



**POLICE DEPARTMENT  
CITY OF NEW YORK**

**● COMMUNITY POLICING  
GUIDEBOOK**



**●**  
**LEE P. BROWN  
POLICE COMMISSIONER**

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# **COMMUNITY POLICING GUIDEBOOK**

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To Members of the Service:

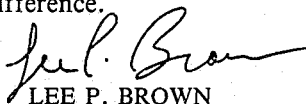
Community policing is a working partnership between you and the public to prevent crime, arrest offenders, find solutions to recurring problems and to enhance the quality of life. It is the dominant managerial and operational philosophy of the New York City Police Department.

The traditional expectations of policing have changed. In addition to responding to radio runs, writing summonses, and fulfilling the customary obligations of police officers, we are also expected to work with the community to identify problems and potential solutions.

Community policing is a smarter way to fight crime. As a logical outgrowth of strategies that were pioneered in New York City, including the original cop on the beat, Neighborhood Police Teams, and Community Patrol Officer Program (CPOP), community policing is designed to fully utilize the resources of the Police Department, as well as other public and private agencies.

Community policing has the potential to improve the quality of life in neighborhoods throughout the city. It holds the promise of whole neighborhoods better served by the police, and police officers better supported by the community and the Police Department.

I want to thank you for the work you do each day on behalf of the Police Department and the people of New York City. Working together, we can make a difference.



LEE P. BROWN  
POLICE COMMISSIONER

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## OVERVIEW OF COMMUNITY POLICING

In 1984, the Department implemented the Community Police Officer Program (CPOP). The CPOP program was based on the belief that regular and meaningful contact between the police and the community must be established to effectively address the conditions that create fear and lower the quality of life in neighborhoods. Through this program, the Department has worked to reduce the fear of crime by responding to specific community and neighborhood problems and increasing community involvement in policing activities. The implementation of CPOP was the first phase in the development and implementation of Community Policing in the Department.

As good as it was, CPOP was a programmatic approach, limited in the number of officers involved and people served. In addition, CPOP was primarily viewed as a foot patrol program that involved a small number of members of the Department. Community Policing, on the other hand, involves every member of the Department—patrol as well as specialized units, civilian as well as uniformed employees.

The efforts of all members of the service will be focused on working with the community to solve neighborhood problems. The Department has left the program stage and is committed to fully integrating Community Policing as the means of carrying out its mission.

To accomplish the transformation of the Department from the incident driven agency it has become,

to the community problem solving agency of tomorrow, the Department conducted an exhaustive self-examination. While this examination provided valuable insight into how the Department can successfully implement Community Policing, it also highlighted a number of organizational changes that must be made.

One of the first changes made was the adoption and publication of an explicit statement of values. The Department has always had values, but the new set of values was developed to emphasize responsibility to the community and concern for the quality of police service. The values are:

In partnership with the community, we pledge to:

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

The philosophy of Community Policing is based on the concept that only by joining in partnership with the citizens of New York can we achieve our common goal of reducing crime and random violence. It is a cooperative effort involving all affected participants from neighborhood, government, social, civic, business, educational and religious groups. The community will be afforded legitimate opportunities to help decide how their neighborhoods are policed. Such citizen involvement is not just encouraged, but is essential because of

the vast amount of information that citizens possess which the police can use to prevent and solve crime.

With power sharing comes shared responsibility. Involving the community in the fight against crime and social decay gives people responsibility for what happens in their neighborhood. They will realize the police alone cannot solve crime problems. The residents themselves must play an active role in the crime fighting effort. Officers will be responsible for knowing the quality of life issues and crime problems of the neighborhoods they patrol. In essence, officers will be accessible to the community and will report back to the public as to their progress and accomplishments. Such sharing of responsibility fosters mutual trust and support.

Community Policing is not a revolution, but rather an evolution. It is a strategy which builds on the strengths, and discards the weaknesses of our traditional method of policing. Community Policing also takes advantage of the vast amount of research and experimentation that has been conducted in the area of law enforcement.

Community Policing is not a wholesale rejection of what the New York City Police Department has been doing for the past twenty years, but rather a logical progression, based on the changing needs of society. Those aspects of traditional policing which have been successful will be retained and built upon—fair and impartial application of the law, sophisticated tactical and professional skills, lack of undue political influence, rapid response to emergency situations, an essentially corruption free environment, etc.



