

NCLB Implementation Guide

# The Law Enforcement and community Policing aspect of the NCLB Process

July 2008



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# Law Enforcement

## Overview

In some of the neighbourhoods in Ottawa, addressing the fear or the existence of crime would be among the top priorities for action. In keeping with our experience of working in four such communities, the following is a summary of what was done to deal with the law enforcement and community policing activities under the service component of the No Community Left Behind in the light of successful community policing initiatives elsewhere.

This part of the implementation guide deals with how collaborative processes, coordination of activities, and focused strategies lead to reductions in crime, violence, and community members' fear. The law enforcement piece focuses on OPS's and partners' strategies to remove serious and visible criminals quickly from high-crime neighbourhoods. Other options, such as joint patrols with OCH security, information sharing with other security agencies, giving OPS agent status for issuing no-trespassing tickets, etc are parts of the approach to reduce criminal behavior in the long term.

## Vision

In high crime neighbourhoods, the NCLB process focuses on correction and prevention as two key areas. Law enforcement and community policing represent the **correctional** aspect of the strategy. Intervention, empowerment and neighbourhood restoration represent the **preventive** phase. Community policing would be involved in both corrective and preventive activities and would serve as a bridge between the two components.

The correctional portion of the NCLB process concentrates law enforcement resources on the selected neighbourhood to reduce crime and violence. This is the key to transforming a high crime neighbourhood, reducing the community's fear and improving the community members' quality of life. The constant presence of crime and criminality is an indicator that a neighbourhood is not a safe place to live, work or visit. Investment in social development activities do not bear much fruit if there is a lack of interest in participation on the part of community members. Community members live in fear and have little hope for the future unless crime and violence are reduced.

The law enforcement strategy emphasizes suppression of violent crime, gang activity and drug-related crime. Efforts are directed mainly at identifying, apprehending and prosecuting residents and non-residents involved in criminal activities.

The *No Community Left Behind* strategy gives priority to tactics that focus on quickly removing the most serious and visible criminals from the neighbourhood in collaboration with the landlord, be they Ottawa Community Housing or another private agency.

The law enforcement strategy is developed and undertaken through local collaborative processes with the NCLB Steering Committee playing the lead role. OPS take charge of the Law Enforcement component. However, OPS meet with other partners in the form of sub-committees. Other partners on the sub-committee for law enforcement are usually community leaders and staff from the agencies working directly with the concerned community. Its purpose is to: a) determine the crime issues of greatest priority; b) develop the law enforcement strategy, and resolve or make recommendations concerning law enforcement issues relevant to the *No Community Left Behind* process.

The first task of the subcommittee is to come to consensus on crime issues of greatest priority. Next, specific goals and objectives and a plan for implementing the strategy is developed. Law enforcement goals are established to:

- Reduce violent crime.
- Eliminate visible and covert drug markets.
- Reduce youth crime.

The tasks identified in the strategy are carried out mainly by collaborations of law enforcement and security service agencies operating in the designated area that focus on specific criminal activities such as drug trafficking, street drug sales, vandalism, and other criminal activity. A range of strategies is used to address the agreed-on priorities.

Successful enforcement programs include gang intervention programs, intensive drug investigations and targeted enforcement. Each NCLB site determines which strategies are feasible to implement and have the greatest impact on crime.

Once the **law enforcement strategy** is drafted, it is approved by the Steering Committee, which ensures the plan is truly collaborative, reflects the views and opinions of community members, and supports or provides links to other NCLB components. Benefits begin to accrue even before the law enforcement strategy is implemented. The collaborative planning process and activity coordination improve working relationships within the local law enforcement system and ultimately results in improved services to community members.

## Implementation Process

### Step 1: Establishing the Law Enforcement or Preventive Subcommittee for the NCLB process

#### Roles and responsibilities

Early in the planning process, the Steering Committee establishes a Law Enforcement Subcommittee to oversee the law enforcement component of the local *No Community Left Behind* strategy. The subcommittee is responsible for developing and implementing the law enforcement strategy and coordinating with the Community Policing component (in particular). Other responsibilities that may be assigned to the subcommittee includes coordinating law enforcement activities, resolving implementation problems, determining what works, and changing courses of action when necessary. Roles and responsibilities may vary depending on the circumstances and needs of the site.

#### Membership

Members of the subcommittee represent mostly the OPS staff, local community leaders, and staff from partnering agencies.

At the local level, OPS officers who work in or oversee the designated neighbourhood serve on the subcommittee. A community-policing officer is also a member to bridge any gaps between the Correctional and Prevention aspects of the approach.

Special consideration is given to making community members part of the subcommittee. Members of the law enforcement community might resist having community members at the table when planning and coordinating law enforcement operations; protection of sensitive personal information discussed may preclude unfettered information sharing with the community members on the subcommittee. The as to who should be on the subcommittee and whether it should be formal or informal depends to some extent on the structure of the local NCLB organization and the concerned CHRC staff. The subcommittee is put together in a way that works best for the site.

