

University Of Nevada

Reno

COMMUNITY-ORIENTED POLICING:  
IMPROVING AN IMAGE

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by

Ronald W. Glensor

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## INTRODUCTION

During the past eight years the Reno Police Department has experienced two major organizational and management philosophy changes. Several factors have contributed to these changes: the hiring of a new Chief of Police in 1981, the passage of a state tax law similar to California's Proposition 13, the reduction of resources and personnel, and the attitude that the police department will continue to "do more with less."

In 1981, Chief Robert Bradshaw came to Reno from the San Jose Police Department in California. He had served as the assistant chief of police in San Jose under the well-known Chief Joseph McNamara. San Jose is a rapidly growing community whose department is considered progressive by other law enforcement agencies. Reno was also growing rapidly. Policing strategies in 1981 were more traditional and reactive. One of Bradshaw's first goals was to implement more progressive management and operational formats such as Management by objectives (MBO) and Team Policing.

In June 1987, after the public for the second time in two years, struck down a tax initiative that would have replenished depleting police resources and personnel, a community survey conducted by the Reno Police Department revealed a serious image problem for the department among the community it served. The department's Management by Objectives (MBO) philosophy, while offering a better organized and managed department, nevertheless failed to address the department's diminishing stature in the

community. The police department's implementation of MBO hampered it from taking an active part among the people, a situation with far-reaching effects that finally resulted in a "poor" image rating in the first community attitude and opinion survey.

In an effort to reunite the police with the community, Bradshaw implemented a new management philosophy based on close interaction with the community: Community-Oriented Policing/Plus (COP+). Soon after the implementation of COP+, a third attempt to pass a tax initiative was successful and surveys revealed a marked improvement in the department's image within the community. This paper will analyze whether the COP+ program can be credited with helping to improve the department's image in the eyes of the community.

First, the police department will be analyzed from a historical perspective focusing on the eight years since Bradshaw was appointed. A secondary analysis of the three community attitude and opinion surveys will also be presented. The first survey, conducted in June 1987 revealed mixed results, but clearly identified an image problem. The second survey (March 1988), taken 10 months after the implementation of COP+, showed some improvement in previously identified problem areas. The results of the largest and most recent survey, conducted in November 1988, will also be analyzed. These three surveys will serve as a basis for the secondary analysis to determine whether the department's image has indeed improved.

## LITERATURE REVIEW

Although the term "Community-based Policing<sup>1</sup>" is relatively new in publications, surfacing in literature only in the past decade, developing a police/community cooperative effort toward the identification and solution of community problems is not new. The National Institute of Justice (NIJ) in Washington D.C., has recently published a series of articles specifically addressing Community-based Policing programs throughout the United States.

The history of Reno Police Department for the past eight years under the command of the new Chief has been a period of continuous change. The literature on MBO supports the theories of operation that Bradshaw brought to Reno. The literature also discusses the problems experienced by Reno's application of MBO. The remainder of literature reviewed is in the area of Community-based Policing programs. It describes various community policing programs and common issues in its application such as; police image, problem solving, controlling fear, police/community relations, public satisfaction, and police performance.

### MANAGEMENT BY OBJECTIVES

In 1954, Drucker identified Management by Objectives (MBO) as a management philosophy that provided the following:<sup>1</sup>

1. Employer/Employee setting objectives together.

2. Establishing a time frame for completion.
3. Continued monitoring and changing of objectives as needed.

Cummings, Schwab, Forsman and Company outline MBO in the form of a Development Action Program (DAP). DAP involves performance planning, expression of goals in written form, agreement between supervisor and subordinate, identification of specific targets, and periodic review of performance. The emphasis is on planning, maintenance, and remediation if the goals are not met.<sup>2</sup>

Hatry and Greiner identify MBO systems as having considerable potential for helping police departments motivate management employees to improve both service outcome and service delivery efficiency. Motivation is established when employees work with their supervisor in setting objectives. Periodic meetings take place where employee and supervisor discuss progress and remediate problems. Hatry and Greiner identified MBO as an important and rapidly growing trend in police work.<sup>3</sup>

The potential for improvement in performance makes MBO an attractive management style. The problem lies in its potential for misuse. MBO often degenerates into a system where constant pressure is applied to the subordinate to produce results. When this occurs, the original intent of supervisor/employee cooperation is lost. The employee may then disagree on the goals and objectives and MBO is reduced to a punitive quota system.