Community Policing responsibilities will be an addition to, not a substitute for traditional law enforcement duties. We will obviously continue to expeditiously respond to emergencies, effect arrests and issue summonses as necessary. Under Community Policing we will, however, explore a wider range of responses to community problems and ask for community assistance as part of this process.

To accomplish this, New York City police officers will be trained in such necessary skills as crime analysis, situation analysis, communication, community organization, crisis intervention, and crime prevention. In addition, they will be trained to work with other public and private agencies to address a wide range of crime, public safety and quality of life concerns. Officers will also be afforded more discretion in an effort to stimulate their creativity in the solving of community problems.

Community Policing is not a separate program or specialized unit within the Department. The Department will no longer form a unit to deal with each special condition. To promote greater efficiency and maintain a high level of uniformed presence on patrol, specialization will occur only when it becomes necessary to address a borough-wide or city-wide problem.

Another major change that will take place under Community Policing involves the 911 system. The misuse of 911 turned this Department into a primarily reactive police agency, responding to most incidents after they have occurred. Officers simply do not have the time to solve the problems which lead to 911 calls since a large percentage of the public

use 911 as their primary access to all government services, and not just for true emergencies.

Research indicates that 911 is used in proportion to the police department's ability or willingness to respond. As a result, the Department will seek to de-market 911 by educating citizens to only use it for actual emergencies — its intended purpose. All other calls for assistance will be handled by a separate bank of operators at our communications center. They will refer non-emergency calls to the local precinct or proper city agency concerned.

Officers engaging in problem solving policing will assist in the reduction of 911 calls. Their familiarity with the people and problems on their beat, combined with community support in addressing conditions that cause repeat calls for service, should reduce 911 calls. In addition, the precinct officer will identify those locations on his/her beat which utilize a disproportionate amount of 911 service. The officer will then determine the underlying causes and use the necessary discretionary authority to solve the problem. Consequently, 911 calls for service should decline, with non-emergencies receiving appropriate attention. This will help assure rapid response for situations which warrant it.

Officers assigned to neighborhood beats/sectors will assume the responsibility for knowing where illegal activities, including corruption, exist. Just as precinct commanders are now held accountable, beat/sector officers will also be held accountable. This will require regular reporting on the "state of the beat/sector" by each officer assigned there. The Department's emphasis on values and its

organizational commitment to integrity are also critical elements in the defense against corruption. Furthermore, the Department will maintain its current corruption resistance and control procedures which have been quite successful in the past.

Community Policing will be beneficial to members of the Department as well as to the community. Police officers will work steady tours, and be assigned to steady sectors, beats and posts. They will enjoy a proprietary interest in their assignments, consistent with Department values. Officers resolving neighborhood problems within a reasonable amount of time will be able to see the results of their efforts. Because officers will be given the opportunity to be creative and see the end product of their work, Community Policing will increase job satisfaction through job enrichment. Finally, the reduction of 911 calls and the lessening of the pressure involved in responding to numerous assignments will reduce the stress of police work.

The New York City Police Department is now entering a new and exciting era of policing designed to reclaim the streets for the law abiding citizens of this city by empowering and encouraging both the police officers and community residents. All members of the service are an integral part of the success of Community Policing.

## QUESTIONS AND ANSWERS

### **What Is Community Policing?**

Community policing is a working partnership between the police and law-abiding public to prevent crime, arrest offenders, find solutions to problems and enhance the quality of life.

### **What is Problem Solving Policing?**

Problem solving is the standard way members of the service are expected to respond to community concerns. Problem solving is a major component of Community Policing. It seeks to identify problems unique to the community, gather and analyze all relevant information and develop immediate and long-term solutions. The problem may or may not be a criminal one. It may simply be an annoyance detrimental to the quality of life. Rather than viewing such problems as separate incidents requiring a police response, problem solving focuses on the underlying causes of these problems and carefully analyzes their past history in an effort to develop solutions. The use of non-police resources is a key technique used in problem solving policing. Through every stage of the problem solving process—problem identification, information gathering, solution development, implementation, and evaluation—officers will act as a liaison between the community and other public and private agencies.

