



Montgomery County, Maryland Department of Police



Community Policing In Montgomery County

Office of Community Policing
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142871



Montgomery County Police Department

Mission Statement

We, the Montgomery County Department of Police, are committed to providing the highest quality of police services by empowering our members and the community to work in partnership with the goal of improving the quality of life within Montgomery County, while at the same time maintaining respect for individual rights and human dignity.



Organizational Values

Partnership:

We are committed to working in partnership with the community and each other to identify and resolve issues which impact public safety.

Respect:

We are committed to respecting individual rights, human dignity and the value of all members of the community and the department.

Integrity:

We are committed to nurturing the public trust by holding ourselves accountable to the highest standards of professionalism and ethics.

Dedication:

We are committed to providing the highest quality of professional law enforcement service to the community with the goal of enhancing the quality of life within Montgomery County.

Empowerment:

We are committed to empowering our members and the community to resolve problems by creating an environment that encourages solutions that address the needs of the community.



... pride in our community, pride in our department, pride in ourselves



ACKNOWLEDGEMENTS

In compiling this document, we have drawn from many sources. Every agency contacted has provided us willing and enthusiastic support. These agencies, by allowing us to use their materials, have saved us significant time and effort in developing this document. We wish to express our appreciation to the:

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- *Houston Police Department, Houston, Texas*
- *Madison Police Department, Madison, Wisconsin*
- *Portland Police Bureau, Portland, Oregon*
- *St. Petersburg Police Department, St. Petersburg, Florida*

Two individuals have been noteworthy in the support they have given us. These individuals have supplied us with numerous copies of their agency's Community Policing Transition Plan, as well as training guides and other valuable documentation. Most important of all, they have introduced us to an informal nation-wide network of individuals and agencies involved in and committed to Community Policing. We wish to express our special appreciation to Deputy Chief Dave Williams and Sergeant Dave Austin of the Portland Police Bureau.

We also wish to express our sincere appreciation to the many individuals who have shared their considerable knowledge and expertise by contributing articles for this publication.

Any questions or comments concerning this document should be directed to one of the individuals below at (301)279-1052:

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Montgomery County Police Department

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Vision Statement

The Montgomery County Police will provide the highest quality of police services by working in partnership with the Community to improve the quality of life within Montgomery County while at the same time maintaining respect for individual rights and human dignity. The Department recognizes the value and importance of its employees and will ensure that all employees are treated equitably and fairly. The Department is committed to providing its members with the quality of leadership, training and equipment necessary to perform its mission.

*Colonel Clarence Edwards, Chief of Police
Montgomery County Department of Police*

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A vision is where you are going: a plan is how you get there.

After-Shock: Helping People Through Change,
(Woodward and Buchholz; John Wiley & Sons, NY,NY, 1987)

Introduction

Purpose...

The purpose of this booklet is to acquaint our employees and citizens with the philosophy, goals and objectives of community policing. In order to successfully implement community policing in Montgomery County, it will be necessary to educate as many individuals as possible about the benefits that community policing has to offer to our department and our community. It is our belief that by working together to determine ways in which we can improve the quality of police services that our department has to offer, our employees, our community, and our County Government will all benefit significantly.

We have gathered a broad sampling of articles related to community policing for this booklet. For this, we are thankful to the many individuals and departments who have assisted us in this endeavor. However, just because an idea or technique is included here, it does not necessarily mean that our department will adopt or implement it.

In order to successfully implement community policing in Montgomery County, we felt that it was important to examine all aspects of our police department. To accomplish this arduous task, in January, 1992, Chief Edwards formed the Community Policing Steering Committee. This committee includes sworn officers, civilian employees, representatives from other County agencies, the Criminal Justice Coordinating Commission, and private citizens. The Steering Committee was tasked with the responsibility of coordinating the development of a community policing implementation plan.

In order to carefully craft this plan, an additional ten working committees were formed and have been working on the goals and objectives identified by the Steering Committee. This committee process allows for full participation by employees and citizens alike, which goes to the core of community policing. After all, we believe that those nearest to the problems we face are usually those who can best identify the proper solutions. Although this process will take time, after careful review of other police departments who are implementing community policing, we believe we are on a path that will bring long term success.

For community policing to be a long term and permanent success, it will require commitment and patience from all those involved. It will also require a well structured strategic plan. After all, community policing is really "quality policing," and an important component of total community government. We believe that we have established a solid foundation on which we can build to best address the needs of our community, our department, and our County Government.

Community policing requires a department wide philosophical commitment to involve average citizens as partners in the process of reducing and controlling the contemporary problems of crime, drugs, fear of crime and neighborhood decay, and in efforts to improve the overall quality of life in the community.

*Robert C. Trojanowicz, PhD
National Center for Community Policing
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The Value of Change

by Sergeant Robert W. Barnhouse, Montgomery County Police Department

The Department has recently embraced the philosophy of community policing. To implement this dramatic shift in the way we deliver our services, the Department has adopted a deliberate and innovative approach, tapping not only the talents of our members, but the talents and resources of the community and government as well. This philosophical change is well managed and incremental by design. This is not a simple, overnight change by any means, but is in fact a profound change in our entire organizational culture.

As to be expected with any change, there are many obstacles to overcome. The obstacles most frequently associated with the introduction of community policing are the lack of proper staffing, the lack of adequate resources, and the lack of available "uncommitted" time to allow an officer the ability to interact with the community. However, the largest obstacle to overcome may be the ***resistance to change*** itself. Surprisingly, though, the resistance to change is not all that difficult to overcome.

Change, as defined in the Webster's Dictionary, means, "*to make different...to give a different course or direction to.*" To resist change is a part of human nature. Many feel threatened by change; some view change as meaning more work, while some view the "old" way of doing things as the only way. However, there is much literature and information available today which indicates the way we currently deliver our services is not the most *effective* way to utilize our existing resources. Therefore, the change in our approach to service delivery is warranted.

The Department does recognize that change is difficult for many. To facilitate our change, the Department has employed a strategy to smooth the transition into the philosophy of community policing.

The development of our Mission Statement,

"We, the Montgomery County Department of Police, are committed to providing the highest quality of police services by empowering our members and the community to work in partnership with the goal of improving the quality of life within Montgomery County, while at the same time maintaining respect for individual rights and human dignity."

serves as a guiding force toward the accomplishment of our change. Value statements were created: *partnership, respect, integrity, dedication, and empowerment* to cause the focus essential to allowing the organization to accomplish the goals of our mission.

Additionally, the Department is currently training and educating all of its members, both sworn and non-sworn, in the philosophy of community policing. This effort provides personnel with the knowledge and understanding of the change in our service delivery. Understanding the rationale and concepts better prepares one for change. It opens our eyes to the value of change.

Finally, the Department has garnered support and participation for the development and implementation of the community policing philosophy from every level of our department. The spirit of cooperation, determination, and commitment to excellence has fostered such positive relationships and attitudes, that our department will be well served for years to come.

To become the most effective organization we can be, change is in order. The better the members of the organization are prepared for change, the easier it will become to accept change.

Let us view this exciting change with an open mind.

Research & Traditional Policing

A review of the research indicates that the traditional methods of policing have not necessarily been effective in reducing crime. The conclusions arrived at by Skolnick and Bayley are typical: a brief synopsis is presented. It is acknowledged that conflicting points of view exist within the law enforcement community.

Research indicates that:

1. Increasing the **size of the police force** does not directly relate to a decrease in the crime rate or to an increase in the proportion of crimes solved.
2. **Randomized motor patrol** neither lowers crime nor increases the chances of catching suspects.
3. **Two person patrol cars** are not more effective than one person cars in either lowering the crime rate or in catching criminals; also, they have not proven to be more safe.
4. **Saturation patrol** does not reduce crime; it merely displaces it.
5. The type of crime that **terrifies Americans the most** (muggings, rape, robbery, burglary, and homicide) is rarely encountered by police on patrol.
6. Improving **response time** on calls has no effect on the likelihood of arresting criminals or even in satisfying involved citizens.
7. **Crimes are seldom solved through criminal investigations alone!** They are usually solved because the suspects are immediately apprehended or because someone identifies them (name, license number, etc.).

Innovative organizations are exceptionally good at continually responding to change of any sort in their environment.

In Search of Excellence, (Peters and Waterman; Harper and Row, NY, NY, 1982)

"Just What is Community Policing?"

by Sergeant D.E. Bodie, Montgomery County Police Department

Recently, within the law enforcement community, we have heard a great deal about community policing. Many departments, large and small, urban and rural, municipal and county are currently practicing or are considering adopting some form of community policing.

Some members of the law enforcement community are outspoken champions of the concept; others are even more outspoken in their opposition. The largest number are neither champions nor critics. They are undecided. In many instances this indecision is due to a lack of understanding as to exactly... "Just what is Community Policing?"

Defining "community policing" is very difficult. This is because the structure, objectives, and techniques will vary with the individual community being policed. Community policing, in its purest form, is what the individual **department** and **community** agree it to be. Although we cannot give one definition of community policing which would apply to all departments and communities, we can cite several factors which all community policing programs have in common. An understanding of these factors will result in the answer to the question of... "Just what is Community Policing?" The common factors of community policing are:

- Partnership
- Empowerment
- Problem-solving
- Accountability
- Service Orientation
- Adaptability

PARTNERSHIP

Community policing is a partnership between the police and the community to work together to define crime related problems, determine their root causes and then implement solutions which will permanently reduce or eliminate these problems.

When the partnership can accomplish this, the benefits of community policing are realized. The police benefit by having ended a constantly recurring problem. The citizens benefit from an improvement in their quality of life. Those officers and community members who participated in the solution receive the self-satisfaction which results from having addressed a difficult problem and then arriving at a workable solution.

