared to be a good relationship between the department and the business community - although there is “no current formal relationship.” The incoming president of the organization is City Councilman Scott Fleckinger. This provides an excellent opportunity for the city and the police department to create a formal relationship with the business community.

Assessors conducted interviews with numerous businesses and none knew how they could access or offer information to the police department other than by calling by phone or happening to run into an officer. They all were interested in having some structure in place that facilitated the sharing of information. This being said, none of those interviewed had any complaints about how the police department conducts its business. Business persons interviewed all felt that should they need the police, they would respond quickly and handle the problem fairly and judiciously.

The business community supports the department through donations of food and money for different programs like the teen driving program. When business owners and managers were asked to name members of the department the only three they could name were Chief Ward, investigator Howard Trapnell, and Officer Sticklen.

Some specific comments made by business owners and managers include the following:

- The police are “somewhat friendly to the community” and there are *some* officers who are “standoffish.” This individual advised that he did not know many of the officers, but he does expect them to be “friendly and not abuse their authority.” He remarked, “We are blessed to have a police department who wants community involvement. The Chief is comfortable with what he is doing and wants to know what else he can do.”
- “I would like to see a Business Watch Program in Alexandria and think that would create a good partnership between the police department and the business community.”
- “Would like to see more officers get out of their vehicles and visit businesses.”

### **Strategic Recommendations**

- Discuss and consider making the business community one of the Geo-Focus assignments.
- Consider establishing a Business Watch Program. This can be used to coordinate crime prevention efforts by the department, as well as identifying crime trends and concerns of the business community. There are some business communities that have phone, email trees to send information to each business when shoplifters are working an area, or when they receive counterfeit monies or other crimes. This activity facilitates the identification and arrest of those involved because there are more eyes upon the issue due to the awareness.
- Consider making short presentations at the business associations meetings on various topics related to COP/POP. Crime Prevention and CPTED would be two excellent topics for these particular groups. See [www.popcenter.org/](http://www.popcenter.org/) for a thorough review of crime prevention techniques. Have **officers and/or sergeants** prepare and make these presentations. This preparation and presentation by officers is just another opportunity to make them more proficient in their knowledge base and will enhance their personal reputations among those present.

- Make presentations about crime analysis findings to business organizations. Presentations should include more than just statistical data and include maps, charts or illustrations to make them more interesting and visual. These tasks should be delegated to line level personnel for reasons previously mentioned and should be considered part of the department’s strategy for external communication.”

#### **D. Media**

Law enforcement agencies are sometimes inclined to view the media as an adversary, when in reality both groups have their own important role to play in society and can be effective allies in many circumstances. For community policing agencies, the media can disseminate important information effectively regarding department activities; meetings; problem-solving activities; crime and problem trends; the type of assistance needed from citizens; and even information on the complexities of modern policing.

#### **Findings**

The media in Alexandria consists of the weekly *Alexandria Recorder* which is part of the Community Recorder family of newspapers owned by the Gannett Company’s Cincinnati Enquirer. The northern Kentucky edition of this daily newspaper is known as the *Kentucky Enquirer*. There are no local radio stations. All of those interviewed stated that the relationship between the media and the department appeared to be good. Everyone agreed that it was a cooperative and non-adversarial relationship. A public safety official said that the Cincinnati television stations covered items of local interest “on slow news days.” No one cited examples of “negative press.” It appears that the local newspapers, the *Alexandria Recorder* and the *Campbell County Recorder* have been very willing to publish articles on the police department and include articles written by members of the agency or publish information about crime, training programs offered to the community, or other information that the APD desires to share with the community.

A local reporter agreed that the department had a very positive and cooperative relationship with the media. The reporter was confident his editors would be amenable to working with the department on community issues. From all indications, the media views the department as being open and readily available to provide information to them in a timely manner. They feel as though they can contact either the Chief or the Public Information Officer (Lt. Schreiner) and either will provide assistance to them. They view the relationship as “good” and “cooperative.”

Several of those interviewed, including a county official and a business owner, said that they have seen information about the police department on a regular basis in the newspaper. Once a month, Investigator Howard Trapnell contributes an article on safety issues, self protection, the VIPS Program, or the Rape Aggression Defense (RAD) training.

#### **Strategic Recommendations**

- Expand the use of the *Alexandria Recorder* (and possibly the *Kentucky Enquirer*) to educate the public about the philosophy of community policing. The *Recorder’s* editors have apparently offered the chief an opportunity to write a periodic column (perhaps this

could be expanded to a regular monthly or weekly column). The chief or another agency spokesperson could provide weekly examples of problem-solving initiatives that have been completed (or those that are underway). Initiatives could be explained to the public prior to implementation in order to achieve greater public acceptance and understanding. During the holiday season, the news outlet could be used to inform citizens to avoid leaving valuables in cars. Criminal activity could be discussed and citizens could be encouraged to call when they observe suspicious activity. Information about other department programs could be disseminated. Officer profiles and their photos could be published.

- Invite Mr. Mayhew, the primary local reporter, and his editors to attend department training sessions on community policing and problem solving.

### **E. Cooperative Agreements and Community Partnerships**

Partnerships allow people to come together for joint problem solving, resource exchange, cooperation, coordination, coalition building, and/or networking. Partnerships are built on the assumption that by working together the cooperating jurisdictions will increase their effectiveness, resource availability, and decision-making capabilities—thereby effectively addressing common pressing problems or needs. There are several different meanings of partnership. The chosen definition will often determine the type and extent of the partnership achieved.

- *Cooperation.* Defined as the sharing of information among partners, *cooperation* seeks to meet the agency’s own interests through access to the information and experience of another organization. There is little or no commitment to collective action or to the enhancement of the relationship after mutual exchange of information is accomplished. Many agencies see educational programs such as “How to Prevent Home Burglaries,” or “Establishing a Block Watch” as prime examples of a partnership. The police share their expertise, and community members share information about their concerns and about countermeasures under consideration. Another example of cooperation is sending an information officer to a community meeting to report the latest crime statistics for the neighborhood. In other instances police jurisdictions view their partnership obligation as sharing crime data with other law enforcement agencies. The problem of school truancy frequently provides an opportunity for police agencies to develop cooperative partnerships. The police value information that helps to manage daytime burglaries. School authorities value information about juvenile misconduct to assist counselors in developing programs for troubled youth. Social service agencies need family histories and corresponding juvenile misconduct data to help them respond with appropriate recommendations to the court. Each agency seeks information to meet their own agency’s goals. Each agency identifies their own valued outcome, based on their role and perceived responsibility. The partnership may address agency needs, but not tackle the underlying issues surrounding truancy.
- *Coordination.* The second type of partnership—*coordination*—requires a considerably more sophisticated form of partnership, necessitating the parties or organizations to “act

together.” In order to act together, there must be agreement on the goals or “end products” and consensus on the implementation steps to reach these goals. Often such implementation steps identify which agency is responsible for each segment of the agreed upon plan. Coordination, because it requires coordinated collective action, implies a higher degree of formality and need for written agreements between the agencies involved. Multi-agency drug and gang task forces are good examples of coordinated partnerships. The task force takes action in undercover projects, joint training, and/or media campaigns. Each agency agrees to work toward a common goal, act according to an agreed upon plan, and collectively assess the outcomes. In most cases the partnership is restricted to only one part of the agency, or the action is limited to a specific problem or time period. Rarely is the entire criminal justice system actively involved in the partnership. Although coordination with non-police agencies is less frequent than with other law enforcement organizations, there are many examples of police and non-police agency coordinated partnerships. A community policing effort that focuses on landlord code violation enforcement requires local planning or code enforcement departmental support, for example. Similarly, sex offender notification and tracking requires coordination among corrections departments, police departments, school districts, and neighborhood groups. Coordinating an anti-drug marketing sweep with local business owners and other law enforcement agencies may result in dealer arrests and drug traffic reduction. Many view this type of coordination as a useful mechanism to enlist the community in implementing the police agency’s agenda. If the goal is to increase the awareness of public order issues in the neighborhood, it is possible to assign responsibilities and hold each partner accountable for their own segment of the collective project. Coordination requires systematic action from all parties. It does not necessitate joint ownership of resources and shared accountability for outcomes.

- *Collaboration.* The highest degree of partnership, *collaboration*, demands common goals, shared resources, joint programming, and a commitment to sustained sharing of program outcomes and accountability. Collaborative endeavors can be characterized as team efforts where two or more separate organizations commit to share power jointly to accomplish tasks, solve problems, or address public issues. The degree of formality and extent of involvement of the organizational hierarchy are both great, which in turn increases the commitment required for attaining this level of partnership. Because collaboration requires shared decision-making power, few law enforcement agencies are adept at this type of partnership. Community policing partnerships that feature collaboration require that “not only will power be pushed down through the police organization, but also out of the organization and into the neighborhoods” (Geller, 1995). Several examples exist of excellent collaborative efforts. In one community, the police along with community members identified criminal activity committed after dark by youthful offenders as a major problem. The solution originally proposed by the agency was a curfew, but the larger community did not embrace this idea. The role of a traditional police agency could have been to persuade the community to support its recommended solution that, if undertaken, would be implemented by the police. Instead, through joint problem-solving, goal setting, and collaborative efforts, a school-based “neutral zone” now provides late night activities for teens. With the collaboration of the school district, neighbors, businesses, volunteers, police and parents a special place open to all kids on the weekends from 8 p.m. to 2 a.m. was created as the Neutral Zone. The

facility invites all kids without reservation into the recreation center (even though they may belong to a gang or may have been drinking or doing drugs). If the agreed-upon assumption is that this place is in fact neutral, then the area must be safe in all respects for the kids. Drugs, alcohol, violence, and guns are not allowed within the facility; however, the remaining rules are decided upon by center volunteers and the kids themselves. Each Neutral Zone partner shares responsibility in the implementation of the plans, rules, programs and services. The partners share in the success or failure of the Neutral Zone experience.

## **Findings**

Frequently mentioned was the department's relationship with the school system. The school resource officer program is extremely popular and Officer Sticklen is highly regarded. It was also noted that the department has a relationship with the Boy Scouts, as evidenced by the Explorer program. Some cited the VIPS program as an example of the department partnering with citizens. Another citizen said that the department (and other concerned agencies) had a partnership with the health department to deal with the problems associated with alcohol and drug abuse. One person stated that the chief has a strong personal relationship with the staff of Bishop Brossart High School.

There is an agreement (informal) between the Alexandria Police Department and the Campbell County Police Department to assist with police response to calls for service when needed or requested. A county law enforcement executive advised that the Office of Emergency Management (OEM) is very involved in disaster preparedness planning with the county and city police departments and both agencies have mutual aid agreements in place to provide services and resources in emergency or disaster situations.

The Alexandria Police Department participates in a county-wide special response team that is made up of several police agencies in the area. It was also reported that detectives from the Northern Kentucky police departments meet monthly to share information and compare crime trends.