### **Why is Community Policing Necessary?**

Hundreds of thousands of arrests are made

annually in New York City and a fraction of them have filled our prisons to capacity and beyond. Still crime has continued to increase as has fear of crime. Two decades of research has shown that the random, preventive patrol that characterizes traditional policing is simply not the best method of policing. In short, random patrol produces random results. Furthermore, research has shown that foot patrols make citizens feel safer, but improving response time has little effect on the likelihood of arresting criminals or even satisfying crime victims. Community Policing builds upon the best aspects of our traditional policing style. It is a logical outgrowth of previous strategies, such as CPOP and Neighborhood Police Teams, and the tremendous amount of research conducted in the law enforcement field. The public's overutilization and dependence on the 911 system for solving all of their problems turned the Department into an incident driven agency. Community Policing will reverse this trend and allow us to address the problems which would cause a citizen to call 911 and prevent their recurrence.

### **What is the Difference Between Community Policing and "CPOP"?**

As previously mentioned, the Community Patrol Officer Program (CPOP) was a programmatic approach to problem solving policing that involved only a limited number of police officers. The Department has moved from the program stage to making Community Policing the philosophy and practice of the entire Department. All members of the Department—including detectives, members of specialized units, and civilians—will support the problem solving efforts of the beat cop, as well as

solve problems themselves. Finally, Community Policing will empower officers and their supervisors to identify and solve neighborhood problems in partnership with the community to a greater extent than CPOP.

### **Is Community Policing Soft on Crime?**

Absolutely not. Law enforcement is a critical component of the Community Policing effort. Community Policing is tougher on crime than traditional policing because it is "smarter." A good community police officer will make more quality arrests than a traditional police officer because he/she will get more information and assistance from the community. Under Community Policing, locations and suspects that contribute to neighborhood problems will be specifically targeted. In cases where arrests do not solve the problem, additional corrective measures will be employed. For example, eviction proceedings against drug dealers, target hardening and other preventive efforts will be used as strategies to address crime.

### **How Will Community Policing Benefit Police Officers?**

Police officers will be able to use their own ingenuity and creativity in their work. This will enrich their jobs and make them more satisfying. Officers will learn new skills and be able to fully develop skills already possessed. Police officers will be assigned to steady beats or sectors, so they can maintain day-to-day contact with merchants and community residents and become totally familiar with their neighborhood's concerns and assets. As a result of this interaction, understanding and trust will be

cultivated between police officers and the community. Community Policing will afford officers the opportunity to see the end result of their efforts and therefore enhance their job satisfaction.

### **How Will Officers be Rewarded Under the Community Policing Concept?**

Departmental recognition in the form of certificates, breast bars and medal ceremonies will include new categories for excellence in Community Policing skills. An applicant's community policing efforts will be a major determinant for discretionary assignments and transfers. Promotion examinations will test each candidate's knowledge, skills and abilities in Community Policing. Finally, there are the intrinsic rewards that all professional police officers share when they improve the quality of life for themselves and the communities they serve.

### **How Will Individual Performance be Evaluated Under Community Policing?**

Individual performance will be measured by monthly activity reports and a new, totally revised annual performance evaluation. All police officers will have the opportunity to demonstrate their involvement with the community by preparing monthly reports on beat/sector conditions and summary action taken to address specific problems. A revised Police Officers Evaluation Guide has been prepared to align evaluations with the concepts of Community Policing. New standards to measure community policing and problem solving skills (e.g., "problem recognition", "innovativeness") are included in the evaluation process. The evaluation process for

supervisors and civilian employees will soon be revised to reflect Community Policing.

### **What Will be the Role of Civilian Employees in Community Policing?**

Community Policing is the responsibility of all members of the service—civilian as well as uniformed. Because civilian members of the Department have daily contact with the community in the station houses and other Department facilities, they play a big role in a critical component of the plan—improved customer service. Police-community interaction in the station house, as well as the field, will be marked by friendly and helpful service. It is designed to provide flexible responses to make the system work.

### **Is Community Policing Social Work?**

Community policing and social work are not synonymous. Social work usually involves a long-term relationship between client and social worker designed to improve the overall socio-economic welfare of the client. By contrast, community policing is problem focused and designed to improve quality of life in the entire community. In many cases, social problems are the primary causes of crime. Police officers cannot ignore this and must focus on problems from the citizen's point of view. Frequently, the concerns of citizens are not what the police perceive them to be. Many citizens are confronted on a daily basis with quality of life issues such as abandoned cars, loud noises, and rowdy teenagers. Police officers who have mainly experienced a 911-driven emergency response workload



often fail to see the debilitating effect of these conditions on the community. The role of police officers will expand to address these seemingly "non-police" problems. This expanded role, however, does not come close to equating community policing and social work.