In a community policing environment, whether that be corrective or preventative, it is the community's role and responsibility to work with police to identify the policing issues that need to be resolved, identify potential solutions and resources to be committed towards the resolution of the identified issues, whenever possible to be involved in the implementation of the identified solutions and assess and evaluate whether the policing issues have been resolved.

In some cases the committee may not be very formally structured, but the concerned staff from OPS, the partnering agencies and the community members do meet from time to time to come up with agreed upon actions and required mechanism for follow-up and accountability. Sometimes, there is one planning committee that looks into the law enforcement component along with other core components: Social, physical and economic. The law enforcement comes under service provisions.

## Frequency of meetings

During the planning process, the subcommittee meets frequently until the law enforcement strategy is drafted and reviewed by the Steering Committee. The planning process requires a great deal of work — identifying local crime problems, setting priorities, developing goals and objectives, and establishing an implementation plan and schedule. Roles and responsibilities of all concerned are clearly defined. During the implementation phase, the subcommittee considers meeting less often.

## Step 2:      Reviewing the Needs Assessment                   To Identify Law Enforcement Issues of Greatest Priority

### Needs assessment

Subcommittee members assist in the needs assessment process by identifying what they believe are the most serious or intractable crime problems and providing data and information that explain the nature of these problems.

It may be difficult to get detailed police data on the designated area because of *No Community Left Behind* site's boundaries that may not correspond to the boundaries of OPS divisions and sub-divisions. Usually, however, some data are available that helps subcommittee members define and understand local crime problems. Data sources may include calls for service, crime arrests or incidents and youth data. Before setting priorities, the subcommittee carefully reviews the results of the needs assessment.

Members not only learn the most serious local crime problems as identified in the community assessment but also consider the community's perspective on issues of most concern and signs of neighbourhood deterioration, such as high unemployment and high dropout rate. All these factors are considered when developing law enforcement priorities for the NCLB site.

### Community perspectives

Community participation is a fundamental principle of *No Community Left Behind* process. The views of local community members must be considered and integrated into decision-making, including strategy development. The Law Enforcement Subcommittee can include community opinion in numerous ways. Members can review the results of the needs assessment to identify resident views on a host of neighbourhood issues. A community survey may have been administered or focus groups conducted as part of the assessment process, which can also be reviewed to determine public opinion on local crime-related issues.

The subcommittee also considers the views of the Steering Committee, which comprises the various stakeholders in the designated neighbourhood. Because these stakeholders live or work in the area, they may hold opinions that differ from the law enforcement perspective. Other sources of community input may be available from the OPS. Proceedings from recent police-community meetings and other community relations activities may provide insight into the community's concerns about crime and disorder priorities .

### Priority setting

Based on the activities discussed above, the subcommittee reaches consensus on law enforcement issues of greatest priority. Three to five priorities are established to guide the strategy development process. Examples of priorities are

- Violent youth crime.
- Youth gang activity.
- Street-level drug sales.
- Drug trafficking and criminal organizations.
- Crimes committed with guns.
- Domestic violence.
- Community members under correctional supervision.
- Coordination among law enforcement agencies.

## Step 3:      Establishing Law Enforcement Goals, Objectives and Tasks

The law enforcement strategy clearly articulates ways for effectively addressing the law enforcement issues of greatest priority; goals and the long and short term objectives, and the specific actions and activities that the law enforcement agencies undertake to meet the objectives.

### Collaboration and coordination

In developing the strategy, subcommittee members considers the goal of building long-term working relationships among law enforcement and security agencies. The strategy emphasizes collaboration rather than differences between city and local law enforcement and focus on coordination and information sharing among all law enforcement agencies operating in the designated neighbourhood.

During strategy development, subcommittee members consider the resources that the province, city and local law enforcement agencies can offer the *NCLB* process and the experience these agencies have had, dealing with illegal drugs, gangs, and violence. The following information helps develop strategies that encourage collaboration and coordination and offer some promise for crime reduction.

**Law enforcement efforts.** Law enforcement agencies have expertise that can be applied to specific local issues in any neighbourhood. Relevant agencies can play a role in the law enforcement strategy and is considered as partners if crime problems warrant their involvement.

At the local levels, the following law enforcement strategies prove effective on the street level that *NCLB* sites with crime prevention as a top priority may want to consider implementing as part of the law enforcement strategy.

*Drug enforcement.* Successful drug enforcement efforts at the local level use various tactics. Because drug traffickers rapidly adapt to particular enforcement approaches, no single tactic is continually effective. A successful strategy includes different tactics, used at different times, for the greatest impact on drug trafficking and drug-related crime.