Chief Ward has been instrumental in working to development an electronic information-sharing system with regional agencies that allow street level officers to access and use data that has been previously unavailable in a timely manner. In addition, Chief Ward has worked with the district fire department in order to resolve issues and to enhance communications between the departments. They have worked together to get a mutual radio channel so members of each department can communicate with each other.

## **Strategic Recommendations**

- The school resource officer does a superb job but consider working with the schools to establish a program that matches officers up with at-risk youngsters for weekly mentoring sessions or an Adopt a School program so that eventually *every* Alexandria officer is known to the students in the city.

- All officers on the department should occasionally attend basketball and football games or other school activities so that the schools and the public will see that all officers on the department, not just the SRO, want to be a part of their school community.
- There are programs for the young people in Alexandria (Explorers, SRO, dances, teen driving) but there do not appear to be any programs for senior citizens. The department could initiate a program (possibly with another local agency) to help keep senior citizens involved in the community, check on homebound seniors similar to the way business checks are currently done and ensure that they do not become victims of crime. Distribute information of particular interest to this age group. Explore the feasibility of creating a “Because We Care” program, similar to the one started by the Taylor Mill Police Department. Its purpose is to maintain contact with the elderly, homebound or physically impaired citizens in the community.  
[http://cityoftaylormill.org/index.asp?page=Dept\\_Police\\_BecCare](http://cityoftaylormill.org/index.asp?page=Dept_Police_BecCare)
- Develop or enhance working partnerships with the business community, civic organizations, youth groups, non-profit organizations, religious groups, organizations for the elderly, the minority community (as community demographics evolve).
- Develop real partnerships that will assist the police department (and the partners) in achieving identified goals and objectives. The relationships must go well beyond the “just getting to know one another” phase. These partnerships should assist in defining and achieving the goals of the department’s strategic plan.
- The department is encouraged to continue a proactive leadership role in building collaborative partnerships to address many of the issues identified by the community. Effective coalitions can work together to take advantage of grant opportunities – especially in building youth educational activities and prevention programs for the community and schools.

#### **F. Other Law Enforcement Agencies**

Cooperation and collaboration amongst law enforcement agencies are crucial, regardless of the adopted policing styles. Community policing partnerships with other agencies can result in resource and information sharing, reduction in duplication of services, and effective joint problem solving.

#### **Findings**

Public safety officials interviewed believed that an excellent relationship existed between the police department, other law enforcement agencies, and emergency management organizations. One individual observed, “There’s great law enforcement cooperation.” Officials cited several interagency agreements and noted that the chief and the department are highly respected.

The members of the Alexandria Police Department are viewed as regional leaders particularly in the area of technology. Assessors were advised that there are fifteen area cities which are part

of an inter-local public safety/emergency operations agreement and Alexandria is actively involved. The Alexandria Police Department works closely with other law enforcement agencies as a member of the Northern Kentucky Police Association. A law enforcement executive from a neighboring agency stated that Chief Ward has a “great relationship with Northern Kentucky police departments,” that he is very involved with the Northern Kentucky Chiefs Association, and has taken a leadership position – especially in applying new technologies for the benefit of law enforcement. The chief also attends meetings with the Campbell County Police Department and assists with calls for service response when needed.

There are inter-local agreements with law enforcement agencies in the county. The Alexandria Police Department has reached out to other small and rural agencies in the region partnering in the development of the Northern Kentucky Data Interoperability Program. This program was created through a partnership with the Alexandria and Ft. Thomas Police Departments to provide real time intelligence to officers on the street. This program was recently nominated, along with another neighboring law enforcement agency for the IACP “iXP Excellence in Technology Award” for their example of effective partnerships that advance policing effectiveness through technology.

### **Strategic Recommendations**

Area agencies, including Alexandria Police Department, appear to operate at a very high level as it relates to interagency cooperation, coordination, and collaboration. We recommend that the department continues its current efforts in the Northern Kentucky Police Interoperability Program and involvement in emergency/disaster preparedness. Specific recommendations include the following:

- Consider using the Northern Kentucky Police Interoperability Program to conduct regional crime analysis and use that analysis to drive a strategic regional response. This might become one of your department’s long range strategic goals.
- Showcase the possibilities of regional crime analysis at the Northern Kentucky Chiefs Association meetings to encourage all regional agencies to become involved.
- Consider inviting area law enforcement agencies to participate in community policing or problem solving training with the Alexandria Police Department. The agency can lead the area in these efforts and become a focal point for enhancing COP understanding and implementation in the region.

### **G. Community Policing Strategies and Agency Improvements**

Strategies that assess needs, organize volunteers, and involve citizens in problem solving guide the implementation of community policing. These activities build continuity within the policing efforts and encourage goal and work-plan development based on community needs.

## **Findings**

The agency is currently engaged in the following programs that exemplify the philosophy of COP:

- VIPS
- Police Explorers (Teens)
- KDI
- House Checks
- Business Checks
- Teen Driving Program

As previously mentioned, these activities and organizations are seen as programs by most in the agency; they have not yet associated these with a philosophy of policing that can and do lead to safer communities by reducing and solving crime. The assessment team believes that the Geo-Focus initiative will be instrumental in creating a structure that will cause officers to become more involved in their assigned communities and make the switch from being an outside observer (watchman) to an active participant in neighborhood life.

Very few of those interviewed knew who patrolled their particular neighborhood. With the exception of the Chief and a couple of officers, there is currently a sense of anonymity among most officers and lack of any sense of ownership of neighborhood issues or crime problems. Assessors are hopeful that the Geo-Focus initiative will have a strong impact on this issue.

One of the reasons we are hopeful is that no one we interviewed was opposed to working with the police department to identify and resolve community problems. It appears there is a significant amount of trust and that has given the public the sense that their agency would work with them and do the “right thing.” In fact, the principal of the local technical school specifically stated he would be willing and is interested in working with the police department to address needs of the youth concerning education, crime and safety.

The police department will need to take the leading role in such activity and in so doing they will need to be the ones with the most education and training. However, the police department should consider its principle vehicle to educate the public as to the advantages of “problem-solving” and the roles all have within that format.

We did not get any sense that the department as a whole has any reservation to such community involvement. However, there are pockets of resistance of which have been previously identified. These individuals will require a structure that will ensure engagement and allow evaluation of that engagement.

The Alexandria Police Department has reached out to other small and rural agencies in the region partnering in the development of a program called “Northern Kentucky Data Interoperability.” This program was created through a partnership with the Alexandria and Ft. Thomas Police Departments to provide real-time intelligence to officers on the street. The program debuted in January 2009 and currently, the Alexandria, Cold Springs and Fort Thomas

Departments are the primary users. It is anticipated that more agencies will join the program in the future. In fact, Bellevue Police Department plans to begin using the database in 2009.

Officers are able to search NIBRS data that are submitted by contributing police agencies. The core NIBRS reports and the synopsis narrative of the report are searchable. In addition to this data, officers can also enter and search information related to traffic warnings, citations, vehicle impoundments, roll call information and data files shared by participating agencies. The goal of the program is to develop a “pool” of information and intelligence that officers gather during routine duties, which can then be queried by patrol officers in the field to increase their knowledge and effectiveness. The ability to manage programs such as agency accreditation and Alexandria’s Neighborhood Focus Program is also available. Fort Thomas and Alexandria Police Departments both utilize the Neighborhood Focus problem solving program.

Officers are able to solve neighborhood problems by entering activities into the database which can then be accessed by other officers to assist them in solving similar problems in other cities and counties. The overall benefit to the interoperability program is a large collection of data in one place, which can be accessed – in real time - by officers in the field or in the office. The benefit is improved service to the community since the officer now has a broad array of current information which, in the past, has been lost in paperwork, clip boards or roll call bulletins. Prior to this program, there was no significant way to cross-share data. As a result of this innovative collaborative effort, Northern Kentucky officers can be much more effective in the field or anywhere else that they have internet access in searching databases for information that will allow them to identify crime trends, suspects or other data.

### **Strategic Recommendations**

- Educate agency employees how each of the COP programs, currently in place, further their ability to solve and prevent crime as well as address the fear of crime in their respective geographic areas of responsibility.
- Attempt to tie specific crimes solved or prevented to activity of each of the current COP programs. This will help community and agency members see the “crime fighting” value of each of these programs and the overall philosophy of COP. We suspect that the SRO program can claim several instances where something was prevented or a crime solved by information a student gave to the SRO. It is important that other officers understand that exchange of information was the result of trust-building activities on the part of the SRO. If officers employ trust building activities in their daily work, they can expect the same results.
- Continue to build on the current trust and support enjoyed by the Chief and agency with the citizens and political body. This is critical when developing your strategic and operational plans. Keep the community involved and informed and this should increase your opportunities to gain the ground you find to be necessary in order to provide the best services possible.

- Develop the full potential of the recently-implemented geographic focus. Create individual activities and goals/objectives for officers assigned to these areas. This structure has great promise to move the agency much deeper into fully implementing the philosophy of community policing. Research current efforts and literature on this topic.
- Develop a long-range strategic plan for moving the agency in the direction of a fully functioning community oriented agency. Based on Dr. Gary Cordner’s publication, “Principles and Elements of Community Policing,” which has been included in this report (as well as other publications cited), the Alexandria Police Department should develop goals and objectives to implement all of the principles and elements of community policing.
- As recommended previously, establish a Chief’s Advisory Board comprised of representative members of the community – business owners, the elderly, minorities, social service employees, school representatives, young people and members of faith-based organizations are some examples. The board should be structured and goal-oriented with an agenda and specific topics of discussion established for each meeting.
- Consider initiating a Citizens Police Academy (CPA) and Citizens Police Academy Alumni (CPAA) group (for graduates of CPAs) to sustain interest. CPA “alumni” can be used as volunteers and “goodwill ambassadors” for the police department. These graduates could be used for internal and external “audits;” support police activities; be trained to help with Neighborhood Watch organization; organize National Night Out or other crime prevention activities; or perform other functions as assigned to help the police in their partnership activities within the community.
- Take a leadership role in establishing a program similar to Louisville’s “Community Conversations,” where representatives of all city agencies go out into the community and hold meetings where they can personalize themselves to the community, listen to concerns, and establish mechanisms for two way communications with the citizens they serve. (One assessor was advised that there is a plan to establish a similar program in March.)
- Consider additional ways to foster youth-police relationships. Some recommendation would be to 1) conduct Youth Citizens Police Academies; 2) form Youth Watches in the middle and high schools; 3) set up a suggestion or ideas’ box (i.e., ASK THE SRO box) at the school for students to give information to police anonymously (i.e., drug tips; domestic violence or child endangerment issues; gang issues, etc.); 4) schedule a School Open House coordinated by the agency; 5) have patrol officers Adopt a School and drop in from time to time to eat lunch with the students or speak to classes; 6) initiate an Internet Safety Program in the middle and/or high schools; 7) set up a “Communication Night,” or stand in the lobby at certain times to be accessible to students; or 8) establish a Youth Advisory Board similar to the Citizens Advisory Board.
- Establish a Citizen Advisory Board to strengthen bridges to the community and to develop contacts and support. The advisory board should be comprised of a cross-section

of the community involving groups like the elderly, minorities, business owners, school representatives, etc. The advisory board could assist the chief in keeping touch with the diverse populations of the city and also offer him different perspectives on issues that the department may face. It is important that this board be goal-oriented with an agenda and have specific discussion topics set for each meeting. Require patrol level personnel to be represented in meetings of the advisory board.