EMPOWERMENT

Empowerment includes the delegation of the authority and responsibility necessary to resolve those public safety related problems which are the targets of a community policing program. With this delegation of authority and responsibility comes access to those resources necessary to effectively implement problem solving solutions.

Empowerment needs to be discussed in relation to three groups involved with community policing. These groups are:

- The Community
- The Citizens
- Police Employees
- Government

The Community

Through our Constitution, the citizens of this country have given (empowered) the government the authority and responsibility to deliver services which will benefit the community. Community policing recognizes this fact, and empowers the community to participate in the delivery of police services. Community policing requires that the community have input into matters which effect its quality of life. Participation can include assisting the police in: defining problems areas, prioritizing problem areas, allocating resources to address problem areas, designing strategies to eliminate or reduce problem areas and implementing problem reducing strategies.

When a community is empowered, it possesses the capability and desire to address those public safety issues which degrade the quality of life within that community. An empowered community shares the responsibility to better itself. A sense of "partnership" with the police is created and strengthened. This empowered community, working in harmony with an empowered police department, can result in a situation in which the whole is greater than the sum of its parts. This "synergistic" effect can, in many instances, create enough power to overcome the effects of "detractors" to the quality of life within the community. These detractors may include disorderly juveniles, drug dealers, street crime, etc.

The Citizens

Allowing individual citizens the opportunity to have a voice in how their community will be policed will result in the police having a more accurate understanding of the needs of that community. This close interaction between the citizens and the police will also enable the citizens to better appreciate the capabilities and limitations of their department. Increased citizen involvement should eventually result in a **decrease** in calls for service.

Police Employees

Community policing recognizes the fact that most community problems can best be handled by allowing the individual beat officer the flexibility to "resolve" problems rather than just "clear the call". Employees are empowered to analyze problems and to design solutions. The single most important component of a community policing program is the individual beat officer. All other assets of the agency must focus on assisting that officer. Managers and supervisors must realize that their role is to assist officers in problem resolution. This is done by helping officers in problem analysis and resolution and by coordinating the provision of needed resources.

Government

In order to be successful, community policing needs the active support and participation of local government. Many quality of life issues will require a coordinated response between individual citizens, the community, police employees and local government. The various departments of Government need to recognize this and to empower their service providers to enable them to be able to address the needs of the community.

Methods must be devised and implemented which will allow those individuals directly providing services to meet and resolve issues. Bureaucratic policies and procedures need to be streamlined so that service delivery can become more responsive to the needs of our customers.

PROBLEM-SOLVING

In the early days of policing, the "cop on the beat" interacted with citizens to resolve problems. With the placing of officers in radio equipped cars, the "cop on the beat" was lost. Recently, law enforcement agencies across the country have experienced a dramatic increase in the number of calls for service. This has moved law enforcement even further away from a service style model of law enforcement to one which is almost entirely enforcement oriented. As a result, the police have become more reactive to crime and less proactive.

Community policing emphasizes the need for a problem-solving approach to reduce the incidence and fear of crime. In many instances, it will be more effective and efficient to spend several hours (or even several days) to thoroughly address and eliminate a problem than it will be to repeatedly dispatch cars to the same call day after day, week after week, month after month, and in some cases, year after year.

Problem-solving requires that officers be allowed to not only try the safe and proven traditional solutions, but also new, imaginative, and even unorthodox solutions. Not all solutions will be a success. With any solution there is the risk of failure.

Risk taking is a necessity in community policing. Problem-solving requires that the department not only accept "risk" but encourage it. Individuals should be commended for their successes and not chastised for their failures. Police managers and supervisors must actively encourage the taking of "calculated" risks. A current axiom in community policing is "zero risk equals zero success".

ACCOUNTABILITY

Each partner in community policing must realize that they share responsibility for its success or failure. Each partner is held responsible for clearly defined tasks.

Leadership

The Community Policing Transition Plan for the Portland Oregon Police Bureau, states that "Leadership is central to the concept of accountability". By this it is meant that a leader is responsible for all that his/her organization either does or fails to do.

For a community policing project to be successful, it must have the full support of the leaders of that agency. Leaders must not only voice their support, they must demonstrate it by their deeds and actions. Leaders, at all organizational levels, need to "walk their talk".

Community

Citizens are accountable for participating in the program. Community policing can never be successful without participation by the community. The community must inform the police and elected officials of their expectations and then hold them accountable for performance. The citizens must accept the fact that they also have a responsibility to actively participate in this process. Accountability does not just apply to government.

Police

Police are accountable for providing the organizational framework and support necessary to ensure the success of community policing. An accountable agency is characterized as having an internal and external openness which allows the community to assist in defining community problems, suggesting solutions, and in implementing those solutions.

Government

In this country, citizens elect governmental officials and then hold them accountable for their activities. Community policing is enhanced when local government not only supports the concept but when it also becomes an active participant in problem-solving. Many problems will be identified which will be outside the capacity of the police to resolve. Usually, these problems will require the involvement of other governmental agencies. A committed government can result in more efficient problem-solving. This, in turn, can result in an increase in the quality of life for its citizens. Quality of life enhancement should be one of the primary goals of any government.

SERVICE ORIENTATION

Community policing re-emphasizes the need for the police to be more conscious of their role as "Service Providers". The members of the community, both private citizens and members of the business community, finance the cost of providing police services. Unlike traditional businesses, the police usually have no competition. In most instances, the local law enforcement agency is established by legislation as the only authorized provider of police services. As a result of an increase in calls for service and a lack of competition, many agencies have lost their service orientation.

To effectively establish a community policing program, the agency must re-emphasize to its members that the agency exists solely to provide a service. It must stress that the citizens are its "customers". All programs of the agency must be evaluated to determine how customer satisfaction can be increased. Employees must be encouraged to present a professional and helpful demeanor whenever dealing with the public.

Community policing recognizes this need for a service orientation. This is demonstrated when community involvement is sought in establishing clear standards for customer service, clarifying the service expectations of the community, and evaluating the success of the agency in meeting these expectations. Success is not measured solely by arrest rates and case closures. Citizen satisfaction with the agency is the main measurement of community policing success.

Because a police agency stresses a service orientation does not mean that officers have been transformed into social workers in police cars. It does not mean that enforcement is to be abandoned as a tool of law enforcement. In many instances, traditional enforcement activities may be one of several strategies selected to eliminate the problem. In others, enforcement may be the **only** viable strategy. The key difference between enforcement in community policing and in traditional policing is that in community policing enforcement will be proactive. Enforcement activities are designed and initiated at the time and place which best serves the needs of the community.

ADAPTABILITY

Adaptability is the capacity for an organization to anticipate change and to restructure itself to be better able to provide the services needed as the result of the anticipated change. As we continue our community policing planning process, we must structure our organization so that it is able to not only anticipate changes in our society, but that it also welcomes the challenges and opportunities that change provides.

An adaptable organization is a learning organization. If we are to deliver world class service, we have to be anticipating the future needs of our customers. We cannot afford to wait until a need or crisis develops in the community before we begin to react. Our department must be proactive in dealing with the needs of the citizens of Montgomery County.

CONCLUSION

It can be said that community policing reflects both a philosophical change in police orientation and a corresponding stylistic change in how policing will be conducted. These changes are not new. In the most basic sense they represent a return to the type of policing practiced by the "cop on the beat" of past generations.

In a democratic society, the responsibility for peace keeping and law observance rests with the community, not with the police. Well-trained police are required, but their role is to supplement and aid community efforts, not to supplant them.

Patrick V. Murphy

This is Community Policing!

by Sergeant Vern Rohrbach, Portland Police Bureau

The law enforcement mission always remains the same.

Community policing is not a substitute for the law enforcement missions of apprehension and arrest, the investigation of crimes, responding to radio calls or pleas for help or anything else traditionally carried out by the police.

Community policing is a state of mind which occurs when the officer realizes that he/she does have the power to change a situation or correct a problem by means other than arrest and goes about developing a plan to solve that problem. A plan that involves not only the officer but action on the part of those most affected by the problem, the citizens.
This is community policing!

Once the officer realizes that through his/her direction or action a problem was solved through channels other than arrest, he/she is becoming part of community policing. The problem may have been handled simply by the officer pointing out a few simple facts to the neighborhood citizens on how they themselves can correct the problem.

This is community policing!

Once an arrest has been made and the guilty party packed off to jail, the officer must ask himself/herself, "Does this solve the problem?" "Or is it just another arrest in a long line of arrests for the same crime in the same place?" If the latter is true then arrest is not permanently solving the problem. One must look at why this problem exists in the first place and what can be done to stop the cause of the problem.

This is community policing!

If the problem is more than the officer can handle alone then he/she must go to the neighborhood and its citizens for help.

This is community policing!

Community policing is not the police trading in their guns or uniforms for a clipboard and a sport coat with a slogan on it. Instead they are trading in old mind-sets for new ones, ones that get the officer thinking and using the neighborhood resources and its citizens to share the responsibilities in accomplishing a specific goal.

This is community policing!

The officer has to understand that he/she is not the only answer to a solution. The neighborhood also has a responsibility to be good citizens, get involved and be productive in solving problems.

Reprinted Courtesy of the Portland Police Bureau, Portland Oregon

You can and should shape your own future. Because if you don't, someone else surely will.