In Reno Police Department's application, MBO became a management style "driven by quotas." Pratt warned practitioners

of MBO about the "Gelding" of quotas. He explained that MBO was developed as a philosophy and, when applied to specific programs, often fails because of quota-driven restrictions. As a result, the cooperation and motivation of employees no longer exists (Pratt, Law and Order).

#### FOUNDATIONS OF COMMUNITY-BASED POLICING

One of the principle aims of Community-based Policing is to solicit cooperation between the police force and the community it serves. Quality vs. quantity, improved image, public service orientation, public relations, problem solving, controlling fear, and proactive vs. reactive approaches to law enforcement are all topics discussed in current literature on Community-based Policing.

Community-based Policing employs a number of "approaches" because there is no single plan to implement. Munro describes community policing as a "phrase of art": It means "whatever police administration wants it to."<sup>4</sup> Current literature identifies several different approaches depending upon the needs of the community and resources available to the police. Regardless of the approach, each program identifies some common benefits:

1. Improved delivery of police service.
2. Improved Police/Community Relations.
3. Mutual resolutions to identifiable concerns.

Several articles by European authors cited a community

approach as beneficial. Taylor, of the University of Cork, Ireland wrote, "Evidence suggests at the moment the successful management of crime is largely unrelated to public satisfaction and demands on police time...". Professor Taylor emphasized the demand on police service vs. enforcement. According to Professor Taylor, the public is more concerned about service quality and direct contact with police than about the police department's ability to manage crime.<sup>5</sup> Hodges wrote, "Every police officer is a potential public relations officer, and the way he or she behaves is not only crucial to the forces reputation, but is a reflection of the service as a whole." Again the importance of service is emphasized (Hodges, 1987).

Munro discussed promoting community, building trust, and joint action as the cornerstones for community policing. He employs different terminology from literature in the United States, but the themes are the same. Munro describes community policing as a "phrase of art" because of the diverse applications (Munro, 1987).

Wilson, in "Broken Windows" described a neighborhood in an east coast city where a broken window appeared on a building. Soon, several broken windows appeared, the incidence of crime increased, and other crime problems developed. Wilson emphasized that the police and community can't afford to allow a single broken window to remain unfixed: One broken window will lead to many. If the police and community work to identify and repair the "one broken window", it will proactively stop a bigger problem from developing. Wilson asserts that the long standing view that police

ought to protect communities as well as individuals can no longer be the case. Police and communities must work together to recognize the importance of "maintaining, intact, communities without broken windows"<sup>1,6</sup>

Officials in Newport News refer to their approach as "Problem Oriented Policing." Problem-Oriented Policing is defined as a "department wide strategy aimed at solving persistent community problems. Police identify, analyze, and respond to the underlying circumstances that create incidents." One example was the Briarfield Apartments; a 450-unit complex built prior to World War II. It was considered one of the city's worst housing projects in one of the highest burglary crime areas. The police department discovered the crime problems related to the poor condition of housing. Police worked with the apartment manager to clean up the grounds, and urged other city agencies to fix sewer, trash, abandoned vehicle, and pothole conditions. At the time the article was printed, police discovered the complex was in default on loans and worked with the U.S. Department of Housing and Urban Development (HUD) on relocating residences until a new complex could be built. The activities conducted by the police department resulted in a 35 percent reduction of burglary.<sup>7</sup>

Gleason stated, "Community policing is our best hope for making citizens feel they are getting a real value for their tax dollars." He cites a Flint, Michigan project where footbeats were reintroduced into the patrol strategy. As a result of a carefully controlled experiment in Newark, New Jersey, which determined that



footbeats do not reduce crime rates, many footbeat programs disappeared- What was not immediately recognized in the Newark study was the fact that footbeats benefit the police and communities in other ways. As a result of footbeats, citizens have a more favorable opinion of police, and officers have higher morale, improved job satisfaction and improved attitude toward citizens. For these reasons, the citizens of Flint, Michigan have twice approved raising taxes to support its footbeat program.<sup>8</sup>