- Police should consider profiling Alexandria police officers and commanding officers in the *Alexandria Recorder* as a way of “personalizing” them to the community. Some recommendations include:
  - Profiling individual officers/commanding officers each month
  - Marketing or showcasing programs of the Alexandria Police Department
  - Publishing crime reports crime trends
  - Educating community members
- **All line level personnel** should have a basic understanding of C.P.T.E.D. (Crime Prevention through Environmental Design). This can be of great assistance to both the department and location(s) which generate repeated calls for service. At times, minor adjustments in lighting, access points etc., can correct and resolve issues which are requiring repeat officer runs to calls for the same type of problem.

## ADDITIONAL COMMENTS, QUOTES & SUGGESTIONS

Some additional comments and quotes made by those interviewed that are relevant to this assessment include the following:

- “The (Alexandria) police and officials are doing a good job.”
- “I like the attitude I see in the police department. It comes from the top down. They present a professional image. I have never heard anything negative.”
- “We are blessed to have a police department who wants community involvement.”
- “I like the idea of a Citizens Police Academy and would attend myself!”
- One citizen wanted to see physical fitness standards created for the police officers in Alexandria. He said too many are “overweight and out of shape.”
- One official was concerned that two vacant commercial properties (Wyler car dealership and Thriftway Market) are not illuminated at night. He believes this is an invitation to vandals and might be a magnet for other criminal activity.
- Another individual cited the need for a community amphitheater for city entertainment events. He also wanted to see more city-sponsored activities for community members.
- A public safety official believes that the intersection of US-27 and Route 536 is very dangerous. He said there have been many serious injury accidents at this location. He would like to see “Prepare to Stop When Flashing” yellow lights installed to advise motorists on US-27 that they are approaching an intersection. He acknowledged that this is probably the responsibility of the Commonwealth of Kentucky (and he’s aware that it’s just outside the Alexandria city limits) however, he believes that it is a safety improvement worth pursuing.
- Police should partner more effectively with the local media in submitting articles on a regular basis for publication in the local newspapers for the city and county (*Alexandria Recorder* and *Campbell County Recorder*) or through other media outlets.
- “I would like to see more officers get out and visit businesses.”
- “I would like to have officers deliver Emergency Business Listings to businesses and update them periodically.”
- “I would like to see the police do more events with people in the community such as a basketball game or competition – more events like that.”

- “I get a newsletter from the county. Does the city put out a newsletter? If so, it should be informative. I am interested in crime, location, and type of crime and would like the community to see that there are detectives on the force and that they do run down drugs.”
- There exists some confusion as to whether there are Neighborhood Watches, or Block Watches, in Alexandria neighborhoods. Some persons interviewed were aware of posted signs in residential areas leading them to believe that they did exist, however no one knew whether there was a block captain or contact person in their own neighborhood nor had anyone attended any meetings or activities involving their street or area. One civilian police department employee stated that there were Neighborhood Watches and that Officer “Stumpy” helps to set them up and gives them information to get them started. There was, however, no evidence of any formalized Neighborhood or Block Watch structure that the assessor could find.
- Educators in the county and Catholic high schools were very interested in developing more formal partnerships with the police and are interested in mechanisms to provide them with information on trends, crime issues, and problems. The county high school principal indicated she would be willing to sign up to receive information via email or flyers.
- Business owners would welcome police department input and involvement in creating Business Watches and attending the Alexandria Business Association.
- The local Catholic high school has an “all-call system” which could be made available for the police department to utilize for communicating police-related or public safety information.

## CONCLUSION

It is imperative that all who review this report keep the purpose in mind and the findings and recommendations of assessors in perspective. The research was limited in scope and pertains only to what the assessors perceived that the current level of participation and understanding of community policing is as well as the perceived readiness level of the police department and the community to engage more fully in the philosophy. Any and all findings were based upon this foundation.

Assessors found the majority of the agency employees to be open to and receptive of the Chief's efforts to move deeper into the implementation of community policing and problem solving. However, there were some exceptions. We found a small number of officers and supervisors that were not committed to be "fully" engaged in the philosophy. This is a low number and it is our belief that this will, in time with the leadership of the chief, be corrected through attrition and better education as to what community policing means to those officers and employees.

As to the extent of implementation, we found the Alexandria Police Department to have several *programs* in place that are indicative of community policing practices. Programmatically, the Alexandria Police Department would be considered a success. The next step for the Alexandria Police Department is to move from the program phase to an agency philosophy of community policing. The Chief will need to continue to be the driving force behind this movement at least for the time being. Geographic focus is one of the bedrock principles of community policing and is key to the development of a deep sense of "ownership" and true accountability necessary for an agency wishing to become fully engaged in the philosophy of community policing. With the implementation of Geo-Focus, the Chief has positioned the agency to move to the next level. It is through Geo-Focus and the structure it will provide that can be the catalyst to cause behavioral changes, that future progress can be made.

Agency leadership must insist on officers doing things differently within their assigned geographic areas. With few exceptions, when not on a call for service, the norm for an Alexandria patrol officer is to ride around on patrol. This is extremely traditional in nature and is one of the mindsets that needs to be changed. Officers need to understand that their roles change in this model. Officers are not expected to eliminate random routine patrol, but they are expected to take a sizable amount of time previously spent on patrol and use that time in different ways. Under this model, police officers should be looking for ways to engage the citizens in their assigned areas in a variety of ways and become an organizers, facilitators, and communicators. Much more time should be spent in working on and implementing crime prevention strategies than in the past. These strategies should not be imposed from the top; each officer should develop and implement strategies that are appropriate for his/her assigned area.

Problem-solving is another role that patrol and investigative personnel must assume in their assigned geographic areas. Presently, problem-solving at the Alexandria Police Department consists of working on individual cases or calls for service and trying to resolve them. While this remains important, officers and investigators should now assume a higher level of problem-

solving. Some of the time that was previously spent on random routine patrol should be dedicated to problem-solving. This higher level of problem-solving requires more than just resolving a particular call for service or criminal case. This level of problem-solving requires looking at aggregate data to address chronic reoccurring problems. An example might involve focusing on false alarm runs and identifying homes and businesses that generate an abnormally high level of calls for service. It could also involve a series of crimes that appear to be related because of similar characteristics. It requires patrol officers and investigators to partner with other city, county and state service providers and private entities to find solutions to these issues. The Chief has provided several training sessions on problem-solving and there is a problem-solving team currently in place that is working on an identified speeding issue. However, officers not involved in the problem-solving project generally do not see themselves as part of this process. This is another example of programmatic as opposed to philosophical implementation of COP/POP principles.

For the most part, we found Alexandria to have officers that appear to have the service-mindedness and dedication that is necessary to be successful in transitioning to a fully-implemented COP/POP model of policing. What is needed now is more structure to ensure institutionalizing the concept. The implementation of Geo-Focus should provide the necessary structure provided that leadership requires officers to spend uncommitted time in performing the different tasks previously mentioned.

The Alexandria Police Department is in an excellent position to take advantage of opportunities that have been presented to them through this assessment process and progress to the next level of community and problem-oriented policing.

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## RESOURCES

RCPIs are committed to assisting implementation of any recommendations contained in this report. If training programs, organization development, research, or consultation assistance is desired, the chief/sheriff can request those services through the regional RCPI.

The agency may find the following books, monographs, and websites helpful:

- *Community Policing: How to Get Started*, (1998) by Robert Trojanowicz and Bonnie Bucqueroux.
- *Managing Innovation in Policing The Untapped Potential of the Middle Manager*. (1995) by William A. Geller and Guy Swanger Geller, W. A., & Swanger, G. Washington, DC: National Institute of Justice.
- *Community Policing in a Rural Setting*. (1997) by Quint Thurman and Edmund McGarrell (contains a number of articles relevant to smaller cities in a rural or isolated setting).
- *Community Policing Resource Allocation*, by the Community Policing Consortium.
- *Community Policing Deployment Models and Strategies*, by the Community Policing Consortium.
- *Differential Police Response Survey*, by the Community Policing Consortium.
- *Organizational Assessment Instrument: Development, Implementation, & Findings*, by Kevin Plamondon & J. Kevin Ford, The Michigan Regional Community Policing Institute. A research document with great insights into the incongruencies found between management and line officers in the implementation of community policing.  
<http://www.cj.msu.edu>
- GIS funding and crime mapping information. <http://www.ojp.usdoj.gov/cmrc/>
- Department of Justice, Office of Community Oriented Policing Services for access to all RCPI specialties. <http://www.cops.usdoj.gov>
- “Community Oriented Policing: A Force for Change.” Summary document 2001. Neighborhood Problem Solving, Personnel Policies, Democratic Participation and Collaborative Information Gathering. Provides examples of cities implementing innovative change. <http://www.policylink.org>

## **APPENDIX I: PROGRAM EXAMPLES**

### Comprehensive Community Policing

Community Based Policing—Dayton, Ohio. The community based policing program aims to strengthen the relationship between the police department and the public. Program coordinators assign an officer to a sector—a geographic area of approximately eight to fifteen square blocks. Sectors within a district are evaluated on criteria such as calls for service and criminal activity. The district commander chooses one of five sectors with the most need for service for the next community-based policing program. Individual officers volunteer for the assignment. During the first three months, the officers selected for the program are free from responding to calls for service. The officers are responsible for knowing everyone in the sector, for developing an understanding of the concerns in the sector, and for addressing them.

The community is encouraged to provide the police officers with office space. The offices are donated and available to the officers seven days per week, 24 hours per day. Each community-based officer serves as the area's personalized officer. The officer has a pager and telephone answering system. The community-based officers are responsible for helping the neighborhood residents to make a list of safety concerns and for devising strategies to address those concerns. The officers also initiate projects in the community, including removal of abandoned vehicles, community meetings, neighborhood clean-ups, and programs for youth. After the first three months, the officers are available to respond to calls for service in their area. Officers combine foot, motor, and rollerblade patrol to make themselves visible in their area.

Contact Jaimie Bullens (5<sup>th</sup> District), 335 W. Third St., Dayton, OH 45402, (937) 333-1285 or Lieutenant Randy Beane, (937) 443-4538 (regarding new program, BEAT Responsibility).