Future Edge, (Joel Arthur Barker; William Morrow and Company, Inc. NY, NY, 1992)

Enforcement Is Not Dead!

by PO3 Chet Phillips, Montgomery County Police Department

I've worked in Lincoln Park for nearly five years and have seen tremendous improvement within the community. When Shift #8 started working in Lincoln Park, the area was overrun with drug dealing. It was an open air drug market and the corner grocery store was as busy as the New York Stock Exchange. Through strict enforcement, the drug dealing was forced out of the open and into the shadows. Now, with the help of some of the citizens within the community, we are constantly finding creative ways to battle problems that still plague the community.

What do most police officers think when the words "community policing" are mentioned? Most officers I've talked with think that there is going to be a shift away from enforcement and into community service oriented tasks. While it is true that knowing and working within a specific community is of vital importance, and while it is also important that we gain the trust and respect of citizens, this does not mean that enforcement is de-emphasized or lessened. In fact, it has been my experience that enforcement is enhanced. For example, from my experiences in Lincoln Park I have found that when working with a specific community, my increased knowledge becomes invaluable. I know who lives within the community and who does not. I have knowledge as to which individuals are involved in drug sales and which ones are not. Additional knowledge is gained from members of the community, who feed information to us concerning criminal activity. So active are some of these community members that they are willing to take risks to better the streets of their community.

The terminology of community policing may be new to us, but the concept is not. Shift #8 in Rockville has been using many of the concepts of community policing for the past five years. Many beat officers have been using many of the concepts throughout their whole career. The purpose of this short note is to set the record straight. Community policing and enforcement go hand in hand. If given a chance, I think that if we implement community policing, we will be better officers, better people, and better enforcers of the law.

Problem Oriented Policing

by PO3 Joan Buchan, Montgomery County Police Department

What is Problem Oriented Policing (POP), and what is its impact on the patrol officer? Two very good questions I had pondered myself.

When the idea of community policing was first introduced, rumors spread like wildfire. Included among these incorrect assumptions were: they are going to make us social workers; they won't want us to arrest criminals any more; and the list goes on.

I have to admit that I was skeptical and loaded with questions. But, after attending a POP class in February I surprisingly became a supporter of the concept. I learned that POP is just another tool available to the officer to solve a chronic or repetitive problem.

Problems can range from an alarm to an open air drug market. The difference between the two examples is the complexity of the solution. Not all the solutions will work, but that's the beauty of POP: it's flexible. It allows the officer the opportunity to re-think the problem and develop an alternative approach.

POP, to some degree, has been practiced by all of us. The only difference now is that the department is encouraging us to be innovative and imaginative in our response to the chronic or repetitive problems.

True, putting POP to work now will be difficult because of the lack of time and staffing afforded to us on the street. However, change is coming in the form of district and beat realignment to allow time for POP. Calls that TRU will handle will increase. These changes, along with several others being considered, are geared to give us the time and resources needed to perform problem oriented policing.

My recommendation to you is to be flexible and open-minded to these new ideas. Given the chance they will work.

Problem oriented policing is here to stay. Now you have to decide whether you're going to lead, follow, or be left behind. The choice is yours!

Once Again, What is Community Policing?

by Corporal Bill O'Toole, Montgomery County Police Department

Community Policing has been defined as "a partnership between the police and the community to work together to define crime related problems, determine their root causes and then implement solutions which will permanently reduce or eliminate these problems." One may wonder how to find time to do that, when most of your time is spent running from one call for service to another. A possible answer is to take a closer look at the underlying cause of the problem that created the call for service and consider ways to eliminate the need to respond again, or as often, to that same call.

Community Policing, which encompasses the concept of problem oriented policing, is as much a "philosophy" of policing as it is a set of techniques and procedures. If we are going to be successful in implementing this philosophy, then we must accept the fact that crime problems are more than just concerns of law enforcement and criminal justice agencies. We have to view crime problems as societal problems and look beyond the criminal justice system for remedies to these problems. This view is not something new, and many individual officers have been practicing it for years. What is new, however, is that police agencies nationwide are beginning to accept and adopt this philosophy throughout their departments and are encouraging problem oriented thinking from their officers.

Alright, maybe this sounds good on paper, but how does it work in practice? The methods that individual officers can use to solve problems in their beats and in specific communities are limited only by their ability to be both creative and innovative in their thinking. I'm sure all of us can think of a number of calls for service that could be reduced or eliminated by examining the root cause of the problem and looking for ways to resolve it, other than just "clearing" the call. Think about the repeat alarm calls where someone says "I don't need a backup, that goes off every night" or the calls for the disorderly youths at a certain street corner or shopping center that are repeated and require a response several times each night. Rather than just accepting the fact that a particular problem exists and then reacting to it, we should be asking ourselves why it exists. Why does a certain alarm go off every night, or why do kids congregate at a certain place every weekend? Once we understand why something happens, we can begin to consider ways to prevent it from happening again, or as often. This does not mean that we abandon the traditional police response in every situation, but rather that we enhance it by utilizing other resources available in the community, both public and private when appropriate to resolve specific problems.

During the past two years, I have watched as officers working in the Lincoln Park area have successfully applied a variation of this concept of Community Policing. By working closely with individual members of the community as well as with civic and religious groups, these officers have been able to effectively deal with many of the crime problems facing the neighborhood and have gained the support and confidence of a majority of the residents. Since not just the officers, but also a majority of the citizens are concerned about the crime problems in their community, both continue to work well

together to improve the quality of life for residents there. Traditional barriers to these cooperative efforts, such as racial or cultural differences, have mostly been bridged since the officers and residents alike have become better acquainted, largely due to the involvement of the officers in many outside activities in the community. This has allowed the residents to see police officers as individual persons, not just someone in a uniform. This is unlike most police/citizen encounters, which are usually that of stranger to stranger. In addition to these efforts in Lincoln Park, there have also been several other successful examples of community policing efforts in other police districts.

I am convinced that efforts such as those mentioned can be successful in many other neighborhoods in this county. The rewards are many, but most important among them is the satisfaction of seeing ones own efforts actually making a difference to the people in whose neighborhoods we police. In order to be effective, community policing will not require large increases in personnel or equipment, but rather just an acceptance and practice of a different way of policing.

What Community Policing "Is Not"!

We have discussed previously what community policing is. We can further increase our understanding of community policing by looking at what it "is not".

COMMUNITY POLICING IS NOT:

- *A TECHNIQUE OR PROGRAM*

It involves a customer focus embracing a **philosophy** that says we will provide high quality services.

- *A LIMITED OR SPECIALIZED STYLE OF POLICING*

It is full service policing which includes the old method of policing (traditional, call driven and reactive) plus proactive problem-solving policing.

- *FOOT PATROL OR RIDING A BIKE IN A NEIGHBORHOOD*

It is much more than just walking or cruising a neighborhood or business section. It involves an officer becoming knowledgeable with the area and familiar with the residents/business persons. It incorporates problem-solving approaches ranging from working with organized neighborhood associations to making referrals to other community resource services.

- *"SOFT ON CRIME"*

Traditional law enforcement duties continue and community policing responsibilities are **in addition to**, and **not a substitute for**, them. There will always be a need to respond to crimes in progress, investigate serious accidents, look for a lost child, etc.

- *A SPECIALIZED UNIT OR GROUP*

The concept can only be truly successful when **all** members of the department, both sworn and non-sworn, are trained, involved in and committed to the concept.

- *A TOP-DOWN APPROACH*

The concept encourages, and in fact requires, the input of all members of the department regardless of rank or assignment.

If you are not supporting the customer, you better be supporting someone who is.

Chief Tom Potter, Portland Police Bureau

Traditional vs. Community Policing Questions & Answers

Question	Traditional Policing	Community Policing
Who are the police?	A governmental agency principally responsible for law enforcement.	Police are the public and the public are the police: the police officers are those members of the public who are paid to give full-time attention to the duties of every citizen.
What is the relationship of the police force to other public service departments?	Priorities often conflict.	The police are just one department among many who are responsible for the quality of life within the community.
What is the role of the police?	Focusing on solving crimes.	A broader problem-solving approach which stresses prevention.
How is police efficiency measured?	By detection and arrest rates.	By the absence of crime and disorder.
What are the highest priorities?	Crimes that are high value (e.g. bank robberies) and those involving violence.	Whatever problems disturb the community most.
What, specifically, do the police deal with most?	Incidents.	Citizens' problems and concerns.
What determines the effectiveness of the police?	Response times.	Public cooperation and support.
How do the police view service calls?	Deal with them only if there is no real police work to do.	A vital function and a great opportunity.
What is police professionalism?	Swift and effective response to serious crime.	Keeping close to the community.
What is the essential nature of police accountability?	Highly centralized; governed by rules, regulations, and policy directives; accountable to the law.	Emphasis on local accountability to community needs.
What is the role of police headquarters?	To provide necessary rules and policy directives.	To preach organizational values.
What is the role of the press liaison department?	To keep the "heat" off operational officers so they can get the job done.	To coordinate an essential channel of communications with the community.
How do the police regard prosecutions?	As an important goal.	As just one of many possible tools.
Which kind of intelligence is the most important?	Crime intelligence (study of particular crimes or series of crimes).	Criminal intelligence (information about the activities of individuals or groups).

SOURCE: "Implementing Community Policing," Perspectives on Policing series, published by the National Institute of Justice, U.S. Department of Justice, and the Program on Criminal Justice Policy and Management, John F. Kennedy School of Government, Harvard University, November 1988.

Celebrate failure as a means to induce tries, a good try that results in some learning should be celebrated even if it fails.