*Career criminal or repeat offender programs.* These programs focus on the apprehension, prosecution and incarceration of the most serious offenders in a community. The premise is that a few offenders commit a disproportionate amount of crime. By concentrating on removing repeat offenders, law enforcement significantly affects the overall level of crime in a community.

*Gangs.* Gangs are a constant source of illegal activity. Various law enforcement tried and tested approaches are used for gang identification and intervention, including combining police and probation patrols, communicating and implementing a policy of zero tolerance for gang violence, restricting gang activities through injunctions, increasing the swiftness of sanctions against gang members, focusing on major offenders, implementing gun-seizure programs, and using witness protection programs.

**Prosecution.** Law enforcement official are aware of different prosecution strategies that have been effective in combating and suppressing crime.

### Information sharing

Law Enforcement Subcommittee or planning sub-committee (if law enforcement committee is not formed formally) members consider the importance of intelligence information and crime analysis to the *NCLB* strategy's goals and objectives. Collection and analysis of data can drive decisions about which tactics to use and which crimes and locations to target. Law enforcement agencies from every level of government have intelligence information. Studies show that breaking down the traditional barriers that keep agencies from sharing their information results in greater cooperation and more success in identifying, apprehending and prosecuting offenders.

Information such as crime rates, calls for service, and the number of community members under supervision is gathered as part of the needs assessment process; this information becomes part of the intelligence database. As crime suppression efforts proceed, new data about the neighbourhood is obtained — new violators and targets appear and previously unknown connections between criminal elements may surface. Crime hotlines, information sharing with the community about crime stoppers program, for example, may generate new names, addresses and license plate numbers to track and lead to discovery of patterns of drug and gang activity.

An intelligence database coordinated across agencies support the crime suppression activities by facilitating more sophisticated crime analysis and making it possible to identify patterns and criminal connections.

#### **Step 4: Identifying Additional Resources for the Law Enforcement Strategy**

Some law enforcement strategies require the involvement of officials from the court system, correctional services, probation and parole, victim services, youth justice, and other areas of the Criminal Justice System. The participation of court administrators or service providers enables partners in this process to more effectively address the needs of specific offenders such as drug users and minor offenders. Drug courts, community courts, and teen courts, which provide special case processing and alternative adjudication practices, are examples of these efforts undertaken elsewhere and can be tried under the broader umbrella of the City of Ottawa's Community Development Framework (CDF) under the guidance of its leadership table. A site's law enforcement strategy may include establishing such a program or coordinating efforts with an existing program.

Corrections and Probation and Parole services may be particularly important when many community members in the designated neighbourhood are under supervision or many offenders are expected to return to the neighbourhood after serving their sentences. These offenders may require a range of services (e.g., vocational/employment training, remedial education, housing, counseling, drug treatment etc.) to prevent their return to criminal activity, or they may require greater supervision. In either case, coordination between law enforcement, corrections and community is an important component of the *NCLB's* law enforcement strategy.

In the case of youth crime, the need for input and participation from the concerned youth justice officials is considered. Targeted enforcement of youth offenders is undertaken immediately, and long-term plans are coordinated to offer assistance to youths in the form of prevention and intervention services. Wherever possible, youth justice officials are consulted while planning the strategy and the Law Enforcement Subcommittee is expanded to include these officials during implementation.

The criminal justice efforts undertaken depend on the local circumstances. NCLB sites may choose to initially focus on police and prosecution tactics to make inroads on the crime problem. They focus on other strategies later in the process to reduce long-term criminal behavior.

#### **Step 5: Developing an Implementation Plan for the Law Enforcement Strategy**

The implementation plan requires identification of the agencies, community responsible for each major task and activity in the strategy, role, success indicators and their start and completion dates.

One of the keys to success is the coordination and collaboration of different units within the law enforcement agency. The more different units collaborate with each other, the easier it becomes to take action on the selected priorities (which mostly come from the community) and the more the law enforcement agency is able to establish trust and build bridges to the affected communities.

# Community Policing

## Overview

This Component describes community policing in relation to NCLB sites. It presents useful steps to implement community policing and describes key implementation issues.

## Vision

Community policing is the style of policing that a law enforcement agency adopts to guide its delivery of services in the designated high crime neighbourhoods or the neighbourhoods which have identified crime prevention as their top priority. In a community policing environment, whether the intended result is corrective or preventative, it is the communities role and responsibility to work with police to identify the policing issues that need to be resolved, identify potential solutions and resources to be committed towards the resolution of the identified issues, whenever possible to be involved in the implementation of the identified solutions and, ultimately, assess and evaluate whether the policing issues have been resolved as a result of the actions taken.

The initial step in the NCLB process is to take corrective actions to remove the criminal elements before undertaking preventive action, empowerment and neighbourhood restoration. The bridge between the preventive and correctional actions is community policing.

Community policing officers, officers who have to consistently remain engaged with the community, provide the continuity to maintain community safety and peacefulness by communicating and forming partnerships, stimulating community mobilization, and encouraging prevention programs and neighbourhood restoration efforts.