#### POLICE IMAGE

Nearly every publication on community policing credits the programs with improving image. The following are excerpts from a variety of articles addressing the issue of image:

The International Association of Chiefs of Police wrote, "Many people base their impressions of the police service on their initial contact with individual officers" It is the officer on the street that forms a positive or negative image to the public.<sup>9</sup>

Driver, in an article on "Improving Image", stated, "The right attitude toward the public combined with the right action is the key ingredient of individual character and qualities desirable of our police."<sup>10</sup>

Kelling, Wasserman, and Williams discuss how communities are more interested in quality than quantity. An understanding between police and the community establishes a mutual accountability that

leads to an "increased intimacy between police officer and citizens in their neighborhoods."<sup>11</sup>

Wasserman and Moore state, "The highest commitment of a community policing organization is respect and sensitivity to all citizens and their problems. Community policing values the skills of positive social interaction, rather than simple technical application of procedures to situations, whether dealing with crime, disorder, or other problem solving."<sup>12</sup>

A police presence in the community is essential to establishing a successful police/community relationship. Lyght discussed the successful footbeat program in Flint, Michigan. Footbeats, he said, improved the "positive human contacts between public and police." As a result, the city of Flint has been able to pass tax initiatives to pay for the increased manpower and continue its footbeat program.<sup>13</sup>

#### FEAR AS A FACTOR

Articles such as "Policing The Fear of Crime",<sup>14</sup> "Problem Oriented Policing",<sup>15</sup> "Broken Windows (Wilson and Kelling, 1982), "The Quiet Revolution (Kelling, 1988), "How to Fight Fear" (Higdon and Huber, The Citizen Oriented Police Enforcement Package) and "Attacking Crime At Its Roots",<sup>16</sup> all discuss the importance of controlling the fear factor. Immersing officers in the community is one of many strategies for controlling the fear factor. Footbeats are an example of one successful strategy to deal with

the community's fear of crime.

## THE EVOLUTION OF COP+

MBO was introduced as the new management philosophy of the police department. Bradshaw had three main objectives in implementing MBO:

1. Define lines of authority.
2. Assign fiscal accountability to command staff.
3. Provide a system of feedback within the organization.

### Improve Lines of Authority

Prior to 1981, the police department's lines of authority were decentralized. Officers worked geographical areas (beats) but answered to one of several supervisors. There was no clear unity of command. The department was reorganized operationally, utilizing a form of team policing. Officers were assigned to one of 23 teams, each having one sergeant as a supervisor. Each team was assigned to an area of the city (beat) and all team members worked on the same days. In addition, the city was divided in half, with north and south areas each commanded by a lieutenant as mid-level supervisor in charge of teams assigned to his half of the city. Each shift-day, swing, and graveyard was supervised by a watch commander (also a lieutenant, usually chosen by seniority on the shift). The watch commander supervised all activities for the shift to which he was assigned. This change in organizational structure greatly improved the "unity of command" problem

experienced in the previous structure.

#### Fiscal Accountability

Fiscal accountability was the second objective. The departments budget was modified so division heads (administration, patrol, detectives, communications, records & I.D. and jail) each had responsibility for the development and management of their budgets. Previously, the budget was created by only a few people and there was little understanding of what resources were available. It was believed division heads were in a better position to determine their needs and as a result would write better justifications to support budget requests. The new policy also gave the division head a broader understanding of the budget and developed better managerial skills for all involved.

#### Development of a Feedback System

Implementation of the team concept strengthened unity of command, so officers reported to only one immediate supervisor. Increasing officer involvement in decision-making through participatory management approaches and problem solving also improved feedback. At the time, the police union became more demanding. These improvements in feedback were believed to help reduce increasing tensions between labor and management. Simple changes (such as placing a suggestion box in the briefing room) allowed officers to have direct and anonymous communication with the Chief. Their suggestions were reviewed by executive staff

twice a month and an answer was published and/or delivered in person if the suggestion was signed.