In Search of Excellence, (Peters and Waterman; Harper and Row, NY, NY, 1982)

Community Policing Tenets

by Sergeant D.E. Bodie, Montgomery County Police Department

Community policing is based upon a set of six tenets. Incorporating these tenets into our daily activities is a goal for all of us. These tenets are at the heart of **all** community policing efforts. It must be remembered, however, that incorporating these tenets is a goal. Although we must always try to reach our goals, we must realize that not every goal is attainable all of the time. However, by just striving to attain our goal, we will improve the quality of life for all citizens of Montgomery County.

1. PARTNERSHIP

It is a cooperative effort involving all affected participants from government, neighborhoods, social, civic, educational and religious groups to identify, address and solve problems.

2. PROBLEM-SOLVING

The identification and analysis of criminal and disruptive behavior patterns which results in the development of methods and solutions for permanent resolution of the problem.

3. EMPOWERMENT

Creating a sense of joint ownership for reciprocal behavior, skills, and attitudes which allows members of "communities" and officers to express their concerns. Through that expression of concern, crime and the quality of life can be impacted.

4. ACCOUNTABILITY

A form of mutual checks and balances is developed which places **shared responsibility** for solving problems on citizens, police, governmental, civic and social agencies.

5. ADAPTABILITY

The capacity for an organization to anticipate change and to restructure itself to be better able to provide the services needed as a result of the anticipated change.

6. SERVICE ORIENTATION

This is expressed in the concept that the "public" is the "**customer**" and the police department is the "**service provider**."

To best serve the "customers", we must consider their needs. This goal also applies the same principles within the agency regarding the needs of its internal customers, its employees. Management must look upon employees as valued and needed assets.

To determine if we are a service oriented department, we need to ask ourselves the following questions:

- Are we easy to do business with?
- Do we keep promises?
- Do we meet the standards that we set for ourselves?
- Are we responsive to the needs of our "customers"?
- Do we **listen** or do we **tell**?
- Do we "follow up" **promptly** and **thoroughly**?
- Do we share successes, failures and information?

MOMENTS OF TRUTH

Moments of truth are those "encounters" from which the customer forms an impression as to the quality of service that is provided by the department. This impression may be based upon a phone conversation, the issuance of a traffic citation, the handling of a call, or even the physical appearance of the officer and his equipment.

CUSTOMER EXPECTATIONS

If we are concerned about the quality of service we deliver, it is very important that we consider the factors by which our service will be evaluated by our customers. Listed are some of the "expectations" which citizens have about police service.

1. ***RELIABILITY***: Accuracy and consistency
2. ***RESPONSIVENESS***: Readiness to serve promptly and efficiently
3. ***ASSURANCE***: Ability to convey trust and confidence
4. ***EMPATHY***: Understanding the needs and circumstances of the customer
5. ***TANGIBLES***: Appearance of the officers, command staff, civilians, their equipment and facilities

Benefits of Community Policing

by Lieutenant John A. King, Montgomery County Police Department

As a department we are asking individuals to participate in a change to a Community Policing Philosophy. Change is uncomfortable and resistance to that change is a natural reaction. Communicating the benefits of the proposed change to Community Policing is an important step in reducing this resistance and in gaining commitment from the individual members of the organization, the community and the department.

Benefits to the Officer:

- *Community Policing provides the officer with self-satisfaction from solving problems.*

Instead of continually running from call to call and putting a temporary quick fix on the problem, the officer can get job satisfaction from analyzing the problem and solving it.

- *Community Policing provides an opportunity to be creative and innovative.*

By empowering the officer, the department allows that officer to seek solutions that will permanently resolve a quality of life issue. This encourages the officer to use innovative and creative solutions instead of restricting her to using just traditional policing strategies.

- *It gives the officer a chance to make a "real difference."*

Most police officers chose this profession, at least in part, to help people. By employing problem-solving techniques the officer can experience the self-satisfaction which comes from helping others.

- *It gives the officer the opportunity to become familiar with more people.*

People get to know the officer as a person and not just as a nameless and faceless police officer whom they occasionally see drive by. This will result in better communications, better relations with the public and in the delivery of quality service.

- *It gives the officer the opportunity to be valued for his worth and not just for his rank.*

In a traditional police organization, an individual's worth is often judged by his rank. Not all individuals have the opportunity for advancement and some individuals may not want to become supervisors. Under community policing, the organization recognizes that the **most important individuals** in the organization are the ones who provide the service to the customer. Everyone else in the organization exists to support that person.

- *It results in a positive change in how the community views both the individual officer and the department.*

Although we have established a good reputation with our community, we must always work to keep their respect. By working in partnership with the community we can improve upon both our reputation and how the community views us as an organization and as individuals.

- *It provides for a better place to work.*

By working to improve the quality of life in the community, we also improve our work environment. Community policing also stresses the necessity for establishing a working environment which supports the efforts of the individual employee, provides her with the equipment and training necessary to do her job, and rewards her for her efforts.

To the Community:

- *It provides the community with a voice in how it will be policed.*

Traditionally, police have selected the manner and style of policing to be used in any community. Frequently this style of policing may differ from neighborhood to neighborhood. The community has no input in selecting the style of policing which will be used. Under community policing, the community works in partnership with the police to decide the style of policing which will be used within the community.

- *It provides the community with a voice in setting law enforcement priorities.*

To become a more efficient police department, we must evaluate how we prioritize our calls for service. The community should participate in this evaluation. What we as a police organization think should be a low priority call may be a higher priority to the members of the community. We must work together to formulate our enforcement priorities and be adaptable enough to change those priorities as the needs of the community change.

- *It provides a permanent resolution to recurring problems.*

Officers should "treat the illness" and not the symptoms. As a result the community will benefit by having recurring problems either permanently eliminated or reduced.

- *It provides a stronger, safer and more friendly community in which to live.*

If we actively involve the community in resolving neighborhood problems, that community will develop a sense of unity and partnership with the police. This will result in a friendlier and safer place in which to live. Our goal as police officers is to improve the quality of life in the community that we serve. "Quality of life" is a trendy touchy-feely phrase that may be overused, but it is really what we are about as a police organization.

- *It provides a better understanding of police capabilities and limitations.*

Many individuals base their expectations of police service upon what they see on TV. They may feel that we can solve the crime immediately and that if we do not it is because we are spending all our time in the donut shop. By opening ourselves to the public, we let them see the job that we do with the limited amount of resources that we have.

- *It provides for a closer working relationship with other agencies.*

Community policing requires a partnership between the community, the police and government. Many of the quality of life issues which we will address will require the assistance of other governmental service providers. Community policing will require us to work hand-in-hand with these agencies to provide a higher level of governmental service to the community. Community policing is the first step in the journey to community government!

To The Department:

- *It provides for a more efficient and effective use of department resources.*

In this time of reduced funding, our department is forced to do more with less. By becoming more efficient, we can provide a higher quality of service to the community. Under the philosophy of community policing we may reduce the types of calls for service to which we respond; however, we will provide higher quality service on those to which we do respond.

- *It enables the department to be more responsive to the needs of the community.*

By being more approachable we can open lines of communication, get a feel for what the community needs, and then adjust our service accordingly.

- *It enables the department to increase the quality and quantity of criminal intelligence.*

Most cases are solved by witnesses who decide to come forward and testify. By developing a closer relationship between the police and the community, a foundation of trust is built. As a result, more people are likely to give information to us about crime related activity in their neighborhoods.

- *It improves communications, both within the community and within the police department.*

In any organization there are breakdowns in communication. In police agencies the communication problems occur between patrol officers and detectives, between officers working different districts, and between management and line officers. If we make the beat officer the center of the community policing philosophy, we can improve our ability to communicate by channeling our information through the individual beat officer.

- *It increases citizen support for department programs and budgets.*

By opening our department and its operations to the public, we allow the community to see both the quality and amount of work that we do with our limited resources. By fostering our relationship with the citizens, we gain their support for the funding of department operations and initiatives.

10 Principles of Community Policing

The Aurora Police Department, Aurora Colorado, has developed a set of principles for community policing. These principles serve as guidelines for all community policing efforts within their agency.

Principles of Community Policing

1. It is a community-based philosophy.

The direction for police efforts comes more from listening to the community about what concerns them than from police assumptions about what the community wants.

2. It focuses on creative problem-solving.

All department employees are encouraged to look at the bigger picture to try to solve pattern or chronic problems.

3. It promotes the development of trust.

It emphasizes permanent work areas to develop trust and ownership of problems.

4. It establishes a broader role for the police officer.

Community policing emphasizes a broader role for the police officer. The officer now serves as an "ombudsman" to the community and assists them in resolving community oriented problems.

5. It stresses community involvement.

It emphasizes community participation in the problem-solving process. This means that the community must accept its responsibility to actively participate in problem-solving. It is acknowledged that the police can never be successful by working alone.

6. It is proactive and not reactive.

Community policing is a proactive, problem-solving approach to policing. It anticipates problems and prevents them from occurring or continuing.

7. It provides help where it is needed most.

It emphasizes providing assistance to those who are most vulnerable. It provides for closer contact with such groups as the poor, elderly, and juveniles as a means to better understand their needs.

8. It enhances traditional policing.

Community policing **does not** abandon traditional policing, but rather, it enhances it through interaction with the community. The police will still respond quickly to emergencies and will continue to perform traditional functions. They will also explore a wider range of responses to community problems and ask for community assistance as part of the problem-solving process.

9. It involves everyone.

It emphasizes the full involvement of **everyone** within the department. Community policing is not just a patrol oriented project: it is a change in the policing philosophy of the entire department. For community policing to be successful, everyone must be involved.

10. It personalizes police service.

It provides personalized and de-centralized police service. Officers work directly with the community they serve to identify and prioritize problems and to devise and implement problem-solving strategies.

Reprinted Courtesy of the Aurora Police Department, Aurora Colorado

What is Problem-Oriented Policing?