Community policing is generally defined by its two key components — community engagement and problem solving. Community engagement is an ongoing process between the police and members of the public. The public includes residents, businesses, government agencies, schools, hospitals, community-based organizations and visitors to the neighbourhood.

Community engagement takes place in several ways. It occurs in community's formal meetings with the police and in routine contacts on street corners. Any contact between police personnel and community members is an opportunity for community engagement. The idea is to formalize these public relationships by forming collaborative partnerships with key stakeholders. These stakeholders are critical for several reasons. Many provide services to the designated neighbourhoods. Each of the stakeholders can offer police both insight into the problems and potential solutions. Because of their shared responsibility for the neighbourhood and understanding of the issues, stakeholders are important resources for implementing programs designed to address the problems.

Preventing crime and enforcing the law are the traditional functions of police departments. Community policing expands the role of the police beyond enforcing the law and arresting criminals to identifying and responding to problems in the neighbourhood. The manner in which the police undertake problem solving and how they and the community relate to each other determine the standard of success of community policing.

For community policing to be successful as an approach and practice, the police understands the conditions in a neighbourhood that give rise to the problems associated with crimes and criminal behavior. Developing and implementing solutions tailored to reducing these problems, and determining the impact of the solutions by obtaining feedback from the community, is what sets community policing apart from more traditional law enforcement practices. Therefore, the processes of community engagement ( partnership development) and problem solving are central and inseparable components to the concept and practices of community policing.

Partnering with the community without solving its problems provides no meaningful service to the public. Problem solving without developing collaborative partnerships risks overlooking the most pressing community concerns and

tackling problems that is of little interest to the community, sometimes with tactics that community members may find objectionable.

Furthermore, because community members know what goes on in their neighbourhood and have access to resources important to addressing problems, their engagement in problem solving is vital to gaining valuable information and mobilizing community responses to the problems. Through meaningful community partnerships police sources of information and learning about the community improves. The most important element of the improved process of engagement is communication between the police and residents.

## Implementation Process

The steps required for implementing community policing programs in the selected neighbourhoods closely parallel the steps for the *NCLB* process implementation. In fact, planning for community-policing programs is a simultaneous process, borrowing extensively from the *NCLB* implementation process.

### Step 1: Creating a Community Policing-Neighbourhood Partnership

Successful implementation of community policing in the designated neighbourhoods greatly depends on the involvement and commitment of various government agencies, neighbourhood community members and other institutions. Commitment grows from involvement. The various entities with interests in the neighbourhood have unique goals, objectives and missions that must be considered and blended through a collaborative process in planning implementation of community policing.

The following are some responsibilities that the community policing neighbourhood partnership between the community, OPS and other agencies/partners undertake:

- Creating the community policing implementation plan.
- Developing goals and objectives, and identify neighbourhood problems and alternative solutions.
- Help bringing resources to bear on the problems.
- Coordinating with others on problem solving activities (e.g., Steering Committee, other city agencies).
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The partnership group meets regularly during the implementation process. Care is taken to document plans, problems, attempted solutions, and results.

### Step 2: Determining Neighbourhood Characteristics

In the *NCLB* implementation process, the Steering Committee selects the neighbourhood(s). The *NCLB* Coordinator and partners also conducts a participatory neighbourhood needs assessment. This step builds on the community assessment and develops more details, specifically related to crime, fear of crime, and community safety.

Much of the needed socio-demographic and crime-related information is collected during the needs assessment from official records, including citizen complaints, calls for service, and crime reports. The necessity of this step is to collect new and more detailed information on neighbourhood characteristics. A door-to-door census of the neighbourhood, including all businesses and a representative sample of residences, is needed. The size of the residential sample depends on the number of residences in the selected neighbourhood.

The coordinating CHRC takes the lead in conducting the survey. Some agencies might prefer to use civilian police aides, volunteers and other city personnel to assist with surveys. A survey instrument is developed in conjunction with the community partnership and pilot tested to ensure its validity and reliability. All members of the survey team are trained and given a protocol for conducting the survey.

The purposes of the survey are to:

- Identify crime and other quality-of-life issues.
- Advise community members of the new community policing program and how they can contribute to its success.

- Determine whether community members are willing to participate in some capacity and support the new program.
- Identify the neighbourhood's assets (e.g., people willing to take a leadership role and public resources) and liabilities (e.g., signs of decay and neglect such as abandoned vehicles, code violations, graffiti, neglected children, and homeless people). Determine whether the Steering Committee is already doing this task before this step begins.

The information obtained from the survey is recorded and carefully analyzed to develop trends and patterns.

### **Step 3: Developing an Information and Communication Network**

Some of the most important building blocks for community engagement and problem solving are information and communication. Police need to develop new information sources and merge existing sources into a network applicable to community policing. While care is taken to protect sensitive personal information, information is communicated to the partnership group and other neighbourhood members. Community members contribute facts and insights to the information base that might be helpful to the police.