Another factor that triggered change was the state's passage of a property tax law in 1981 similar to California's Proposition 13. This occurred only a short time after Bradshaw was hired. The passage of the law reduced tax revenues for the City of Reno, and city officials immediately cut the budgets of every city department. The police and fire departments, which accounted for 60% of the city's budget, were the two hardest hit by budget cuts.

#### Growth Continues as Reductions Begin

Reno was growing rapidly, but revenues were shrinking. Between 1981 and 1987, the police department saw a 26% decrease in its staff- from 305 sworn officers to 225. During the same period, the city's population swelled from 103,000 to 123,000- a 16% increase. Additionally, the city adopted an aggressive annexation policy that increased the jurisdiction of the police department from approximately 38 square miles to 50 square miles, a 24% increase. As population and jurisdiction steadily increased, so too did calls for service (CFS).

These factors combined to make an already serious situation critical. In an effort to remedy this difficult situation, Reno police went to the voters twice to request a tax increase for the hiring of more personnel. Both tax initiatives were defeated. City officials, including the Mayor, responded to the losses with public statements such as, "We'll continue to do more with less."

One may assume such statements only contributed to the erroneous public perception that the police department could indeed function effectively with its severely limited resources.

#### THE HISTORY OF MBO

At this point, it is necessary to regress and explore further how MBO was applied to the Reno Police Department. MBO was the first of two major changes in eight years and it became the driving force of the organization. It provided the necessary tools for the department to address its administrative and operational needs. The problem lay in its application, later discovered to have contributed to the image in the community.

MBO drastically changed the administration and operation of the department. Prior to its implementation, there were no formal goals or objectives. As with many agencies, only a general public policy statement such as "to protect and serve" guided the operational philosophy of the department. Under MBO, each of the major divisions-Administration, Detectives, Patrol, Communications, Records and I.D. and the jail-had to define specific goals and objectives.

As an example, one of the objectives in the Patrol Division was to reduce Driver Under the Influence (DUI) related accidents. Objectives were developed to explain how this would be accomplished. One objective was to increase the number of citations for hazardous moving violations in areas where multiple

DUI accidents were known to occur. Another objective was simply to increase the number of DUI arrests. These objectives were usually accomplished through a selective enforcement program which assigned two to four officers to DUI enforcement on each shift. The establishment of goals and objectives was an excellent system which allowed police department to analyze its productivity, but this type of system also has its drawbacks.

#### Advantages and Disadvantages of MBO

It quickly became evident that the MBO objectives were functioning as "quotas", a factor that apparently contributed to the department's image problem within the community. Drucker (1985) felt MBO is advantageous because it is achievement oriented, provides subordinate commitment, and results in the accomplishment of established goals.<sup>17</sup> Pratt wrote about "The Gelding of MBO", which described its shortcomings. He referred to MBO as a philosophy often misapplied to specific programs, resulting in "quota systems."<sup>1,18</sup> Most of the literature agrees that MBO was developed as a flexible management philosophy that should not be applied to specific programs where it can become quota-driven.

With the adoption of MBO, the Reno Police department became extremely well managed and efficient. Each division within the police department identified goals with objectives concerning how those goals would be met. The results, presented in a quarterly report to the city, showed that most of the department's goals and



objectives were met or exceeded. This was due to management's new "result-oriented" philosophy. It was also the "gelding" which the police department later learned contributed to its poor image.

#### THE TRANSITION AWAY FROM MBO BEGINS

Why did both tax initiatives fail? The answers to this question were discovered in the first community attitude and opinion survey which contributed to the police departments second major reorganization in eight years. In May of 1987 the Reno Police Department began a reorganization that shifted the philosophy away from MBO to Community Based Policing. Bradshaw personalized Reno's approach as Community-Oriented Policing/Plus (COP+).

When the second tax question failed, Bradshaw was attending a conference of police executives in Washington D.C. sponsored by the Police Executive Research Forum (PERF). The theme of this conference was Community-based Policing. He met with several police leaders who had experience in the application of community based policing programs, including John Eck (PERF), Max Downs (Fresno PD), and Lee Brown (Houston PD). It was at this conference that Bradshaw decided a community based approach was needed in Reno. But why would a community based approach make the difference?