Problem-oriented policing is a key strategy which we can use to assist us in accomplishing our community policing mission. It encourages and guides members in the problem-solving process.

Problem-Oriented Policing:

- Focuses on problems of immediate concern to the community.
- Concentrates on eliminating the problem as its primary goal
- Encourages members to be "proactive".
- Provides a "tool" for systematic inquiry into solving problems.
- Encourages the review of data in records as well as the experiences of members "doing the job".
- Allows for the grouping of "like incidents" so they may be addressed as a common problem.
- Prevents the broad grouping of incidents so that "separate" problems can be identified.
- Encourages creativity and a broad search for solutions.
- Acknowledges that the police cannot solve all the problems of the community.
- Encourages the analysis of different responses to problems.
- Encourages "risk-taking" in the problem-solving process.

You never conquer the mountain, you only conquer yourself.

*Jim Whittaker
First American to climb Mt. Everest*

Community Policing... Not Just for the Patrol Officer!

by Lieutenant Joseph R. Price, Montgomery County Police Department

Often times it seems that community policing only deals with changes in the manner in which patrol forces operate. Nothing could be further from the truth. Community policing is a philosophical reorientation that affects service delivery from all aspects of the law enforcement agency.

As has been stated earlier, a key component of community policing is the creation of a partnership with the community. If the police are to be truly successful in responding to community needs and expectations, it will be their responsibility to interact with the public to discover what those needs are. Furthermore, it is equally important for police personnel to interact among themselves. Purposeful interaction will result in the attainment of a consensus regarding service delivery expectations.

Investigators:

The Houston Police Department has both centralized and decentralized investigators. Under their community policing concept, the centralized investigators are crime specialists and area generalists while the decentralized investigators are crime generalists and area specialists. Centralized investigators are experts for a single type of crime while decentralized investigators are experts for crime within their community. Some responsibilities of an investigator under the community policing model may be:

1. Developing a knowledge base about crime thereby becoming an expert about criminal activity within a given community.
2. Liaising with tactical crime analysts regarding the existence of crime problems and the frequency of their occurrence.
3. Becoming the neighborhood crime coordinator by tracking criminal trends, investigating and closing cases and liaising with patrol officers and the community regarding criminal activity and intelligence.
4. Assisting beat officers in conducting comprehensive initial investigations, limited follow-up investigations and case closures.
5. Conducting investigations into criminal activity within the assigned community and assisting and coordinating with other decentralized and centralized investigators.

6. Initiating or assisting in the coordination of administering, implementing and evaluating strategies designed to address problems identified within the community.
7. Structuring investigative methods to be based on the team approach that consists of the investigator, beat officer, investigator supervisor, patrol supervisor and the community.

Crime Analysis & Information Management:

Under community policing, crime analysis and information management provides a vehicle through which every member of the department can efficiently manage their own operations. In essence, the department's crime analysis and information management system serves as a communications network for each line operative within the department.

The crime analysis and information management function operates as an interactive system that aids in integrating operational efforts with identified problems through the efficient management of information. Beat officers, investigators, SAT officers, etc. have the capacity within this system to become managers of their communities. Furthermore, it becomes their responsibility to use the system to support their neighborhood needs and commitments.

Community Services Division:

Within the community policing model, it is the responsibility of the Community Services Division to provide staff guidance, assistance, and coordination to field units in the areas of crime prevention and education. The Community Services Division provides support services by serving as the repository for equipment and materials. It also is the central source for crime prevention program development, training and statistical storage and reporting. In addition to "show and tell" demonstrations designed for public education, the division can also conduct in-depth research and development to initiate new programs in response to county wide problems arising within the community.

Training Division:

It is quite evident that the Training Division will play a major role in developing and implementing training programs which will teach people new skills and help them perform old skills more proficiently. The training under this model will also require focusing on unit training as well as individual training. Unit training will be vital in assisting units in their responsibilities for addressing community problems and delivering appropriate services. In concert with unit training, individual skill training should reinforce the officer skills needed to effectively work within a unit. The myriad of training tasks needed for successful implementation will challenge both the instructor cadre and the officers of the department.

Community policing allows us to evolve as an organization in order to improve delivery of police services.

*Tom Kolby
Chief of Police
Boulder Colorado*

TQM: A Basic Part of Community Policing

by Sergeant D.E. Bodie, Montgomery County Police Department

Background

In January, 1992, County Executive Neal Potter issued his vision statement. Mr. Potter committed the Montgomery County Government to adopting the ideas and philosophy of Total Quality Management (TQM). Shortly after this, our Chief Administrative Officer, William Hussmann, issued a memorandum in which he reinforced this commitment. The Police Department, like the other departments within County Government, was placed in the position of deciding how TQM would be implemented.

Before Mr. Potter committed County Government to TQM, we, in the Police Department, had already started to develop our multi-year transition plan for implementing community policing. Since the primary goal of community policing is to improve the **quality of service** delivered to the community, it is consistent with and complements total quality management. To reach this goal, the department recognizes that it must give its customers and employees more authority and responsibility for resolving quality of life related public safety issues.

Also in January, 1992, Chief Clarence Edwards issued Headquarters Memorandum 92-3, Subject: Department Planning Process and the Community Policing Steering Committee. With this memorandum he issued his "vision" for the department. Chief Edwards' vision statement says:

*"The Montgomery County Police will provide the **highest quality of police services** by working in partnership with the community to improve the **quality of life** within Montgomery County, while at the same time maintaining respect for individual rights and human dignity. The department recognizes the value and importance of its employees and will ensure that all employees are treated equitably and fairly. The department is committed to providing its members with the **quality** of leadership, training, and equipment necessary to perform its mission."*

Chief Edwards also used this memorandum to announce the establishment of the Community Policing Steering Committee (CPSC). He appointed individuals to serve on this committee from both within and outside the department. Participants from within the department include sworn and non-sworn members representing management and labor. Chief Edwards selected individuals from outside the department to represent other governmental agencies, the business community, and civic associations. The first task accomplished by this committee was to rewrite the department's mission statement. This new mission statement commits the department to "...providing the **highest quality of police services** by empowering its members and the community to work in partnership with the goal of improving the **quality of life** within Montgomery County."

The second task accomplished by this committee was to develop a set of organizational values. This committee identified the values of pride, respect, integrity, dedication, and empowerment. These values represent the first set of formal organizational values in the history of this department. These two significant accomplishments suggest that the department has already begun to change its organizational culture to ease the adoption of TQM.

What is Total Quality Management?

We all have heard the term Total Quality Management used on many occasions. Daily we read about the quality movement or see stores on it on television. But what is total quality management? Total quality management is "*A team-oriented, continual, process improvement that emphasizes total customer satisfaction.*"¹ Although total quality initially gained popularity among manufacturing industries, many service industries now practice its concepts.

To be able to better understand TQM and relate it to community policing, we need to look at the basic tenets of TQM. These tenets are: 1) total involvement, 2) customer orientation, 3) systematic support, 4) continuous improvement and 5) measurement.

Total Involvement

Under TQM, everyone in the organization is committed to and practices TQM: it is not just the responsibility of the individuals manufacturing the product or providing the service to the customer. It is important that the individuals who make the product or provide the service participate in all decisions that effect their work life. Businesses have learned that when the individuals who have to live with a decision participate in making it, the quality of the decision is higher and the resistance to its implementation is reduced.

Although a movement to TQM can start anywhere in an organization, the best results occur when the philosophy is driven from the top of the organization down through the organization. Implementing TQM is a long term process which affects every section of the organization. The support of the organization's leadership is critical. Top management must lead the change by "walking their talk."

Customer Orientation

TQM stresses meeting the needs of the customer. Having a customer orientation will lead to customer satisfaction, which is the primary goal of TQM. TQM focused organizations are constantly surveying and meeting with their customers. This helps the organizations to learn how they can improve the quality of both their product and service delivery. Everyone recognizes that the success of the business and its future existence depends upon delivering world class quality and service.

¹ Pfeiffer, William J. "Total Quality Management", *Theories and Models in Applied Behavioral Science*, Pfeiffer & Co., San Diego, 1991

TQM recognizes there are two types of customers, external and internal. External customers are those individuals who purchase the product or service of the business. It is the external customer who provides the revenue for the business to continue operating. For example, in law enforcement we can quickly identify a complainant as one of our external customers. Others may include the states' attorney, judges, probation and parole officers, correctional officers, etc.

We also have a second customer. This customer (the internal customer) is an employee of the business who depends upon another section of the company for support in accomplishing their purpose. For example, the internal customer of the training section would be every member of the organization whom either attends training presented by the section or benefits from someone else having attended that training. To achieve TQM, the organization must place as much emphasis on meeting the needs of the internal customer as it does in meeting the needs of the external customer. By providing a higher quality of service to our internal customers, we provide them with the support they need to provide quality service to our external customers. **The most important members of the organization are those individuals who provide service to the external customers. The rest of the organization exists to support these service providers.**

Systematic Support

We often think of the term "culture" when we refer to an individual's ethnic background. However, organizations also have a culture of their own. If an organization's TQM efforts are to be successful, the philosophy and ideas of TQM must become part of that organization's culture. TQM must be reflected in everything the organization does. For example, the organization must incorporate TQM into its (1) vision statement, (2) mission statement, (3) values, (4) strategic plans, (5) policies and procedures, (6) job descriptions, (7) performance appraisal contracts (8) management philosophy and (9) employee attitudes. The organization should change its reward system to recognize and reward individuals and **teams** for their TQM efforts.