The information network includes intelligence (e.g., tips from community members or from members of the neighbourhood watch) and routinely collected records (e.g., calls for service, crime reports, field interrogation information). Several police agencies have automated information networks that provide useful data to neighbourhood officers for problem solving and community engagement.

The communication of information is as essential as its collection. Community policing officers develop ways to communicate information such as repeat calls for service and reported crimes, police and other resources committed to *the NCLB* process, and programs planned for the community members. Providing these data to community members enhance police credibility and improve the prospect of community members reciprocating by giving useful information to the police.

### **Step 4: Assessing and Developing Resources**

This step is identification of resources and developing additional needed resources. The list of resources is prepared with community policing in mind. This information is readily available to the community policing partnership group. The group reviews the resources list and adds to it as needed.

### **Step 5: Developing an Implementation Plan**

This step mirrors other steps in the NCLB implementation process: identify goals, objectives and implementation activities, and develop an implementation schedule. The emphasis on prevention, especially youth crime prevention, is fundamental to effective community policing in the NCLB sites.

Working with youth clubs, youth councils and other outreach agencies, community-policing officers have served as positive role models and mentors for many troubled youth in the four communities in south East Ottawa.

### **Step 6: Collaborating on Problem Solving**

Community policing officers, while engaging neighbourhood community members through the partnership, work with the community and partnering agencies, particularly OCH and its security staff, on problem solving. The group scans and identifies neighbourhood problems, analyzes the problems together, discuss and reach a collaborative decision on programs or activities to respond to the problems and to help implement them, and assess the results of the programs or activities.

The key to making community-policing work is consistent engagement, regular interaction, seeing the community member more often and involving the community in a collaborative relationship with the police and other agencies.

For effectiveness, the group begins with small problems that are nonetheless significant to the community. Initial successes are critical in developing and maintaining community support. Graffiti removal, trash cleanup and neighbourhood sporting events or cookouts are examples of small joint activities.

Early successes communicate a sense of hope to the community. The problem-solving process and the partnership's implementation of new programs and activities is an ongoing effort that is continually coordinated with other NCLB activities.

Early community policing efforts to build trust and work with the community on crime prevention goals and objectives is coordinated with traditional enforcement such as sweeps and the execution of search warrants. All efforts involve cooperation. Police initiatives conducted without input from community members may not engender great community support for those initiatives and may actually foster hostility against the police. If not developed in collaboration with the community, these enforcement efforts undermine the credibility of the community policing effort.

## **Step 7: Monitoring and Assessing Success**

The final step in the implementation process is to monitor and assess the results of the community policing implementation. This is an important role for the Steering Committee, which collects the information to determine whether community policing is successful. The Steering Committee is in constant contact with community members, continually keeping the "pulse" of the community in terms of working with the police to implement community policing.

## **Critical assumptions**

OPS has to deal with several important issues when planning for and implementing community policing, including making decisions about how to change police culture and values, organizing the department to facilitate community policing, and managing the implementation.

## **Changing Police Philosophy and Culture**

Community policing needs a department wide effort, requiring long-term and substantial changes in the existing practices and its relationships with the public and other institutions. It is desirable, although not mandatory, that such an undertaking supports a NCLB process.

Nevertheless, the NCLB process does not require a top-to-bottom change in the culture of policing for community policing to be successful.

Developing community partnerships and problem solving can be implemented in the designated communities by a dedicated group of officers. This approach requires that all policing activity undertaken within the area be coordinated with these officers. For example, the NCLB effort is at risk if another police unit does not follow the priorities identified by the community and the concerned officers working with the community or begins a crackdown effort without consulting with the assigned community policing officers.

The officers working in the selected neighbourhoods are the center through which all policing services to these areas are channeled. Equally important, community-policing officers engaged in the NCLB activities are able to call on other police units to support community engagement and problem-solving activities. These units include narcotics, gangs, crime analysis, intelligence, crime prevention, investigations, school resource officers, communications, and special weapons and DART team.

## **Patrol Officer Behavior**

The most visible police presence in the neighbourhood is the patrol officer. If community policing is to succeed at the neighbourhood level, the behavior of patrol officers must conform to the principles of community policing. Officers are sensitized to focus on neighbourhood problems and include the community in this effort. Officers

understand how to identify problems and analyze them, and they need to have the skills to engage the community throughout the problem solving process.

Training must be provided to officers lacking the requisite problem solving and community engagements skills. The most important criterion for the officers is that they have an interest in being part of the effort. Officers who have been working in the designated areas are given first consideration for the program because they likely already know the people and the problems.

The best way to make patrol officer behavior more effective is to make it more community policing oriented. This introduces them to the neighbourhood and eventually makes them aware the problems that can be solved through a collaborative working relationship with community members, businesses, government agencies and others who are affected by the problems.