Community Oriented Policing—Providence, Rhode Island. The community oriented policing program attempts to encourage a feeling of community among residents in neighborhoods by making police more accessible and meeting the following four goals:

- increasing the percentage of residents who own houses or condominiums;
- reducing the number of vacant buildings and lots through coordination with city agencies and property owners;
- eliminating existing drug houses/havens; and
- informing residents on consulting and counseling services.

The program makes police more accessible to the public by establishing 18 community policing storefronts that are staffed by police officers or community volunteers. During off-peak hours, the storefronts maintain a telephone answering service. Officers check in with their individual answering machines for messages and information. The police officers also help organize neighborhood clean-ups, removal of abandoned autos, securing of burnt-out buildings, and removal of trash or debris from vacant lots and buildings. In addition, the police officers go “door-to-door” canvassing the neighborhoods. This community policing effort provides officers with the opportunity to establish a rapport with the citizens and to develop trust between the two

parties. Officers maintain a log of citizen and community contacts, which can later be used for coordinating neighborhood activities or investigations.

Contact Lieutenant Paul Fitzgerald, Director, Community Policing, 209 Fountain St., Providence, RI 02903, (401) 272-3121 ext. 2450, [www.ftp.spiritofasia.com/CPACFFolder/CPAC.html](http://www.ftp.spiritofasia.com/CPACFFolder/CPAC.html)

The Community Oriented Policing Program—Yonkers, New York. The Community Oriented Policing Program seeks to increase communication between the police department and residents in housing developments. To make police officers more accessible to this community, the police department has opened substations and has police officers patrol the area on foot and bikes. The officers have started educational and recreational activities with neighborhood children. According to police officials, the program has shown great public acceptance and community support. Other neighborhoods are organizing to have their area designated for community policing. A grant from the U.S. Department of Housing and Urban Development funds the program.

Contact Lieutenant Bill Vangreen, [vangreen@yorkcity.org](mailto:vangreen@yorkcity.org), York City Police Dept., PO Box 509, York, PA 17405, (717) 852-0604.

Demand Reduction Through Community Policing—Tempe, Arizona. Demand Reduction Through Community Policing aims to improve the quality of life in the city by reducing drug and crime activity. All patrol officers are assigned to one of fifteen beats in the city. Each beat is assigned one sergeant, who has 24-hour responsibility for the beat. The fifteen beats are divided into quadrants, where one assigned lieutenant has 24-hour responsibility for the quadrant. Small neighborhood police stations have been opened and staffed by officers. Community members are encouraged to visit the station and call the station's hot line when they have any complaints, compliments, recommendations, or information to share regarding how the police department could better serve citizens.

This community policing strategy allows officers the familiarity and flexibility necessary to resolve public safety issues through the development and maintenance of partnerships with the community. Program coordinators believe the essential component of community policing is the advancement of partnerships between a police department and the community in order to solve public safety. In addition, the program involves the cooperative efforts of other local governmental agencies, businesses, schools, community/social organizations, and citizens. Other program activities include citizen education seminars, youth intervention programs, neighborhood clean-ups, and problem-solving training for citizens and police.

Contact Linda Saliani, PO Box 5002, Tempe, AZ 85280, (408) 350-8511.

Stop and Talk Foot Patrol Program—Parkersburg, West Virginia. Through the Stop and Talk Foot Patrol Program, officers develop citizen contacts within their patrol areas to increase community involvement on safety issues. Patrol teams, made up of two officers, are assigned to low-income neighborhoods with high levels of crime. Officers try to develop a rapport with the residents of their assigned neighborhoods, listening to their concerns, complaints, and recommendations. The program encourages police officers to develop neighborhood organizations, such as neighborhood watch programs, so that citizens can work through an organized link with the police department.

Contact Officer Corbit or Heinsman, #1 Government Sq., PO Box 1167, Parkersburg, WV 26102, (304) 424-8508.

Community Partnership—Omaha, Nebraska. The Community Partnership focuses the community's concerns and energies to attack the drug problem. A steering committee is responsible for the overall direction and use of resources in the war against drugs. The partnership also has six task forces that focus on areas of concern—prevention and education, enforcement and prosecution, citizen involvement, employment and housing, treatment, and corrections. The community partnership has developed the following committees and programs to deal with community concerns:

- Committees: Juvenile Prosecution Committee, Adult Prosecution Committee, Clergy Substance Abuse Committee, and Business Initiative Ad Hoc Committee.
- Programs: National Night Out, Youth Volunteer Corps, summer youth programs, and drug education classes.

Contact Dianne E. Zipay, Executive Director, Omaha Community Partnership, 1819 Farnam St., Suite 300, Omaha, NE 68183-0300, (402) 444-5921.

### Diversion

Juvenile Outreach Program, formally known as Children At Risk (CAR)—Port St. Lucie, Florida. CAR is an outreach program designed to target juveniles who are at risk of committing criminal acts. The program provides children and families classes on decision-making skills and building self-esteem. CAR also refers them to local support services. The primary objective is to identify at-risk children before they start committing crimes. A counselor is specifically charged with early identification, onsite assessment, intervention, counseling, coordination with available community services, and referrals for the child and family.

Contact Lynette Scott, Juvenile Specialist, 121 SW Port St. Lucie Blvd., Port St. Lucie, FL 84984, (561) 871-5027.

The Juvenile Diversion Program—Culver City, California. The Juvenile Diversion Program tries to rehabilitate minor offenders and to prevent criminal behavior. Program coordinators work on the participant's psychological, intellectual, and physical needs through a variety of activities. Parents are required to meet for ten one-hour group discussions to help identify parenting problems and to learn to cope with them. The program selects participants by receiving referrals from school administrators who have identified problem students or youths that have committed minor criminal offenses. Many of the students referred are from dysfunctional families or single-parent households. The police department coordinator meets with both the participant and his or her parents to discuss and plan ways to help the youth address his or her problems.

The involved minors meet at the police station one night a week and receive counseling from a family counseling specialist in a group setting. During the sixteen-week program, the police department coordinator personally meets with the group for an additional hour of activities. The coordinator guides the juveniles through reading sessions, communication and reasoning exercises, and field trips to expose them to the requirements for various professional careers. The coordinator also monitors their performance at school and arranges for tutoring as needed. A major component of the program is the camping trips. The police department has a program that teaches the minors water skiing, boating, water safety, and life-coping skills.

Contact Captain Martin, 4040 Duquesne Ave., Culver City, CA 90230, (310) 253-6300.

Police Probation Team—Vallejo, California. The Police Probation Team tries to reduce the recidivism rate of youthful offenders by empowering youth to become responsible, productive citizens. It gives youthful offenders an alternative to the traditional juvenile justice system by requiring them to participate in counseling programs and community service work, and to provide restitution for their offenses. The requirements attempt to teach youth accountability and to provide positive channels for behavior.

Contact Sergeant Jim Lyon, Vallejo Police Dept., 111 Amador St., Vallejo, CA 94590, (707) 648-4399.

Youth Jury—Naperville, Illinois. The Youth Jury is designed to be an alternative to court for first-time juvenile offenders of non-serious offenses. These juvenile offenders do not have claim to restitution or extensive family problems. The program has two main goals:

- deter first-time juvenile offenders from committing additional crimes by using a youth jury to exert positive peer pressure on offenders;
- instill a sense of civil responsibility in youth by having them participate in crime prevention activities.

The Youth Jury is an organization of high-school-aged students serving as an adjunct to the various diversion programs of the Youth Services Unit of the Naperville Police Department. The trial is intended to introduce first-time offenders to the judicial process in a non-threatening manner. The Youth Jury meets monthly to hear cases and assign consequences to first-time offenders who admit their guilt and agree to permit the Youth Jury to resolve the case. The consequences that are imposed generally consist of a period of community service at an area service agency such as the recycling center, historical area, or park district. The community service component benefits the entire community.

Contact Detective Mark Sizick, 1350 Aurora Ave., Naperville, IL 60540, (630) 305-5966.

Parents and Youth Against Drug Abuse (PAYADA)—Boise, Idaho. PAYADA aims to provide a community of drug-free youth and targets fifth and sixth grade students and their families. The program offers expertise on drug and alcohol prevention to youth, their parents, school staff, city employees, and other community officials. Participants receive substance abuse education and referral services. Parents and youth meet together once a week for four weeks in a classroom setting to discuss chemical abuse and its effects on society. Specific topics, such as how to identify drugs, why kids use drugs, and how to talk to kids about drugs, are covered in the classes. PAYADA also has community events that include health fairs, talent shows, and summer programs.

Contact Brent Archibald, 7200 Barrister Dr., Boise, ID 83704, [www.payada.org](http://www.payada.org).

### Gang Prevention and Elimination

Tying Neighborhoods Together (TNT)—Lakewood, Colorado. TNT addresses the problems of youth and families through comprehensive services and focuses on preventing youth from becoming involved in gangs. TNT board members are focusing their efforts in the area of community education, providing after-school and weekend activities, expanded membership in

TNT, legislative lobbying, and fundraising for the program. Each community forms a grassroots community committee that identifies the strengths and weaknesses in the community, and then develops a plan to eliminate or reduce risk factors for youth in the community. The committee brings its community plan before a board of directors that reviews and suggests resources and strategies to the community. The program offers academic mentoring, graffiti paint-out projects, a junior fire fighter program, a community volunteer program, sports programs, and a gang elimination program. The U.S. Department of Justice has chosen Tying Neighborhoods Together to build a national model for gang prevention.

Contact Lonnie Peterson, 445 S. Allison Parkway, Lakewood, CO 80226-3105, (303) 987-7105, [www.ci.lakewood.co.us/police/police.html](http://www.ci.lakewood.co.us/police/police.html)

### Neighborhood-Based Crime Prevention

Safe Neighborhoods—Cambridge, Massachusetts. The Safe Neighborhoods program assists residents to organize activities that encourage broader community participation. A number of crime watch Safe Neighborhood groups have expanded and now include representatives of the clergy, the private sector, and school systems. Many of the current crime watch groups were formed in neighborhoods that experienced increased drug activity. The neighborhood groups' activities may include education workshops, forums for youth-police dialogue, block parties, and "street sweeps". Most projects rely on volunteers. Many of the Safe Neighborhood groups receive staff support and some clerical support through the City's Community Schools program.

Contact Eileen Keegan, Director of Community and Youth Services, Dept. of Human Services, 51 Inman Street, Cambridge, MA 02139, (617) 349-6225.

### Safety Education for Children

Basics of Bicycling—Burlington, North Carolina. Basics of Bicycling attempts to reduce bicycle accidents and injury. It targets third and fourth grade children. Police department officials and physical education teachers present the basics of bicycling through a seven-lesson program. The program focuses on safety and consists of classroom activities and hands-on experience with bicycles.

Contact Sergeant J. S. (Jacki) Sheffield, 267 W. Front St., Burlington, NC 27215, (336) 229-3530.