Continuous Improvement

Achieving TQM is not just the result of the organization making several major changes to its operations. It results from an emphasis on "**continuous improvement.**" Organizations do not achieve continuous improvement by making selected revolutionary changes in management techniques, manufacturing processes or service delivery procedures. Total quality results from making thousands of small improvements. Most of the ideas for these improvements do not come from efficiency experts or quality consultants. They come from suggestions submitted by **individual employees** and acted upon by management. Each small improvement is regarded as a significant step in achieving TQM.

TQM recognizes that continuous improvement is everyone's job. Each member of the organization is expected to provide suggestions on improving quality. World class quality comes about when, on a daily basis, everyone in the organization looks for a "better way" of doing business.

Measurement

Measurement is a critical part of TQM. However, the focus of this measurement is not on the individual employee's productivity; instead it is aimed at increasing the efficiency and effectiveness of the organization's **systems and procedures**. TQM recognizes that the biggest obstacles to increased employee productivity usually are inefficient systems and procedures.

TQM workers have a say in setting their goals and objectives. Experience has shown that individuals will be more committed to goals which they have helped set. Employees who are committed to their goals are more likely to meet them. Usually, after becoming empowered, workers set and exceed goals that exceed those that management would have set for them.

Total Quality and Community Policing

TQM and community policing have several basic tenets in common. Both recognize the need for having a **customer orientation** for both the external and the internal customers. Both recognize that to achieve customer satisfaction, all individuals in the organization must be **empowered to problem-solve** and then be held **accountable** for achieving **continuous improvement**.

To find out if service quality is improving, both TQM and CP depend upon **measurement and evaluation**. TQM stresses the measurement of effectiveness of the organization's systems and procedures. Community policing recognizes that the traditional forms of measurement, such as response time, crime rates, calls for service etc., do not apply under a community policing philosophy.

Customer orientation and the need for delivering quality service is a common thread that runs through both community policing and TQM. As a result, both are intertwined and cannot be separated. A department dedicated to community policing is also dedicated to total quality management. A department dedicated to TQM must also be dedicated to a community policing philosophy.

14 Ways to Kill Community Policing!

by Sergeant D.E. Bodie, Montgomery County Police Department

Changing an organization to a community policing philosophy of service delivery is a very difficult task. We have discussed how to implement community policing (CP) with representatives from many police departments, surveyed published literature on the topic, and reviewed lessons learned by corporate America on carrying out organizational change. As a result, we have compiled a list of "What not to do" when trying to implement a community policing philosophy.

1. Call your Community Policing effort a "program."

When we think of a "program" we often think of something that will last for a specified time and then be evaluated to decide if it should be continued. We also think of a program as being the responsibility of a few individuals. By labeling community policing as a program, we are telling the organization that we have doubts that it will work and that it may be ended upon future evaluation. Individuals will not want to commit to something which is temporary in nature. Many individuals will try to "wait it out," rather than change.

2. Make Community Policing the responsibility of a specific individual or unit.

This will develop an "It's not **my job** mentality." The danger of having an "Office of Community Policing" is that the members of the organization will feel that Community Policing is the sole responsibility of the specialized unit. To successfully carry out a community policing philosophy, **everyone** in the organization must accept responsibility for its implementation. If a specialized unit is placed in charge of Community Policing, that unit should be responsible for involving the **whole department** in the CP efforts. The main goal of the individual in charge of this unit should be to work himself out of a job. He does this by making CP an everyday part of the organizational culture.

3. Expect a "Quick Fix."

A transition to a Community Policing Philosophy requires a long term commitment. One sure way to kill Community Policing is to attempt to do too much too soon. The Departments who have been the most successful in Community Policing have realized that it takes a comprehensive plan, the total commitment of the organization, community and political support, and **time**. **There is no "quick fix!"**

4. Do it without the support of top management.

Community policing requires changes in all facets of the organization and its operations. The support of top management is critical in implementing a community policing philosophy. Change must be driven from the top down and top management must model the new behavior required under community policing. Executives must "walk their talk."

5. Have a few planners design the transition plan.

No matter how good a plan they may develop, it will not be the organization's and the community's plan. We achieve support for a major change by involving as many members of the organization as possible in planning the change. Employee participation will result in a higher quality plan and greater organizational commitment to that plan.

6. Keep the Politicians out of It.

Historically, due to a concern about undue political influence, law enforcement executives have been reluctant to work hand in hand with politicians. If a department is to have a successful community policing effort, it must have the support of the individuals who set governmental policy and direction and who control the purse strings. The department must involve the executive and legislative branches of government in the effort.

7. Doing too little training too soon.

To be successful, training must be given when 1) the individual is ready and 2) when the training can be used. A major mistake is delivering training to participants before they can use it in the work place. Departments must adopt a strategy of "Just in Time Training" (JITT). Under JITT, training is given to individuals when they, as individuals, will be receptive to it and when they will be able to immediately put it to use in the work place. Training which cannot be put to immediate use is quickly forgotten and indicates to the individual a lack of organizational commitment to the new way of doing things.

8. Don't have managers present the training.

A common mistake is to have the training staff deliver the community policing training. Training should be given in a top-down approach with each layer of the organization training their immediate subordinates. This approach ensures that management is knowledgeable of the philosophy, policies and procedures of community policing and communicates to the organization that CP is supported by **all** layers of management.

9. Provide only formal "classroom" training.

Classroom training is only part of the answer. Departments should extend the classroom to the work place. Supervisors and managers should coach and mentor subordinates on CP and ensure that the work place both reinforces and allows employees to apply what they have learned in the classroom.

10. Don't measure the effectiveness of your CP efforts.

What gets measured gets done. If the organization doesn't measure its progress, individuals will perceive this as a lack of commitment. Measurement provides us valuable feedback by validating our planning and operational initiatives.

11. Don't review your mission and values to see if they complement CP.

CP is a major change in a department's organizational culture. The Chief should have a "vision" which reflects the philosophy of CP. He must incorporate this vision into the department's mission statement and its organizational values. Changing and living the organization's values are the most important steps in implementing CP.

12. Don't consider customer satisfaction.

CP is based upon both the quality and types of service provided to the customer. To ensure customer satisfaction, departments need to know their customers. Members of the community must be included in the CP planning process. Departments need to develop measures of customer satisfaction and regularly monitor these.

13. Consider only customer satisfaction.

Customer satisfaction is not always the same as meeting the customers' needs. Although customer satisfaction is important, departments must also consider what the customer may need. Sometimes, customers are satisfied with the existing quality and types of service only because they are not aware of other services that are available. Adaptability, a tenet of CP, stresses anticipating customer needs. The police must be proactive.

14. Concentrate only on the external customer.

All services organizations have two types of customers, external and internal. In policing, the external customers are individuals outside the organization such as complainants, attorneys, victims, witnesses, judges, etc. Internal customers are the members of the organization itself. A quick way to kill CP is to focus only on the external customer. The organization must be as conscious of meeting the needs of its employees as it is in meeting the needs of the community. Officers **will do** community policing if management tells them to. They will **only continue to do it** if management provides them with supportive policies and procedures. We are asking the officers to do a lot; we need to give something back to them.

The employer generally gets the employees he deserves.

*Sir Walter Bilbey,
19th-century British economist*

Community Policing... Patrol Officers' Responsibilities

Under community policing, the patrol officer fills four specific roles. These are planner, community organizer, problem solver, and communicator. Additionally, the patrol officer has several other responsibilities which are "general" in nature. These are suggestions; it will be a responsibility of our working committees to develop the actual duties and responsibilities for all employees.

PLANNER:

- Work with community members to identify and analyze the principal crime and order maintenance problems within your assigned area and design strategies to address these problems.
- Identify the root causes of crime and order maintenance problems within your assigned area.
- Have a working knowledge of persons and conditions within your assigned area.
- Anticipate crime trends and make plans to break the negative patterns before they become established.

COMMUNITY ORGANIZER:

- Know the residents and merchants within your assigned area.
- Identify community organizations in your area, such as, neighborhood associations, business associations, and civic groups.
- Work with community residents to help address neighborhood problems.
- Attend and actively participate in community meetings.
- Motivate community residents to organize and assist in the implementation of problem-solving strategies.
- Involve community organizations and residents in crime prevention.

PROBLEM SOLVER:

- Make an earnest attempt to identify factors which contribute to the problems of your community.

- Devise strategies to deal with the root causes of crime and order maintenance problems in your community.
- Employ other departmental employees (sworn and non-sworn), as well as public and private agencies, in devising and implementing problem-solving strategies.
- Locate and organize the resources needed to implement solutions.
- Employ problem-solving techniques to produce innovative solutions.
- Monitor involvement by non-departmental resources and follow through to ensure satisfactory results.

COMMUNICATOR:

- Provide the department with information about problem conditions and locations; suggest and implement solutions.
- Establish two way communications. Be an information source to citizens regarding crime problems and solutions. Encourage them to reciprocate with neighborhood information.
- Share information with other departmental members.
- Work closely with your neighborhood associations and the station crime prevention officer.

GENERAL PERFORMANCE:

- Become involved in programs and activities within your district.
- Work with the community to devise special programs to improve the quality of life within Montgomery County.
- Promote crime prevention.
- Attempt to maintain a clean district. Notify the abandoned vehicle specialist of all abandoned cars. Address other issues which negatively impact the quality of life.
- Work cooperatively with other officers.
- Treat others as you wish to be treated.
- Be a good listener.
- Be willing to accept learning as a goal.

Community Policing... Sergeants' Responsibilities

As the first-line supervisor, the shift sergeant is critical to promoting community policing. We have separated the first-line supervisors' responsibilities into six areas: encouraging creative thinking, customer orientation, problem-solving, analysis and supervision, recognition and scheduling.