Officers working in the designated communities need to include, in a meaningful way, the community members as partners in crime correction and prevention. In a patrol operation in which officers rotate frequently through different shifts and neighbourhood beats, officers rarely get to know anyone but the perpetrators and victims of crime. They also often develop a mindset that “bad” neighbourhoods are places to get into and out of as quickly as possible. Without getting to know the community members, some officers may identify all people in the neighbourhood as part of the problem. Thus, for community policing to succeed, patrol officers must be empowered by their agencies to solve problems and be given some degree of designated geographic assignment to the designated neighbourhoods. In this way, officers and community members develop trust and mutual respect.

In the past, two police officers were specifically assigned by East Division to four NCLB neighbourhoods. The success in building bridges and reestablishing trust between OPS staff and the community was phenomenal.

Experience shows that one major difference between traditional policing and community policing is the shift in organizational focus from accountability for a limited period (work shift) to full-time accountability for a geographic location. Traditionally, patrol officers and supervisors are held accountable for what occurs on their watch or shift. Because officers on a shift may be assigned to police the entire city or large districts within the city, they are not specifically accountable for neighbourhood problems that occur during each shift. Moreover, persistent problems often overlap the shift times that officers work. Similarly, neighbourhood officers never have the opportunity to develop special relationship with specific communities and get engaged in constant and consistent interaction. Our experience in the four communities shows that the frequent interaction between the neighbourhood offices and the communities established a long term relationship between the concerned communities and OPS. In the beginning residents were reluctant to meet the police officers. However, the work of two dedicated officers changed the community perception to the extent that all subsequent new officers were warmly welcomed afterwards.

When unresolved neighbourhood problems are passed on from shift to shift, and it is difficult to hold anyone accountable. Under community policing in designated neighbourhoods, the neighbourhood officers have primary responsibility for a designated neighbourhood. The officers are reached and consulted and held accountable for any and all police-related problems that occur in the neighbourhood, regardless of the time they occur.

The concept of geographic assignment integrity (the same officers is assigned to the same neighbourhoods for a long period) and territorial responsibility (neighbourhood officers is responsible and accountable for what goes on in the neighbourhood) is crucial to the success of community policing.

All these concepts are tried and tested at the national level in other countries such as the United States and UK.<sup>1</sup> Experience in the US shows that police have played softball games with gangs to gain trust and start to change

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<sup>1</sup> See: Award-Winning Community Policing Strategies, The report highlights some of the winners of the International Association of Chiefs of Police Community Policing Award. Included are brief descriptions of innovative approaches, successfully developed and implemented at the local level, that aim to reduce crime and disorder. URL: <http://www.cops.usdoj.gov/RIC/ResourceDetail.aspx?RID=451>

behaviors. The Police Athletic League (Boys and Girls Club) and basket ball games with youth are the successful experiments here in Ottawa. Furthermore, to demonstrate the department's commitment to the neighbourhood and to ensure that officers have assignment integrity with geographic responsibility, many police agencies in the US have opened mini-stations or storefronts in the selected areas. We had a CPC in the area for a long period of time, but the difference that two specifically assigned officers made to one of the communities was transformational in nature.

## Organizational Changes to Enable Community Policing

If the community policing officers are held accountable for the designated area, they also require adequate resources to do the job. It is up to police agencies to decide whether to deliver patrol services to the designated areas by using regular beat officers or create a special squad. Regardless of the approach selected, the officers assigned to the neighbourhoods must be full-service patrol officers. That is, in addition to their community engagement activities, whenever possible the officers handle citizen calls for service. It is important to handle the neighbourhood calls for service for at least the following reasons:

1. Officers gain a detailed understanding about residents' problems and have a chance to talk with them about possible solutions.
2. Officers gain an in-depth knowledge of who is doing what in the neighbourhood, which often leads to cultivating valuable sources of information.
3. Community members come to rely on their community policing officers to handle their calls and problems, which may affect communication with beat officers coming in just to handle the complaint.
4. Officers engaged in the community policing effort are viewed as still doing "real police work"; community policing is not seen as just another program that will die when the outside assistance is gone.

The management of calls for service on a 24/7 basis is a challenge to police services but to be successful in a community policing environment the following should be considered: Police management deal with two important organizational alignment issues in providing community policing to *NCLB* process neighbourhoods. First, calls for service need to be managed to allow officers time to engage community members and minimize occasions when officers not familiar with the neighbourhood are sent to handle a call. Second, the extent to which services are decentralized to the neighbourhood level also need to be determined.

However, there is no need to remain preoccupied with calls for service if it leaves little time for engaging community members in identifying, analyzing, and implementing solutions to resolve problems. The community policing officers need to be given time away from calls for service to become involved in other community policing activities, meeting residents and developing trust relationships. Police management ought to examine the call workload and determine how calls can be prioritized, handled more efficiently and handled by alternative means.