Children Education Programs—Midwest City, Oklahoma. Children Education Programs attempt to minimize the chance of criminal victimization of children through proper education and to make children feel more comfortable with police officers. The programs include Say No to Drugs, bicycle and traffic safety, Stranger Danger, Officer Friendly, Halloween safety, McGruff visitations, Child I.D., and police department tours.

Contact Sergeant Bob Cornelison, Midwest City Police Dept., PO Box 10570, 100 N. Midwest Blvd., Midwest City, OK 73410, (405) 739-1331.

Crime Prevention Calendar—Naperville, Illinois. The Crime Prevention Calendar is designed to broaden elementary-aged youths' understanding of personal safety and how they can be an important part of the crime prevention process. Letters are sent to principals and art instructors, along with a list of crime prevention tips they can use in their lessons on this project. Using the

calendar to stimulate children's interest, a police officer and a community liaison officer visit each school and present a program on personal safety and crime prevention to kindergarten through fifth grade students. It is a collaborative effort between the schools, the police department, and city and community organizations.

Children participate in the program through a crime prevention poster contest. Many children have an opportunity to be winners in the calendar contest, whether or not their posters are selected to be on the calendar. The program awards first and second place certificates to each grade level at each school. The certificates are personalized with the child's name done in calligraphy. The mayor and police chief honor all children whose posters are represented on the calendar.

Contact Sharon Murphy, Naperville Police Dept., Community Education/Crime Prevention Unit, 1350 Aurora Ave., Naperville, IL 60540, (630) 420-6731.

Safety Town—Romeoville, Illinois. Safety Town seeks to educate children in kindergarten through fifth grade on safety. It provides hands-on experience in teaching safety programs. The programs include bicycle safety, railroad safety, pedestrian safety, fire safety, animal safety, drug abuse prevention, abduction and molestation prevention, and vandalism prevention. Safety professionals teach all classes. In addition, Safety Town staff hosts a town-wide trick-or-treat party on Halloween.

Contact Dale Keith, Romeoville Police Dept., 10 Montrose Dr., Romeoville, IL 60441, (815) 886-7219.

### Senior Service

Retired Senior Volunteer Program (RSVP)—Fountain Valley, California. The RSVP program is designed to provide a way for active seniors, fifty years or older, to participate in community service. Working alongside regular police department employees, the retired program participants perform a variety of non-hazardous jobs in the police department. After a screening and selection process, the candidates enter a six-week training program. During this period, they receive classroom instruction covering a broad range of topics and are given several opportunities to ride with on-duty patrol officers. At the conclusion of the training period, they are assigned to work in pairs for both inside and outside assignments. Inside assignments include assisting the staff with duties that include clerical work; reception work; support for detective and lab personnel; crime prevention; and community relations. Outside assignments include going on "patrol" in specially marked vehicles. RSVP personnel wear uniforms that identify them clearly as volunteer members of the police department. The program allows the police department to provide services such as vacation home checks and prompt graffiti identification and removal.

Contact Crime Prevention Office, 10200 Slater Avenue, Fountain Valley, CA 92708, (714) 593-4526, [www.fvdpd.org/index.html](http://www.fvdpd.org/index.html)

### Youth Programs

Anti-Truancy Programs—Charleston, South Carolina. The Anti-Truancy Program targets children who are required by state laws to attend school. The police department implemented the program to encourage children to stay in school, and to decrease the number of burglaries

and robberies committed by juveniles. During the school day, truancy officers search for students on the streets and return them to school.

Contact Charles Francis, 180 Lockwood Blvd., Charleston, SC 29403, (843) 720-2497.

Community Opportunity Programs For Youth (C.O.P.Y.) Kids—Spokane, Washington.

C.O.P.Y. Kids attempts to improve the relationship between young people and police officers and instill a sense of community responsibility. The eight-week program is designed to target eleven- to fifteen-year-old youth. Each week program staff—sworn and non-sworn police department officials—arrive at one of five community centers. The youths are then transported along with their chaperons to local sites where they are offered the opportunity to participate in community service. The day continues with lunch at a park, followed by activities that build self-esteem, decision-making skills, and conflict resolution skills. During this time period, the program offers recreational activities and role model interaction. The day ends with a tour of a local business or municipal organization and a ride back to the community center.

Each group of children participates in a similar routine for three days. On the fourth day youths are driven to Fairchild Air Force Base Museum, treated to lunch at a local restaurant, and then given the opportunity at an area park to explore and reflect on the events from the previous four days. C.O.P.Y. Kids has the same format for each week of the program. On the final day of the program the youth visit a local bank, where an account with \$40 has been opened for each youth participating in the program. The \$40 reward is given to help the children understand the correlation between what they might accomplish through their own labor and receipt of appreciation for their efforts. A federal grant, city money, and local business donations fund the program.

Contact Sergeant Gil Moberly, 1100 W. Mallon, Spokane, WA 99260, (509) 625-4087.

Every 15 Minutes, Spokane, Washington. “Every Fifteen Minutes” is a two-day program designed to discourage young people from drinking and driving. The program’s name was conceived from the fact that every 15 minutes someone in the U.S. dies in an alcohol-related accident. The first day of the program, two officers pull the “living dead” students out of class (every 15 minutes), post obituaries, and contact parents. The students are placed in “corpse” costumes and allowed back in class, but may not speak or take part in the class. At the end of the day, the “living dead” are bussed away to stay overnight at a local hotel. The second day starts with a slide show and skit by the “living dead.” Parents speak, along with student testimonials. A commitment is made to not drink and drive.

Since the program began in 1990, there have been no alcohol-related fatalities involving a Spokane high school student during end of the year “graduation parties.”

Contact Tony Giannetto, Spokane Police Department, 1100 W. Mallon Ave., Spokane, WA 99260-0001, (509) 625-4117.

PROTEEN—Greenville, North Carolina. PROTEEN aims to identify problems and form solutions for youth. A steering committee consisting of individuals from agencies and the private sector identified eight critical issues of concern: teen pregnancy; race relations; family communication and dysfunction; school and community violence; choice of heroes and heroines;

drug awareness, prevention, and intervention; peer pressure and self-esteem; and AIDS and sexually transmitted disease awareness and prevention.

After identifying the primary concerns of youth, the steering committee organized a youth conference to create solutions to these concerns. A group of over 200 sixth to twelfth grade students met in a theater-type setting to begin the youth conference. High school students performed two-minute thought-provoking skits on each of the eight topics. Following the presentation of the skits, forty-minute sessions on each of the eight topics were conducted, with each student choosing two different morning sessions and afternoon sessions to attend. Each session had one professional from the field and a social worker to facilitate. They attempted to keep the students talking and focused on the topic for the forty-minute session. Two or more college students were also present to write down the questions and the responses.

As an extension of the PROTEEN Conference, a networking system to address the concerns discussed by the conference youth has been established and is continuing to grow. The networking system is comprised of people from law enforcement agencies, middle and high schools, social services, and the juvenile court system who act in a liaison capacity with the youth and the PROTEEN Executive Board of Directors. They cooperate in the efforts of PROTEEN to effect beneficial solutions to youth problems. PROTEEN coordinators plan to have future summits and conferences.

Contact Captain Cecil Hardy, Greenville Police Dept., PO Box 7207 Greenville, NC 27835, (252) 329-4365.

School Resource Officer—Boise, Idaho. Through the School Resource Officer program, officers develop positive relationships with students and are accessible to schools. The program is a joint effort between the police and the schools. Officers deal with issues of truancy, neglect or abuse, and criminal activity. Officers act as counselors, investigators, and teachers. They provide lectures and activities on drug education, delinquency, criminal law, and crime prevention. Officers try to increase parental accountability through home visits and coordination of community services.

Contact 7200 Barrister Dr., Boise, ID 83704, (208) 377-6605.

The Teen Survival Guide—Santa Clara, California. The teen survival guide is published as a resource for young people between the ages of 13 and 18. The forty-two-page booklet provides vital information on such subjects as drug and alcohol abuse, gang prevention, and juvenile laws and truancy, as well as more than 50 community resource phone numbers to assist with the problems they may encounter. The guide is distributed to health classes at the high schools and is available through many other community agencies.

Contact Sergeant Lee White, 23740 Magic Mountain Parkway, Santa Clara, CA 91355, (408) 261-5422, [www.scpd.org](http://www.scpd.org)

Youth and Family Services Program—Livermore, California. The youth and family services program targets families of delinquent, pre-delinquent, and “beyond control/runaway” youth. The program’s creators believe that the family counseling approach is effective in diverting the delinquent behavior pattern and re-establishing the parents as the most powerful and effective influence in the lives of their children. A temporary crisis shelter is provided through the county

probation department upon written request of the youth and parents. Crisis sessions are provided without fee, and a sliding scale is used for continuing counseling with 20 sessions available per referral.

Contact Leonard Lloyd, Manager, 3311 Pacific Ave., Livermore, CA 94550, (925) 371-4747.

### Child Abuse

Crimes Against Children Unit (C.A.C.U.)—Louisville, Kentucky. C.A.C.U. provides a coordinated response and services to child abuse cases. The unit is comprised of detectives from the Louisville Police Department and the Jefferson County Police Department, along with a social worker from the cabinet of human resources. A police detective and a social worker are teamed to investigate incidents of child abuse. This collaboration increases efficiency in prosecution, reduces duplication of effort, and allows immediate access to social services for the victim and the family. The investigations place emphasis on the welfare of child victims and criminal prosecution of abusers. The unit also targets missing children, child exploitation, and the distribution of child pornography.

Contact Sergeant Joe Culver, 436 South Seventh Ave., Louisville, KY 40203-1930, (502) 574-2451.

## **APPENDIX II: Supervisor and Manager Roles**

1. Allows officers freedom to experiment with new approaches.
2. Insists on good, accurate analysis of problems.
3. Grants flexibility in work schedules when requests are proper.
4. Allows officers to make most contacts directly and paves the way when they're having trouble getting cooperation.
5. Protects officers from pressures to revert to traditional methods.
6. Runs interference for officers to secure resources, protect them from undue criticism, etc.
7. Knows which problems officers are working on and whether the problems are real.
8. Knows officers' beats and key citizens.
9. Coaches officers through the problem-solving process, gives advice, helps them to manage their time, and helps them develop work plans.
10. Monitors officers' progress on work plans and makes adjustments, prods them along, slows them down, etc.
11. Supports officers even if their strategies fail, as long as something useful is learned in the process, and the strategy was well thought through.
12. Manages problem-solving efforts over a long period of time; doesn't allow effort to die just because it gets sidetracked by competing demands for time and attention.
13. Gives credit to officers and lets others know about their good work.
14. Allows an officer to talk with visitors at conferences about their work.
15. Identifies new resources and contacts for officers and makes them check them out.
16. Coordinates efforts across shifts, beats, and outside units and agencies.
17. Identifies emerging problems by monitoring calls for service and crime patterns and community concerns.
18. Assesses the activities and performance of officers in relation to identified problems rather than by boilerplate measures.
19. Expects officers to account for their time and activities while giving them a greater range of freedom.
20. Provides officers with examples of good problem solving so they know generally what is expected.
21. Provides more positive reinforcement for good work than negative for bad work.