ENCOURAGE CREATIVE THINKING:

- Encourage risk taking. **Take risks yourself!**
- Encourage members to think in terms of problem-solving as a primary unit of work.
- Encourage "accountable creativity".
- Encourage a shift in emphasis from short term quantity to long term quality.
- Develop a team approach.
- Encourage members to look beyond traditional responses and to challenge the status quo.
- Be willing to evaluate and improve your performance.
- Be able to trust your subordinates.
- Be able to generate the trust of your subordinates.

CUSTOMER ORIENTATION:

- Know your customers.
- Seek employees' input; provide feedback on how it was used.
- Strive to develop mutual respect and trust among employees.
- Get to know residents and merchants; use the contacts to learn about community concerns and perceptions of officer performance.
- Encourage your subordinates to strive for continuous improvement in service delivery.

PROBLEM-SOLVING:

- Be a fixer and improver.
- Troubleshoot the system. Remove obstacles.
- Encourage problem-solving and neighborhood involvement.
- Discuss solutions with members regarding community policing problems.
- Review problem-solving progress with members.
- Learn where to find resources needed by the patrol officer. Assist the patrol officer in obtaining these resources.
- Be a good listener.

ANALYSIS & SUPERVISION:

- Know the roles of patrol officers and non-sworn employees and assist them with their responsibilities.
- Be the principal link between the unit and the district command staff.
- Shield patrol officers from any pressure to rely on traditional policing methods.
- Give your subordinates the freedom to be creative.
- Help identify problems within your area of responsibility which require a "community policing" solution.
- Develop your coaching skills.
- Develop a close familiarity with the work your subordinates are performing. Aid the patrol officers in their problem-solving process.
- Be able to challenge ideas and issues instead of people.
- Provide your subordinates with timely feedback.
- **Model the behavior we are seeking!**

RECOGNITION:

- Encourage and praise your subordinates' efforts.
- Celebrate successes; do not chastise failures.
- Provide incentives to encourage **team oriented** community policing.
- Reinforce community policing through evaluations, awards and commendations.
- Identify community policing successes and talk about them.
- Work with citizen groups to provide a mechanism for them to recognize those members of the department who are providing exemplary service.

SCHEDULING:

- Encourage your subordinates to plan ahead, as much as possible, their community policing efforts.
- Ensure that your subordinates have adequate resources to support their efforts.
- Try to find "work-load reduction strategies" to give your officers more time to devote to community policing.
- Analyze productivity and assist your officers in time management.

Searching out challenging opportunities enables change, growth, innovation and improvements.

The Leadership Challenge, (Kouzes and Posner; Jossey-Bass Inc. 1987)

Community Policing... Lieutenants' Responsibilities

Lieutenants are the "first-line managers" of community policing. They must be supportive of its concepts and philosophy in order for it to succeed. Patrol officers and sergeants will come to the lieutenants for assistance in obtaining the resources necessary to implement problem-solving strategies. It is the lieutenants duty to locate these resources and obtain them for the officers. In the case of competing requests for the same resources, the lieutenants will either have to prioritize the use of these resources or seek ways to obtain additional resources.

Responsibilities:

- Know the roles of supervisors, officers and non-sworn members and assist them in filling these roles.
- Support the district community policing plan and ensure that it is implemented.
- Update all members regarding community policing issues.
- Seek out opportunities to recognize community policing successes.
- Update the command staff regarding the progress of implemented programs.
- Be willing to evaluate and improve your performance.
- Encourage problem-solving and neighborhood involvement by **all** employees.
- Seek employees' input and provide feedback on how it was used.
- Strive to develop mutual respect and trust among employees.
- Have a customer orientation towards **citizens** and **employees**. Be visible and accessible.
- Encourage risk taking by your subordinates. **Take risks yourself!**
- Promote community policing as a **team** effort.
- Treat employees as you would like to be treated.
- Think of your supervisors as part of the management team.
- Take corrective action quickly to solve operational and personnel problems.

- Be knowledgeable as to where resources can be obtained and the procedures for obtaining them.
- **Model the behavior we are seeking!**

Community Policing... District Commanders' Responsibilities

District commanders are responsible for setting the proper managerial atmosphere necessary for the success of community policing. It is very important that district commanders remember that their subordinates will gauge the department's commitment to community policing by the **actions**, and not just the **words**, of the command staff.

Responsibilities:

- Know the roles of managers, supervisors, officers and non-sworn members and assist them in filling these roles.
- Champion the department and promote organizational goals.
- Evaluate the performance of your district based upon community policing success factors. De-emphasize traditional indicators of performance which stress quantity and not quality.
- Encourage and praise your subordinates' efforts and successes.
- Encourage risk taking by your subordinates. **Take risks yourself!**
- Be visible and accessible to employees and citizens.
- Encourage problem-solving and neighborhood involvement.
- Modify structure to meet objectives.
- Seek employees' input. Provide feedback on how it was used.
- Be willing to evaluate and improve your performance.
- Have a customer orientation towards your employees and citizens.
- Know your personnel. Strive to develop mutual trust and respect.
- Explain expectations and goals to your personnel.
- Deal with your personnel honestly, equally and fairly as partners in this profession.
- Take corrective action quickly to solve operational and personnel problems.

- Continuously evaluate your operation and take appropriate actions to improve operating efficiency, cost effectiveness and service delivery.
- As much as possible, involve the community and other governmental agencies in solving community safety and liveability problems.
- Foster open communications and a partnership attitude between members of the department and the community.
- Demonstrate the community/police partnership in problem-solving by your involvement and personal example.
- Try to find "work-load reduction strategies" to give your personnel more time to devote to community policing.
- Assist your personnel in obtaining the necessary resources to support community policing efforts.
- **Model the behavior we are seeking!**

Community Policing... Non-Sworn Members Responsibilities

Community policing is not just a "patrol" oriented philosophy. It is a fundamental change in the policing philosophy of the entire department. In order to achieve our community policing goals, we will need the assistance of **all** departmental members, both sworn and non-sworn. Presently, we have many non-sworn members serving on the various working committees required to implement community policing. We welcome the participation and input of even more.

Responsibilities:

- Support and promote the concept of community policing within the department and the community.
- Champion the department and promote organizational pride.
- Be knowledgeable of community policing philosophy, goals and programs.
- Consider yourself as a valued part of the community policing team.
- Know the resources available within the department and county government.
- Know the resources available within the community.
- Locate and organize resources required to implement solutions.
- Adopt a customer service approach to performing your duties.
- Identify, analyze and develop strategies to address problems encountered in your working environment.
- Work with all employees and citizens to solve community problems.
- Use problem-solving techniques to create innovative solutions.
- Share information with other members of the department.
- Monitor involvement by non-departmental resources and follow through to ensure satisfactory results.
- If it is necessary to refer the customer, make the **first** referral the **correct** referral.

- Be willing to evaluate and improve your performance.
- **Model the behavior we are seeking!**

Twelve Principles of Quality Leadership

The Madison Police Department, Madison Wisconsin, has developed a set of twelve principles of leadership. It is not unusual that they have these leadership principles; many departments do. What is unique about their leadership principles, is that they have been structured to reflect leadership in a department committed both philosophically and operationally to community policing.

Principles of Leadership:

1. Believe in, foster and support **teamwork**.
2. Be committed to the **problem-solving process**. Use it and let **data**, not emotions, drive decisions.
3. Seek employee **input** before you make key decisions.
4. Believe that the best way to improve the quality of work or service is to **ask** and **listen** to employees who are doing the work.
5. Strive to develop mutual **trust** and **respect** among employees.
6. Have a **customer** orientation and focus towards both employees and citizens.
7. Manage the behavior of the 95% of your employees who are good employees; not the 5% who cause problems. Deal with this 5% promptly and fairly.
8. **Improve systems** and examine processes before blaming people.
9. Avoid "**top-down**", power-oriented decision making whenever possible.
10. Encourage **creativity** through **risk-taking** and be tolerant of honest mistakes.
11. Be a **facilitator** and a **coach**. Develop an **open** atmosphere that encourages both providing and accepting **feedback**.
12. Using teamwork, develop with employees agreed upon **goals** and a **plan** to achieve them.

Reprinted Courtesy of the Madison Police Department, Madison Wisconsin

A police department that has a proactive organizational climate will reward its employees for initiative, innovation, citizen involvement and consensus building in problem resolution.

Portland Police Bureau

Community Policing Success Factors

Traditional methods of evaluating the efficiency and effectiveness of police service are not applicable to community policing. The Portland Police Bureau has developed twelve "Success Factors" which they use to measure their performance. These success factors have been designed to complement the philosophy, goals and objectives of community policing.

Portland's Success Factors:

1. Community/Neighborhood Livability:

Citizens perceive that community and neighborhood livability is good or significantly improved.

2. Citizen Empowerment:

Citizens perceive that they are empowered to set priorities for police activities in their neighborhoods and the community and to participate with the police in problem-solving.

3. Citizen Satisfaction:

Citizen satisfaction with services provided by the Police Bureau is high or is significantly higher than before.

4. Fear of Crime:

Citizens perceive that the fear of crime in the neighborhood and the community is not significant or is significantly reduced.

5. Incidence of Crime:

Citizens perceive that the incidence of crimes which are of greatest concern to their neighborhood and community is significantly reduced.

6. Problem-Solving:

More time is spent by officers on **proactive** problem-solving activities.

7. Employee Empowerment:

Police Bureau employees perceive that they are empowered to use their initiative and resources to solve problems with a minimum of **managerial** restraints.