There have been experiences of applying what is called **differential police response** (DPR), which also remain an option for this process. The following are examples of how DPR can work in the designated neighbourhoods, and lessons can be taken from the following experiences from similar initiatives:

- **Computer-aided dispatch** (CAD) systems have been programmed in the US where dispatchers are trained to hold non-emergency calls for neighbourhood community policing officers for a predetermined time until they are available to respond. In this case, complainants are advised of the delay and the purpose behind it.

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One example of successful community policing is: Compstat and Community Policing: Taking Advantage of Compatibilities and Dealing with Conflicts,' a project undertaken with funding from the Office of Community-Oriented Policing, U.S. Department of Justice. (COPS Cooperative Agreement No. 2005-CK-WX-K003)

Also see: [Community Policing: The Past, Present, and Future](#), Lorie Fridell and Mary Ann Wycoff, Police Executive Research Forum, US. URL:

[http://www.policeforum.org/upload/CommunityPolicingReduced\\_570119206\\_12292005152352.pdf](http://www.policeforum.org/upload/CommunityPolicingReduced_570119206_12292005152352.pdf)

WORKING FOR SAFER NEIGHBOURHOODS: A manual for action, The Crime Concern Trust Limited, Crime Concern, Beaver House, 147-150 Victoria Road, Swindon SN1 3UY, [www.crimeconcern.org.uk](http://www.crimeconcern.org.uk), [www.safer-community.net](http://www.safer-community.net)

- Certain non-emergency calls are handled by having trained civilians take reports over the telephone. Departments frequently handle calls such as minor property theft, auto theft and minor vandalism by telephone report. In this case, the information obtained from the telephone reports are given to community policing officers as soon as possible to keep them abreast of ongoing problems in the neighbourhood, and neighbourhood community members are fully informed of the type of calls handled by phone and the reasons for the policy.
- Some police agencies, such as in Orlando, [Minneapolis](#), [Vernon Hills](#) , in the US have employed civilian **community service officers** (CSOs)<sup>2</sup> to assist patrol officers in the field with no emergency calls for service. CSOs become part of the neighbourhood community policing team and relieve officers of time-consuming minor calls so that they can devote more time to community policing activities.
- In some agencies, cellular telephones have been provided to neighbourhood community policing officers so they can call complainants when they receive no emergency call dispatches and make convenient appointments with consenting callers.

The other organizational alignment issue that police management may like to address is the degree to which **decentralization of services** occurs.

Policing NCLB communities requires the help of specialized units such as narcotics, gangs and guns, violence and follow-up investigations. Which services are part of the neighbourhood community policing team and which are provided by specialists from outside the team need to be determined. Decisions on decentralization of police services to the neighbourhood level ought to involve both the police and the community.

## Role of Management and Supervisors

The role of management and supervisors is always critical during any type of organizational change, but it is particularly important in the transition to effective community policing. Management's most important role is to provide an environment in which community policing can be successfully implemented. One of the best ways to accomplish this is made possible through the development of a plan that identifies what is done and who is responsible for each task.

**Leadership and vision at the top** levels of the police department are critical; the top command would need to demonstrate to the entire department that it supports the community policing philosophy. This is especially important as the agency struggles with critical decisions such as the extent to which decentralization occurs in the transition to community policing. Studies show that there is usually some in attempting to implement community policing.<sup>3</sup>

Management also needs to lead the effort to develop the necessary **officer selection criteria, training and performance evaluation** to support and reinforce community policing. Management provides the resources needed by the community policing officers to do an effective job. In addition, management's help is needed to coordinate with other city and county agencies in bringing some needed services to the selected neighbourhoods. Field supervisors play a critical role in bringing community policing to designated communities.

Some of the functions of first-line supervisors include:

- Meeting regularly with community members to get feedback on policing plans and activities that affect their neighbourhood.
- Helping community-policing officers negotiate co-production of public safety with community members.
- Promoting and prioritizing problem-solving activities.
- Monitoring and rewarding proactive community policing, especially neighbourhood problem identification and analysis.
- Facilitating interaction among officers, community members, and government agencies that can help resolve problems.

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<sup>2</sup> See the CSOs job description here as a ready reference: URL:  
[http://www.cityoforlando.net/police/support\\_services/cso.htm](http://www.cityoforlando.net/police/support_services/cso.htm)

<sup>3</sup> See: The Challenges of Implementing Community Policing in the United States  
 Stephen D. Mastrofski\*, James J. Willis\*\* and Tammy Rinehart Kochel\*. *Policing*.2007; 1: 223-234

During community policing implementation, police managers serve as the planners and directors, whereas field supervisors serve as the neighbourhood coaches and monitors.

## Information Management

Another significant organizational issue in community policing is managing information to support implementation. A vast amount of information about the NCLB process needs to be collected, stored, retrieved and analyzed. This information also needs to be readily available to the community policing officers.