*Reprinted from Managing Innovation in Policing, Geller, W. A. & Swanger, G. (1995).  
Washington, DC: National Institute of Justice.*

### APPENDIX III: COMMUNITY COURTS

Few, if any, problems have created greater opportunities for police, courts, corrections and community partnerships than has substance abuse. America's drug wars of the 80's and 90's have resulted in incarceration of greater numbers of people for substance abuse violations alone, than for all other crimes combined. America's experiment with drug courts is now more than 11 years old. Agencies can consider the following information and evaluate the opportunities to take a leadership role in reducing substance abuse within the region. The following innovations are offered for consideration as models.

A recent evaluation of the three phases of drug court treatment (detoxification, stabilization and therapeutic aftercare) by a Washington State University graduate student reveals the following cost-benefit analysis. Providing treatment to an inmate who is a regular drug/alcohol user adds an estimated \$3500 to incarceration costs. Providing the majority who are not high school graduates with education to acquire a GED and vocational training and aftercare for all treatment participants adds another \$3000 cost over incarceration, for an estimated total of \$6500 per inmate. Comparatively, the "pay-offs" from each inmate returning to the community after completing a treatment program and who remains sober with a job in the first year following release are:

- \$5000 in reduced crime savings; conservatively assuming that drug-using ex-offenders would have committed 100 crimes per year with \$50 in property and victimization costs per crime;
- \$7300 in reduced arrest and prosecution costs (assuming that they would have been arrested twice per year);
- \$19,000 in reduced incarceration costs (assuming that one of those arrests would have resulted in a one-year prison sentence);
- \$4,800 in health care and substance abuse treatment cost savings (the difference in annual health care costs between substance users and non-users);
- \$32,100 in economic benefits (\$21,400 – the average income for an employed high school graduate – multiplied by the standard economic multiplier of 1.5 for estimating the economic impact of a wage).

The analysis concludes that only a modest success rate of 10 percent would be required to break even on the additional \$6500 per inmate above incarceration costs. If only 10 percent of the inmates who are given one year of residential treatment stay sober and maintain employment during the first year after release, the economic benefits far outweigh the cost. Treating and training only 10 percent of the 1.2 million incarcerated substance abusers produces an economic benefit of \$8.3 billion in the first year of work after release.<sup>1</sup>

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<sup>1</sup> "Reducing Prison Populations and the Costs of Incarceration: The Use and Effectiveness of Substance Treatment for Offenders in the Criminal Justice System," by Douglas Neal Holland, an essay for partial fulfillment of a Master of Arts Degree in Criminal Justice, Washington State University, December 14, 2000, p.p. 42-42. Cited by permission.

A study of the Portland Oregon STOP Drug Diversion Program estimated that the costs saved by treatment of drug-involved offenders saved the criminal justice system \$2.4 million during a two-year data collection period. Overall, avoided costs amounted to \$10 million over two years. This supported a conclusion that: “every taxpayer dollar spent on cohorts of clients who participated in the program produced \$2.50 in cost savings to the tax payers of Multnomah County. The benefit to the Oregon taxpayer was \$10 saved for every \$1 spent.”<sup>2</sup>

Citing local data that 46 percent of arrests are directly related to drug or alcohol use and of all arrests involving drugs (90 percent are for methamphetamine), Ada County, Idaho officials have created a Jail Substance Abuse Program to attack the problem at their level. The mission of the Ada County Substance Abuse program is to reduce the use of drugs and alcohol by offenders who are sentenced to incarceration at the local level. Program officials believe that incarceration is an excellent time to provide education and group treatment to offenders through short-term treatment and post-release community-based treatment. Although the program has not been subject to rigorous evaluation, officials believe that the prospects for recidivism rates to fall below national ranges of 50 to 80 percent and replication are excellent.<sup>3</sup>

Facing a rapid growth in criminal activity and significant increases in jail sentences, the Rock County, Wisconsin Sheriff’s Department implemented the Rock County Educational and Criminal Addictions Program: RECAP in 1992. Prior to this innovation, the number of criminal offenders housed at the Rock County Jail increased 400 percent between 1988 and 1991, and the average daily jail population from June 1996 through July was 463. County-level recidivism was estimated to be between 65 and 70 percent. A partnership between the Rock County Sheriff’s Department, the Blackhawk Technical College and the Rocky Valley Correctional Programs, Inc., RECAP was designed to reduce recidivism by providing education and rehabilitation to incarcerated inmates using multiple mode short and long-term practices. Second year statistics reveal recidivism rates of 17 percent, well below the estimated 70-80 percent rate prior to program implementation. The current challenge appears to be the transition from grant to county funding.<sup>4</sup>

Arguably, the single most innovative collaboration between police, courts and corrections in the last few years, has been the evolution of community courts. Such innovations require a tremendous amount of planning, political good will and cooperation among collaborating parties.

Generally, community courts focus on neighborhoods and are designed to respond to the particular concerns of individual communities. In each community where they exist, they are shaped by the particular political, economic, and social landscapes present. The nation’s first community court, Midtown Community Court, was established in New York City, in 1993. Since then, a total of twelve community courts have been established and six more are expected to be opened by the end of 2000. At their outset, community courts must address each of the following questions:

- Can courts assume a problem-solving role in a community setting, bringing the community together and helping to craft solutions to community problems?
- How can courts address the impacts that chronic offending has on a community?

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<sup>2</sup> *Ibid.*, p.36

<sup>3</sup> “Programs in Correctional Settings: Innovative State and Local Programs”, 1998 Office of Justice Programs, Bureau of Justice Assistance, p.p. 29-32.

<sup>4</sup> *ibid.*, p.p.113-119.

- Can courts improve the quality of community life?
- Can the voices of local residents, merchants and community groups be engaged in the administration of justice?

In answering these questions, community courts have developed programs that differ in ways that reflect each particular community. Almost all of these courts focus on one neighborhood; however, several are exploring ways to serve the jurisdiction of an entire city. While many community courts handle criminal matters only, some are experimenting with a broader range of issues, including juvenile delinquency and housing code violations.<sup>5</sup>

There is a close parallel between community courts and community policing. Community courts are said to grow out of public frustration with the justice system. *“Observers have noted that justice has become remote from communities and the people who live in them.”* Community residents have reported feeling out of touch with the courts. They want courts to address low-level crime that is part of daily life. The midtown community court offered a model for addressing these problems by emphasizing the following:

- Locating the court in the community, close to where crimes take place.
- Repaying a community damaged by low-level crime by requiring offenders to compensate neighborhoods through community service.
- Using the leverage of the court to sentence offenders to complete social services that will help them address problems such as drug addiction or involvement in prostitution.
- Bringing the court and the community closer together by making the courthouse accessible, establishing a community advisory board, and publishing a community newsletter.
- Using the court as a gateway to treatment and making social services available to offenders right at the courthouse.”<sup>6</sup>

Determining which community the court should serve and where it should be located are difficult questions. Community courts are recognized as promising solutions to many communities’ quality of life problems. More than half of the existing community courts serve inner-city residential neighborhoods with serious crime problems, run down and abandoned houses and other conditions leading to public disorder. Two of the courts that serve downtown jurisdictions focus on low-level crime and disorder that create barriers to social and economic revitalization. One of the courts serves a suburban jurisdiction and focuses upon problems caused by growth. Finally, in two medium size cities, community courts experiment with serving the entire community. In one, the city is divided in 17 neighborhoods, each with a committee to promote closer working relationships between the community and the court.<sup>7</sup>

Other critical questions include how the court should link offenders to social services, how can punishment and services be combined, what are the appropriate cases for community courts, and what role the community should play? Although these questions, like community policing itself, are answered differently in each community, it is clear that community courts are changing the way court systems do business in each of the jurisdictions they serve. Community courts involve

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<sup>5</sup> “Community Courts: An Evolving Model” by Eric Lee, October 2000, U.S. Department of Justice, Bureau of Justice Assistance, p. 3.

<sup>6</sup> *Ibid.*, p.4

<sup>7</sup> *ibid.*, p. 5

bringing new resources, technology, and new players to the equation for the purposes of promoting significant change in court operations.<sup>8</sup>

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<sup>8</sup> ibid., p. 6-7.

## **APPENDIX IV: Integrity and Ethics Tool**

Agencies may be interested in conducting their own organizational integrity and ethics self-assessment. The following questions, developed by WRICOPS Director John Turner in 2000, are only a guide to assist such a department.

### “Use Of Force” Issues

1. Is there a written general policy recognizing current legal doctrine?
2. Does “use of force” include aiming and/or pointing a firearm?
3. Does the organizational policy require training? How often? What training records are kept?
4. Is there a continuum of force, which includes de-escalation of force?
5. Has the department been involved in any liability situations due to use of force?
6. Does the department have administrative review of *all* use of force actions?
7. What is the policy regarding accidental discharge of firearms?
8. Does the department use canines? Is there a policy? How is it related to “use of force” issues?

### Complaints and Misconduct Investigations

1. Is there a general policy regarding citizen complaints and misconduct investigations?
2. Does the department process for receiving the complaints provide full and fair opportunity for all?
3. Is there a form? Does it require a signature? Who receives the form? What happens when the form is received? Does someone in the department acknowledge receipt of the complaint?
4. Is staff prohibited from refusing to accept complaints?
5. Are complaints accepted from all persons, including third parties?
6. Can department leadership recap several complaints and the outcomes of these complaints?
7. Are complainants contacted for feedback and perceptions of fairness? Are officers who have been the subject of complaints, contacted for feedback and perceptions of fairness?
8. Working within the law, does the department advise complainants of findings?
9. Has the agency experienced officer-to-officer misconduct complaints?
10. Is an “evidentiary” process used to determine findings?
11. In substantiated complaints, are officers subject to discipline?
12. Are citizens able to review the department’s complaint process and history of complaints?
13. Are supervisors trained in, and do they practice, “respectful policing” as it concerns use of force?
14. Are Terry Stop Searches (stop & frisks) required to be documented?
15. Are searches other than those prior to arrest, documented and receive administrative review?
16. Do consent searches require written consent?
17. Does the department prepare statistical reports for public review of citizen complaints?
18. Does the department solicit public feedback regarding its practices and behaviors?
19. Does the department hold public meetings to discuss agency performance?
20. Is the agency open to concepts such as civilian review boards, independent auditors, etc?

### Training Issues

1. Is the agency aware of specific integrity training presented at the academy level?
2. Within the FTO program, is there an emphasis on courtesy, cultural diversity, verbal disengagement, alternatives to use of force, ethics, and integrity?
3. Do supervisors receive basic supervision training as well as ongoing training on the previously mentioned subjects?