8. Job Satisfaction:

Police Bureau personnel are showing increased job satisfaction.

9. Officer Safety:

Police Officers are experiencing fewer and less severe line-of-duty injuries and feel safer.

10. Long Term Stability:

The Police Bureau is enjoying ongoing support from the Community and City Government for its programs and budgets.

11. City Bureau Support:

City Bureaus, outside of the Police Bureau, are demonstrating a willingness to support and to participate in community policing.

12. Interagency Coordination:

Better coordination and allocation of responsibilities among social, criminal justice, and other service agencies to prevent and solve community public safety problems is being realized.

Reprinted Courtesy of the Portland Police Bureau, Portland Oregon

Community Policing- Where Do We Go From Here ?

by Lieutenant Palmer D. Wilson, Montgomery County Police Department

Alice: Which way should I go?

Cat: That depends on where you are going.

Alice: I don't know where I'm going!

Cat: Then it doesn't matter which way you go!

Through the Looking-Glass, Lewis Carroll, 1872

Now that we have reviewed the concepts and principles of community policing, it's natural to ask what's next. This document has focused on that which has been learned by the many agencies currently practicing community policing. The purpose of this booklet is to provide you with a source document which can be used to build a foundation to understand the concepts of community policing. From this understanding, a decision can then be made about its worth, the form it should take and how it should be implemented. Clearly, implementation without department wide input, would be doomed to failure.

The Philosophy...

What we have seen in our review is an increasing acceptance of community policing concepts throughout the country. In studying the efforts of the agencies referenced (as well as numerous others), a persistent theme evolved- community policing is based upon an open and on-going partnership between the police and the community, coupled with two major principles, a closeness to the customer and an abiding respect for the value of employees. What is also evident is that nowhere has this partnership weakened the ability of the police to enforce the law, close cases or make arrests. In fact the contrary is true. Enforcement efforts are enhanced because they now represent the collective will of the community. This is because these departments developed their mission statement, goals and objectives with open and active participation of their respective communities. The results are therefore mutually acceptable and beneficial to both partners.

Some critics complain that community policing has not reduced crime. The fact is that it's probably too early to tell if this is the case. Initial statistics from the Houston Police Department (which was one of the early practitioners of the concept) do not indicate noticeable reductions in reported crimes or arrests; in some cases they reflect slight increases. However, caution should be used when attempting to evaluate the effectiveness of community policing purely on crime statistics (especially Houston, where the concept is only in operation within one precinct and many external factors have affected overall police efficiency), as other factors may prove to be more important.

Other criteria may provide a more accurate measurement of the success of a community policing program; specifically, the public's perception of crime and the quality of life. If the efforts of a community policing program result in a reduced fear level coupled with improvements to the quality of life, then one can make a case for program success. The practitioners of the concept are currently reviewing methods to assess these intangibles in order to better evaluate effectiveness.

Community policing has resulted in a reduced reliance on response times as an indicator of police effectiveness. Agencies have been able to divert resources previously allocated to answering calls for service to problem-solving activities in support of the community. This, in turn, has lessened the reliance on raw numbers (tickets, reports, and arrests) as a means of evaluating police productivity and efficiency. Again, the primary benefit is more time for the police to interact with the community, the agency's **customer**.

An essential ingredient of community policing is a change in the service philosophy of the police agency, complimented by a revised, and in most cases, reduced expectation level of the public. In the past, the police have responded to each and every call for service or concern of the public with a "can do" or "we will do what we can" attitude. The public, in turn, has come to rely on the police as a "do-all" agency, always available to respond to any call for service even though the call may not be the primary responsibility of the police. Governments have encouraged this attitude by failing to require other service providers to be available to meet service demands on a 24 hour basis.

This has made the police officer a virtual prisoner of the radio car and 911. Recent evaluations of this situation indicate that the police have become call takers and report writers who only periodically emerge from their vehicles to address immediate problems. They then return to the vehicle to await the next dispatched radio call. This situation has, to some degree, fostered a "**we-them**" syndrome that has further separated the police from the people they serve. Community policing attempts to break this trend and return the police to a closer alliance with their customer, the public.

It is the importance of the customer that permeates community policing wherever it is practiced. The concept of the importance of the customer was most clearly expressed to the general public by Tom Peters and Bob Waterman in a 1982 best seller entitled In Search of Excellence (Harper and Row, NY). The authors have summarized the results of several years studying large, successful corporations in an effort to determine what made them so successful. The book identified eight basic concepts that were keystones of each and every one of these corporations. These concepts ranged from a need to be close to the customer to productivity through people; both are essential elements of community policing.

Since the police are a governmental agency we tend not to think in terms of "profit margins" or on "returns on stockholder's equity", even though we clearly have a significant "customer" base in the community. In fact, since we do not produce tangible goods, service is really all that we have to offer. Despite the fact that we essentially provide this service to a "captive audience", we still need to recognize the need for "quality, service and reliability" in all of our contacts with the community. Unfortunately,

lack of contact, along with the rotation of officers by time and beat; has perpetuated an absence of close, face-to-face customer relations. Community policing attempts to reverse this trend by re-emphasizing the need for close contact with the service public.

The second half of the community policing equation is a recognition of the importance of the employee. Police agencies haven't paid much attention to this area for quite a while. Since we have no means to evaluate employee effectiveness through customer satisfaction, we have relied upon items like reports written, tickets issued and arrests made to evaluate employees. We have never looked at problem-solving or citizen satisfaction to measure employee effectiveness. In each of the successful companies reviewed by Peters and Waterman (ibid), there was almost a reverence for the employee and his contribution. These companies nurtured employee experimentation and risk taking; rewarding both the failures (as at least tries) and the successes. Each company developed leaders by encouraging competition while at the same time not neglecting the importance of teamwork. Ultimately this partnership resulted in the success of both the product and the corporation. In essence, each was actively engaged in concepts that supported corporate goals, yet also paralleled basic principles of community policing. Much can be learned by police agencies from these experiences in corporate America.

Why spend so much time on these concepts? Because they are central to the success of any community policing program. Agencies experimenting with community policing are finding that respect for the employee is just as important as the interaction with the community. It is this employee who represents the organization at the level where problem-solving, risk taking and decisive action takes place. Overall, the record of police agencies in developing and managing employees has not been stellar. If it were, dissatisfaction levels would not be as high as they are in many agencies and less time would be spent on responding to grievances.

Under community policing, the employee is a critical member of the company team. The department not only provides the tools to accomplish the mission, but also respects and seeks the employee's input to the solution of the problem. It recognizes him or her as a valuable asset. To win that employee's support, the agency must treat him fairly, handle complaints and grievances rapidly and impartially, and most of all, consider him to be a part of the solution and not part of the problem. Once this bond of trust is achieved, the agency can turn its efforts toward new service programs for the customer.

The Next Step...

Thus, community policing will mean changes for the department in its organization, philosophy and operational methods. Such a change must be carefully planned and implemented; it must also have the active participation and support of its members. We are now in the process of developing the plan to implement Community Policing in Montgomery County. To do this, several committees have been created to help develop this plan.

These committees are:

- Employee Development
- Media, Education & Information Referral
- Recruiting & Training
- Workload Analysis
- Operations
- Organizational Structure
- Governmental Coordination, Legal and Legislative
- Technology Development
- Advisory Committee for Community Diversity
- Investigative Services Advisory Committee

These committees will work under the umbrella of the community policing Steering Committee, which will be responsible for program coordination and the planning agenda. Based upon the committee reports, the Steering Committee will develop and present to the Chief our implementation plan.

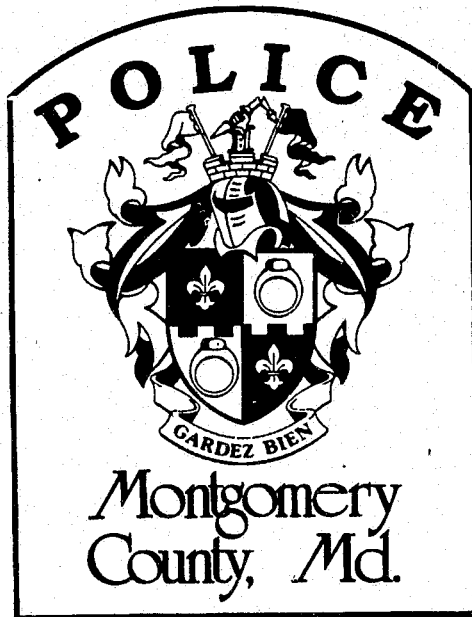
Public meetings have been held to both educate the public on the concept, as well to provide them the opportunity to identify their goals and priorities for the department. This input, along with that of department members, has resulted in a new mission statement for the department, which stresses customer orientation and the importance of the employee.

Our implementation plan will include funding needs and will eventually be submitted to both the County Executive and the Council, especially as it pertains to those areas which will require additional funds and are multiyear in impact. Any implementation of community policing will, in all probability, be multiyear and, while there may be some initial Community Policing prototypes in limited areas of the county, it will eventually be adopted department-wide. Community policing is not one project or set of words, but rather, a way of doing business on a daily basis and one which demands the support of all levels of the department. It must be the central philosophy of all departmental operations in order to succeed.

Once this strategic plan is approved, yearly implementation strategies will be developed and published as unit goals and objectives. These will become the subject of evaluation at the end of their initial period and changes made as required. Throughout this long and short range planning process, employee and citizen input is critical to program efficiency and accomplishment of goals. It means significant changes in the way that we view our job, our responsibilities and our interactions with the public. However, the rewards are many and are readily visible.

In summation, community policing presents a massive challenge to all of us, as well as the community in general. But the results will more than compensate for the efforts.





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