Studies show that there are three important elements for all crimes: offender(s), victim(s) and place. Community policing information needs to describe all three. Crime analysis is able to identify the most active offenders, people with repeated victimizations and those at the highest risk of becoming victims, and places with a disproportionately high level of crime, drug dealing or gang activity. This information is used to identify problems and target police and community activities, design appropriate solutions to problems, and assess the effectiveness of interventions.

As stated earlier, important sources of information used by community policing officers are calls for service, field incident reports, and officer intelligence reports. In addition, information that is not kept in the police department can be valuable. These data come from parole and probation agencies, social service agencies, housing departments, property management firms, schools and hospitals.

Neighbourhood community members are another important source of information. They can express their public safety concerns at neighbourhood meetings, during door-to-door surveys, on the street to foot patrol officers, and in other encounters. Community policing officers use these opportunities to document resident problems. They can also collect information from community members through anonymous drug or crime tip lines or the Internet. An example from the US shows that one police agency-distributed **postcards** that community members returned with information about crime and other neighbourhood problems.

Another example of what is being done in community policing, officers maintain a **problem-solving log** that documents neighbourhood problems and police officer activities directed at solving them.<sup>4</sup> Such a log also is needed for supervisors to track and monitor the progress of officers in dealing with neighbourhood problems. It is also possible to automate this log in agencies with data processing capabilities.

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<sup>4</sup> Performance Criteria Under a Problem Oriented Policing Model: A Report Prepared for the Ada County Sheriffs Office, John P. Crank, UD Department of Justice, June 03, 2002.

Also see: Innovative Neighbourhood-Oriented Policing: Descriptions of Programs in Eight Cities. Volume 1 of a Report Submitted to the National Institute of Justice, US, by Susan Sadd and Randolph M. Grime, Series: NIJ Report, Published: June 1995, 99 pages. URL: <http://www.ncjrs.gov/txtfiles/inopvol1.txt>

Different Phases and Activities	Outcomes/Results& Outputs	Indicators	Methods/Sources
<p><b>Law Enforcement</b></p> <p><b>Step 1:</b> Reviewing Needs Assessment to identify law enforcement Issues of greatest priority.</p> <p><b>Step 2:</b> Establishing law enforcement goals, objectives, and tasks.</p> <p><b>Step 3:</b> Identifying additional resources for law enforcement strategy.</p> <p><b>Step 4:</b> Developing an Activity &amp; Implementation Plan (AIP) for the law enforcement strategy.</p>	<ol style="list-style-type: none"> <li>1. Drafting law enforcement strategy.</li> <li>2. The collaborative planning process and activity coordination.</li> <li>3. Reductions in crime, violence, and community members' fear</li> <li>4. Improved quality of life.</li> <li>5. Elimination of visible and covered drug markets.</li> </ol>	<ol style="list-style-type: none"> <li>1. Approval and implementation of the law enforcement strategy by the Steering Committee.</li> <li>2. Feedback attesting to improved working relationships with police services.</li> <li>3. Change in the no. of calls for police assistance.</li> <li>4. Reduction in crime rates.</li> </ol>	<p>Community and police joint task forces; gang intervention programs; drug investigations; targeted prosecution.</p>
<p><b>Community Policing</b></p> <p><b>Step 1:</b> Creating a Community-Policing Neighbourhood Partnership</p> <p><b>Step 2:</b> Determining neighbourhood characteristics</p> <p><b>Step 3:</b> Developing an information and communication Network</p> <p><b>Step 4:</b> Assessing and developing resources</p> <p><b>Step 5:</b> Developing an Activity and Implementation Plan (AIP)</p> <p><b>Step 6:</b> Collaborating on problem solving</p> <p><b>Step 7:</b> Monitoring and assessing Success</p>	<ol style="list-style-type: none"> <li>1. Community Policing Implementation Plan prepared.</li> <li>2. Police adopts community-policing style for effective delivery of services.</li> <li>3. Community is engaged in problem solving.</li> <li>4. Information communication net work in place.</li> <li>5. Continuity of community policy approach.</li> </ol>	<ol style="list-style-type: none"> <li>1. Number of activities undertaken on the community policing implementation plan.</li> <li>2. Number of criminal activities identified and addressed.</li> <li>3. Number of repeat calls for police service.</li> <li>4. Number of reported crimes.</li> <li>5. Police and government resources committed to process.</li> <li>6. Number of community policing initiatives planned.</li> <li>7. Number of information-sharing encounters with the community.</li> <li>8. Integration of the community policing initiatives in the target community.</li> </ol>	<p>Community's formal meetings with the police and routine contacts in neighbourhood; out-reach activities to inform community at large about the new initiatives; using postcards that community members return with information about crime and other neighbourhood problems; and maintenance of problem solving log</p>