#### Non-Discriminatory Policing and Data Collection

1. Is there a clear and practiced policy prohibiting discrimination based on race, ethnicity, national origin, religion, gender, disability or sexual orientation?
2. Does the department offer specific training in the area?
3. Are all traffic stops and pedestrian stops documented?
4. Has the department engaged the community in a discussion regarding racial issues and data collection?
5. For agencies with video cameras in cars, what supervisory or administrative review is conducted of the videotapes?
6. Are there policies and procedures in place for contacts with individuals with limited English speaking ability?

#### Recruitment, Hiring, and Retention

1. Does the department reflect the community in racial and gender make-up?
2. Does the department have a recruiting program to meet any deficiencies?
3. Does the department hiring process provide equal opportunity for all?
4. What is the departmental history of officer retention?

#### Early Warning Systems

1. Does the department conduct spot-audits of the evidence room?
2. Does the department administratively review citizen complaints and Internal Affairs files?
3. Does the department have a civilian advisory/review board?
4. Does the department monitor of sick leave and overtime?

## APPENDIX V: COMMUNITY POLICING - PRINCIPLES and ELEMENTS

### Community Policing: Principles and Elements

Dr. Gary Cordner  
Eastern Kentucky University

Community policing has its roots in such earlier developments as police-community relations, team policing, crime prevention, and the rediscovery of foot patrol. In the 1990s it has expanded to become the dominant strategy of policing - so much so that the 100,000 new police officers funded by the 1994 Crime Bill must be engaged in community policing.

Community policing (COP) is often misunderstood. Four essential principles should be recognized:

- **COP is not a panacea.** It is not the answer to all problems facing modern policing or all the problems facing any one department. However, COP is an answer to some of the problems facing modern policing and it may be an answer to some of the problems facing any one department.
- **COP is not totally new.** Some police departments or individual police officers report that they are already doing it, or even that they have always practiced COP. This may be true. Even so, there are some specific aspects of community policing that are relatively new; also, very few agencies can claim that they have fully adopted the entire gamut of COP department-wide.
- **COP is not "hug a thug".** It is not anti-law enforcement or anti-crime fighting. It does not seek to turn police work into social work. In fact, COP is more serious about reducing crime and disorder than the superficial brand of incident-oriented "911 policing" that most departments have been doing for the past few decades.
- **COP is not a cookbook.** There is no iron-clad, precise definition of community policing or a set of specific activities that must always be included. A set of universally-applicable principles and elements can be identified, but exactly how they are implemented should and must vary from place to place, because jurisdictions and police agencies have differing needs and circumstances.

In order to describe the full breadth of community policing, it is helpful to identify four major dimensions of COP and the most common elements occurring within each. The four dimensions are:

- The Philosophical Dimension
- The Strategic Dimension
- The Tactical Dimension
- The Organizational Dimension

## The Philosophical Dimension

Many of its most thoughtful and forceful advocates emphasize that community policing is a new philosophy of policing, perhaps constituting even a paradigm shift away from professional-model policing, and not just a particular program or specialized activity. The philosophical dimension includes the central ideas and beliefs underlying community policing. Three of the most important are citizen input, broad function, and personal service.

### Citizen Input

Community policing incorporates a firm commitment to the value and necessity of citizen input to police policies and priorities. In a free and democratic society, citizens are supposed to have a say in how they are governed. Police departments, like other agencies of government, are supposed to be responsive and accountable. Also, from a more selfish standpoint, law enforcement agencies are most likely to obtain the citizen support and cooperation they need when they display interest in input from citizens.

A few of the techniques utilized to enhance citizen input are:

- **Agency Advisory Boards:** groups of citizens who meet regularly with the chief/sheriff and other top commanders to provide input and advice on overall agency policies, priorities, and issues.
- **Unit Advisory Boards:** groups of citizens who meet regularly with unit commanders and related personnel to provide input and advice on unit policies, priorities, and issues (e.g., precinct advisory boards, victims/witness advisory councils, family abuse advisory boards, etc.)
- **Beat Advisory Boards:** groups of citizens who meet regularly with their beat officer or beat team to provide input and advice on priorities and issues.
- **Special Advisory Boards:** groups of citizens with special interests who meet regularly with the chief/sheriff, top commanders, or related personnel to provide input and advice on policies, priorities, and issues related to their special interests (e.g., ministry alliance, business council, mental health council, etc.)
- **Community Surveys:** surveys conducted in various ways (telephone, mail, in-person, in the newspaper, etc.) to obtain citizen views on policies, priorities, and issues.
- **Electronic Mail/Home page:** use of the Internet, on-line services, computer bulletin boards, etc. to obtain citizen views on policies, priorities, and issues.
- **Radio/Television Call-In Shows:** use of radio and TV call-in shows to obtain citizen views on policies, priorities, and issues.
- **Town Meetings:** public meetings to which citizens are invited in order to provide input and advice on policies, priorities, and issues.

## Broad Function

COP recognizes policing as a broad function, not a narrow law enforcement or crime fighting role. The job of police officers is seen as working with residents to enhance neighborhood safety. This includes resolving conflicts, helping victims, preventing accidents, solving problems, and fighting fear as well as reducing crime through apprehension and enforcement. Policing is inherently a multi-faceted government function - arbitrarily narrowing it to just call-handling and law enforcement reduces its effectiveness in accomplishing the multiple objectives that the public expects police to achieve.

Some examples of the broad function of policing include:

- **Traffic Safety:** good police departments pursue traffic safety through education and engineering as well as selective enforcement.
- **Drug Abuse:** many agencies seek to reduce drug abuse through public education, DARE, regulation of prescriptions, and control of chemicals as well as through a variety of enforcement efforts.
- **Fear Reduction:** many agencies attempt to reduce fear of crime (especially when it is out of proportion to actual risk) through public education, high-interaction patrol, problem solving, and enforcement focuses on nuisance crimes (e.g.; panhandling and loitering)
- **Domestic Violence:** most police departments now offer domestic violence victims an array of services (referral, transportation, protection, probable cause arrest, etc.) rather than merely explaining how to obtain an arrest warrant.
- **Zoning:** some agencies take the opportunity to participate in zoning decision and related matters (e.g., issuance of building permits) in order to offer input related to traffic safety, crime prevention, etc.

## Personal Service

Community policing emphasizes personal service to the public, not bureaucratic behavior. This is designed to overcome one of the most common complaints that the public has about government employees, including police officers, -- that they do not seem to care, and that they treat citizens as numbers, not real people. Of course, not every police-citizen encounter can be amicable and friendly. But whenever possible, officers should deal with citizens in a friendly, open and personal manner designed to turn them into satisfied customers. This can best be done by eliminating as many artificial bureaucratic barriers as possible, so that citizens can deal directly with "their" officer.

A few of the methods that have been adopted in order to implement personalized service are:

- **Officer Business Cards:** officers are provided with personalized business cards to distribute to victims, complainants, and other citizens with whom they have contact.
- **Officer Pagers and Voice Mail:** officers have their own pagers and voice mail so that victims, complainants, and other citizens can contact them directly.

- **Recontact Procedures:** all of a subset of victims, complainants, and others are recontacted by the officer who handled their situations, the officer's supervisor, or some other staff member (e.g., a volunteer) to see if further assistance is needed.
- **Slogans and Symbols:** many departments adopt slogans, mission statements, value statements, and other devices designed to reinforce the importance of providing personalized service to the public.

## The Strategic Dimension

The strategic dimension of community policing includes the key operational concepts that translate philosophy into action. These strategic concepts are the links between the broad ideas and beliefs that underlie community policing and the specific programs and practices by which it is implemented. They assure that agency policies, priorities, and resource allocation are consistent with the COP philosophy. Three important strategic elements are re-oriented operations, prevention emphasis, and geographic focus.

### Re-Oriented Operations

Community policing recommends re-oriented operations, with less reliance on the patrol car and more emphasis on face-to-face interactions. One objective is to replace ineffective or isolating operational practices (e.g., motorized patrol and rapid response to low priority calls) with more effective and more interactive practices. A related objective is to find ways of performing necessary traditional functions (e.g., handling emergency calls and conducting follow-up investigations) more efficiently, in order to save time and resources that can then be devoted to more community-oriented activities.

Some illustrations of re-oriented operations include:

- **Foot Patrol:** where appropriate, many agencies have instituted foot patrols to supplement or even replace motorized patrol.
- **Other Modes of Patrol:** many agencies have adopted other modes of patrol, such as bicycle patrol, scooter patrol, dirt bike patrol, and horse patrol.
- **Walk and Ride:** many agencies require officers engaged in motorized patrol to park their cars periodically and engage in foot patrol in shopping centers, malls, business districts, parks, and residential areas.
- **Directed Patrol:** many agencies give motorized patrol officers specific assignments (sometimes called "D-runs") to carry out during time periods when they are not busy handling calls.
- **Differential Response:** many agencies have adopted differential responses (e.g., delayed response, telephone reporting, walk-in reporting) tailored to the needs of different types of calls, instead of dispatching a marked unit to the scene of every call for service.
- **Case Screening:** many agencies have adopted different investigative responses (e.g., no follow-up, follow-up by patrol, follow-up by detectives) tailored to the needs of different types of criminal and non-criminal cases, instead of assigning every case to a detective.

## Prevention Emphasis

Community policing tries to implement a prevention emphasis, based on the common sense idea that although citizens appreciate and value rapid response, reactive investigations, and apprehension of wrongdoers, they would always prefer that their victimizations be prevented in the first place. Most modern police departments devote some resources to crime prevention, in the form of a specialist officer or unit. COP attempts to go farther by emphasizing that prevention is a big part of every officer's job.

A few of the approaches to focusing on prevention that departments have adopted are:

- **Situational Crime Prevention:** the most promising general approach to crime prevention is to tailor specific preventive measures to each situation's specific characteristics.
- **CPTED:** one set of measures used by many departments is CPTED (Crime Prevention through Environmental Design), which focuses on the physical characteristics of locations that make them conducive to crime.
- **Community Crime Prevention:** many departments now work closely with individual residents and with groups of residents (e.g., block watch) in a cooperative manner to prevent crime.
- **Youth-Oriented Prevention:** many departments have implemented programs or collaborated with others to provide programs designed to prevent youth crime (e.g., recreation, tutoring, and mentoring programs)
- **Business Crime Prevention:** many departments work closely with businesses to recommend personnel practices, retail procedures, and other security measures designed to prevent crime

## Geographic Focus

Community policing adopts a geographic focus, to establish stronger bonds between officers and neighborhoods in order to increase mutual recognition, identification, responsibility, and accountability. Although most police departments have long assigned patrol officers to beats, the officers' accountability has usually been temporal (for their shift) rather than geographic. More specialized personnel within law enforcement agencies have been accountable for performing their functions but not for any geographic areas. By its very name, however, community policing implies an emphasis on places more so than on times or functions.