### **Will Community Policing Contribute to Corruption?**

For corruption to exist, there must be a culture ripe for its development. Community policing emphasizes police professionalism, expanded decision-making authority, trust in officers' sound judgement and good intentions and officers' accountability to law-abiding citizens. These tenets do not provide an environment for corruption. Furthermore, the Department's existing anti-corruption practices are still effective and will remain in place.

### **What Specialty Units are Going to be Eliminated Under Community Policing?**

Community policing will limit specialization throughout the Department. Beat/sector officers will be trained as generalists to absorb some of the following functions currently performed by precinct specialists: highway safety, latent prints, crime prevention, and warrants. Anti-crime and special narcotics enforcement units will become part of the problem solving process and will be deployed as needed to address problems. In addition, some administrative, specialized and investigative positions will be eliminated or consolidated to maximize uniformed presence on patrol.

### **Will All Community Policing Officers be Assigned to Footposts?**

No. Similar to problem solving, foot patrol is merely one of several techniques employed by Community Policing. In addition, Community Policing is both a management and operational philosophy involving all Department members, not just those on patrol. Community police officers patrol on foot, on scooters and in radio cars. Community policing is no longer the responsibility of a single patrol unit. Beat patrol unit officers (formerly "CPOP") will usually patrol on foot, but may patrol on scooters or in radio cars depending on the size of the beat being serviced.

### **How Will Sector Cars be Deployed Under Community Policing?**

Reducing response to non-emergency calls (minor aided cases, low level fires, etc.) and targeting locations that generate frequent calls will enable sector patrol officers to respond to calls for service in their assigned area. More non-emergency radio runs will be handled by beat patrol officers and precinct non-emergency response units. When the Department is fully staffed, there will be more opportunities for all officers to interact with community residents, analyze problems and work with local beat officers to develop solutions. Those officers assigned sector cars are part of an integrated police response to crime problems, in their area of responsibility.

### **What Role Will Members of the Detective Bureau Have in Community Policing?**

Each precinct squad detective will be teamed with

one or more beat officers to assist with the development and implementation of crime solving strategies. Detectives will be assigned to a zone within the precinct, and cases will be assigned by zone of occurrence rather than the traditional method of assignment by time of occurrence.

### **Will the Community be Educated in Community Policing?**

Keeping the community informed is critical to the success of the Community Policing effort. Police Commissioner Lee P. Brown, since his appointment in January, 1990, has been describing the Community Policing philosophy in published articles, media interviews and daily appearances before community groups. The Community Affairs Division will conduct orientation training for Precinct Council members who will assist in educating persons in their precincts concerning community policing. Beat and sector patrol officers will attend community meetings with residents and merchants of each neighborhood. Local community newspapers will be asked to print articles about community policing. The community will, nevertheless, obtain the majority of information concerning Community Policing from the successes achieved by working together with the police to solve neighborhood problems.

### **How Will Community Policing Affect the Emergency Service Division?**

The Emergency Service Division will work with precincts and communities to solve neighborhood problems. During uncommitted time, Emergency Service Units will apply their special expertise to

areas and problems selected by the borough commander.

### **Will the Patrol Guide be Revised to Reflect the Community Policing Concept?**

The entire system of Department directives will be revised to align it with the Community Policing effort. A new section of the Patrol Guide will be written to record all procedures related to Community Policing and problem solving. The "Duties and Responsibilities Section" of the Patrol Guide will be changed to include the enhanced Community Policing roles for each rank.

### **What is the Role of a Precinct Management Team?**

Each patrol precinct Commanding Officer has established a Precinct Management Team (PMT) responsible for examining community problems and developing programs and strategies to address them. The PMT is made up of the Commanding Officer, the Special Operations Lieutenant, all Platoon Commanders, the Community Policing Supervisor, the Precinct Detective Squad Commander, the Principal Administrative Associate, the Narcotics Division Precinct Module Supervisor, the Precinct Community Council President, and the Community Board District Manager. The PMT meets monthly to review and analyze the previous month's strategies and plan of action as well as to develop strategies and programs for the present and future. Minutes of the monthly meeting are routinely reviewed by Division Commanders who regularly discuss PMT progress with Borough Commanders.



# **NEW YORK CITY POLICE DEPARTMENT VALUES**



**In partnership with the community  
we pledge to:**

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