Some of the methods by which COP attempts to emphasize geography are as follows:

- **Permanent Beat Assignment:** patrol officers are assigned to geographic beats for extended periods of time, instead of being rotated frequently.
- **Lead Officers:** since several different officers will be assigned to a beat across 24 hours a day, 7 days a week, often one officer is designed as the lead officer responsible for problem identification and coordination of the efforts of all the officers.

- **Beat Teams:** the basic building block for patrol can be the beat team (all the officers who work a particular beat) rather than the temporal squad or shift.
- **Cop-of-the-Block:** the beat can be sub-divided into smaller areas of individual accountability, so that every patrol officer has general responsibility for a beat and special responsibility for a smaller area.
- **Area Commanders:** middle-level managers (typically lieutenants) can be given responsibility for geographic areas consisting of several beats, instead of being shift or squad commanders.
- **Mini-Stations:** each beat or combination of beats can have its own facility (mini-station, sub-station, or storefront) to give it additional geographic focus for officers and area residents.
- **Area Specialists:** some detectives and other specialists can be assigned to geographic areas instead of to narrow sub-specialties (e.g., a detective handles all, or at least most, of the crimes occurring in a particular neighborhood, instead of handling car thefts from all over the jurisdiction).

### Tactical Dimension

The tactical dimension of community policing ultimately translates ideas, philosophies, and strategies into concrete programs, tactics, and behaviors. Even those who insist, "community policing is a philosophy, not a program" must concede that unless community policing eventually leads to some action, some new or different behavior, it is all rhetoric and no reality. Indeed, many commentators have taken the view that community policing is little more than a new police marketing strategy that has left the core elements of the police role untouched. Three of the most important tactical elements of community policing are positive interaction, partnerships, and problem solving.

### Positive Interaction

Policing inevitably involves some negative contacts between officers and citizens - arrests, tickets, stops for suspicion, orders to desist, inability to make things much better for victims, etc. Community policing recognizes this fact and recommends that officers offset it as much as they can by engaging in positive interactions whenever possible. Positive interactions have several benefits, of course: they generally build familiarity, trust, and confidence on both sides; they remind officers that most citizens respect and support them; they make the officer more knowledgeable about people and conditions in the beat; they provide specific information for criminal investigations and problem solving; and they break up the monotony of motorized patrol.

Some methods for engaging in positive interaction include:

- **Routine Call Handling:** officers can take the time to engage in more positive interaction in the course of handling calls, instead of rushing to clear calls in order to return to motorized patrol.

- **Meetings:** officers can take every opportunity to attend neighborhood meetings, block watch meetings, civic club meetings, etc.; these can yield productive non-enforcement interactions with a wide spectrum of the community.
- **School-Based Policing:** officers who take the trouble to go into the schools get many opportunities to interact positively with youth, not to mention teachers and other school staff.
- **Interactive Patrol:** too many officers patrol primarily by watching what goes on in public spaces; officers should stop and talk with more people so that their patrolling relies more on interacting than on watching.

## Partnerships

Community policing stresses the importance of active partnerships between police, other agencies, and citizens, in which all parties really work together to identify and solve problems. Citizens can take a greater role in public safety than has been typical over the past few decades, and other public and private agencies can leverage their won resources and authority toward the solution of public safety problems. Obviously, there are some legal and safety limitations on how extensive of a role citizens can play in "co-producing" public safety. Just as obviously, it is a mistake for the police to try to assume the entire burden for controlling crime and disorder.

Some of the more interesting police-community partnerships and collaboration innovations include:

- **Citizen Patrols:** in many jurisdictions citizens actively patrol their neighborhoods, usually in cooperation with the police and often in radio or cellular phone communication with police dispatch.
- **Citizen Police Academies:** many departments now operate citizen police academies, typically held in the evenings, that inform interested citizens about the police department and often prepare them for roles as volunteers or citizen patrols.
- **Volunteers:** many departments utilize volunteers, auxiliaries, and reserves in a variety of sworn and non-sworn roles.
- **Schools:** many police departments today work much more closely with schools than in the past, not just with the DARE programs but also with school resource officers, truancy programs, etc.
- **Code Enforcement:** many of the problem locations that police deal with are susceptible to code enforcement for various building and safety violations
- **Nuisance Abatement:** some locations have such a multitude and history of criminal and civil law violations that procedures can be followed to close them down, demolish them, and/or forfeit their ownership to the government.

- **Landlords & Tenants:** many police departments work closely with apartment managers, public housing managers, tenant associations, and similar groups in order to improve leasing practices and prevent problems in rental properties.

## Problem Solving

Community policing urges the adoption of a problem solving orientation toward policing, as opposed to the incident-oriented approach that has tended to prevail in conjunction with the professional model. Naturally, emergency calls must be still handled right away, and officers will still spend much of their time handling individual incidents. Whenever possible, however, officers should search for the underlying conditions that give rise to single and multiple incidents. When such conditions are identified, officers should try to affect them as a means of controlling and preventing future incidents. Basically, officers should strive to have more substantive and meaningful impact than occurs from 15-minute treatments of individual calls for service.

Some of the more promising approaches to problem solving include:

- **The CAPRA Model:** many departments use the CAPRA model (clients, acquiring & analyzing info, partnerships, response, assessment) as a guide to the problem solving process for all kinds of crime and non-crime problems.
- **Guardians:** when searching for solutions to problems, it is often helpful to identify so-called guardians, who are people who have an incentive or the opportunity to help rectify the problem (e.g., landlords, school principals, etc.).
- **Beat Meetings:** some departments utilize meetings between neighborhood residents and their beat officers to identify problems, analyze them, and brainstorm possible solutions.
- **Hot Spots:** many departments analyze their calls for service to identify locations that have disproportionate numbers of calls, and then do problem solving to try to lower the call volume in those places.
- **Multi-Agency Teams:** some jurisdictions use problem solving teams comprised not just of police but also of representatives of their agencies (public works, sanitation, parks and recreation, code enforcement, etc.) so that an array of information and resources can be brought to bear once problems are identified.

## The Organizational Dimension

It is important to recognize an Organizational Dimension that surrounds community policing and greatly affects its implementation. In order to support and facilitate community policing, police departments often consider a variety of changes in organization, administration, management, and supervision. The elements of the organizational dimension are not really part of community policing per se, but they are frequently crucial to its successful implementation. Three important elements of COP are **structure, management, and information.**

## Structure

Community policing looks at various ways of restructuring police agencies in order to facilitate and support implementation of the philosophical, strategic, and tactical elements described above. Any organization's structure should correspond with its mission and the nature of the work performed by its members. Some aspects of traditional police organizational structure seem more suited to routine, bureaucratic work than to the discretion and creativity required for COP.

The types of restructuring associated with community policing include:

- **Decentralization:** authority and responsibility can sometimes be delegated more widely so that commanders, supervisors, and officers can act more independently and be more responsive.
- **Flattening:** the number of layers of hierarchy in the police organization can sometimes be reduced in order to improve communications and reduce waste, rigidity, and bureaucracy.
- **De-specialization:** the number of specialized units and personnel can sometimes be reduced, with more resources devoted to the direct delivery of police services (including COP) to the general public.
- **Teams:** efficiency and effectiveness can sometimes be improved by getting employees working together as teams to perform work, solve problems, or look for ways of improving quality.
- **Civilianization:** positions currently held by sworn personnel can sometimes be reclassified or redesigned for non-sworn personnel, allowing both cost savings and better utilization of sworn personnel.

## Management

Community policing is often associated with styles of leadership, management, and supervision that give more emphasis to organizational culture and values and less emphasis to written rules and formal discipline. The general argument is that when employees are guided by a set of officially sanctioned values they will usually make good decisions and take appropriate actions. Although many formal rules will still probably be necessary, managers will need to resort to them much less often in order to maintain control over subordinates.

Management practices consistent with this emphasis on organizational culture and values include:

- **Mission:** agencies should develop concise statements of their mission and values and use them consistently in making decisions, guiding employees, and training new recruits.
- **Strategic Planning:** agencies should engage in continuous strategic planning aimed at ensuring that resources and energy are focused on mission accomplishment and adherence to core values; otherwise, organizations tend to get off track, confused about their mission and about what really matters.

- **Coaching:** supervisors should coach and guide their subordinates more, instead of restricting their roles to review of paperwork and enforcement of rules and regulations.
- **Mentoring:** young employees need mentoring from managers, supervisors, and/or peers - not just to learn how to do the job right but also to learn what constitutes the right job; in other words, to learn about ethics and values and what it means to be a good police officer.
- **Empowerment:** under COP, employees are encouraged to be risk-takers who demonstrate imagination and creativity in their work - this kind of empowerment can only succeed, however, when employees are thoroughly familiar with the organization's core values and firmly committed to them.
- **Selective Discipline:** in their disciplinary processes, agencies should make distinctions between intentional and unintentional errors made by employees and between employee actions that violate core values versus those that merely violate technical rules.

## Information

Doing community policing and managing it effectively require certain types of information that have not traditionally been available in all police departments. In the never-ending quality versus quantity debate, for example, community policing tends to emphasize quality. This emphasis on quality shows up in many areas: avoidance of traditional bean-counting (arrest, tickets) to measure success, more concern for how well calls are handled than merely for how quickly they are handled, etc. Also, the geographic focus of community policing increases the need for detailed information based on neighborhoods as the unit of analysis. The emphasis on problem solving highlights the need for information systems that aid in identifying and analyzing a variety of community-level problems. And so on.

Several aspects of police administration under COP that have implications for information are:

- **Performance Appraisal:** individual officers can be evaluated on the quality of their community policing and problem solving activities, and perhaps on results achieved, instead of on traditional performance indicators (tickets, arrests, calls handled, etc.)
- **Program Evaluation:** police programs and strategies can be evaluated more on the basis of their effectiveness (outcomes, results, quality) than just on their efficiency (efforts, outputs, quantity).
- **Departmental Assessment:** the police agency's overall performance can be measured and assessed on the basis of a wide variety of indicators (including customer satisfaction, fear levels, problem solving, etc) instead of a narrow band of traditional indicators (reported crime, response time, etc.)
- **Information Systems:** an agency's information systems need to collect and produce information on the whole range of the police function, not just on enforcement and call-handling activities, in order to support more quality-oriented appraisal, evaluation, and assessment efforts.

- **Crime Analysis:** individual offices need more timely and complete crime analysis information pertaining to their specific geographic areas of responsibility to facilitate problem identification, analysis, fear reduction, etc.
- **Geographic Information Systems (GIS):** sophisticated and user-friendly computerized mapping software available today makes it possible for officers and citizens to obtain customized maps that graphically identify "hot spots" and help them more easily picture the geographic locations and distributions of crime and related problems.