The police department under the MBO style had been operating efficiently and meeting its objectives. In fact, the police

department continued to meet its objectives even during its requests for tax increases to support the hiring of more personnel. It kept its promise to "doing more with less", but its image continued to suffer within the community.

A case in point is that the first tax question was proposed by the police department soon after it received a government traffic grant. One of the objectives was to reduce injury accidents. One of the best methods for accomplishing the program's objectives was to target multiple accident locations in the city and, through selective enforcement, designate officers to work the problem areas and write citations specific to the types of violations contributing to accidents. Several radar guns were purchased with grant monies to enforce speed violations. Within a short period of time statistics indicated citations had increased by more than 700%, but at the same time reduced accidents by a single one.

What resulted was a poorly managed program that failed to accomplish its main goal of reducing accidents. Supervisors failed to ensure that officers paid attention to multiple accident sites. Selective enforcement programs in the problem areas was not developed. Motorcycle officers used the radar guns for citing speeders and did not concentrate on the more important areas where accidents were occurring.

The majority of citations was issued during commute hours in the southwest residential areas around Plumb Lane. Numerous complaints were filed by citizens accusing the police of

establishing "speedtraps." Many citizens also complained in editorials to the Reno Gazette Journal. This program was active just as the police department was asking for tax increases to hire more personnel. Obviously, this situation did not help the police department's case for increased taxes among Reno's voters. Under MBO, the police department became very efficient in accomplishing its objectives. But, as was evidenced by the traffic grant, the department failed to understand the community's needs and therefore failed to pass a tax initiative. The importance of understanding and responding to the community's needs was later learned in the application of COP+.

#### New Approaches to Policing

Much of the current literature in law enforcement journals identifies a couple of important facts about police work and its relation to the community. Traditionally, police have viewed calls for service and criminal events as separate and individual incidents. These incidents are now viewed as "chronic problems amenable to diagnosis and preventative intervention."<sup>19</sup> In fact, the majority of calls for service (CFS) are not crime related; rather, they are quality of life related.<sup>20</sup> Most police agencies throughout the nation are suffering from reductions in resources and are depending upon more creative uses of existing resources. This has resulted in police departments looking toward community and social service agencies for assistance.<sup>21</sup>

New York City's handling of transient and homeless people is

one example of how police now turn to outside agencies for assistance with problems previously handled through enforcement. Reduced jail space is common to many jurisdictions, including New York City. No longer can transients be herded to jail cells: There is simply no room. The homeless/transient situation has become a national concern. Enforcement is seen as a poor approach to what is being recognized as a social problem.

In New York City, a social service organization drives vans throughout the city picking up homeless people and transients found sleeping in doorways and alleys. Other support groups provide shelter and food. Before this approach was adopted, homeless people were dying in the harsh winter conditions.

In Reno, the United Way Committee has found temporary shelters for the homeless during the winter months. The United Way has formed a committee working with the Gospel Mission, Salvation Army, local business and Police to build a permanent shelter with more beds to deal properly with Reno's transient/homeless problem. In both New York and Reno, the police have been dealing with transients as an enforcement problem. The nation has become sensitive to the plight of transient and homeless people. The examples show how the police department can properly respond to community needs, and by soliciting the assistance of outside agencies can free itself for law enforcement-related tasks.

## RENO POLICE ATTITUDE AND CONFIDENCE SURVEY

While Bradshaw was attending the PERF Conference in Washington D.C., a city-wide attitude and confidence survey was being conducted at his direction. The survey, discussed in detail below, revealed that the community believed the police performed well in stopping crime and protecting them, but the police department's image was poor. How important was image? As a result of the survey, the department staff determined the image problem contributed to the loss of the first two tax initiatives. It also revealed other contributing factors such as the mismanagement of the traffic grant. A poor image was a major concern and the police department now faced the monumental task of correcting the problem.

### IDENTIFYING IMAGE PROBLEMS: THE SEVEN NEGATIVES

When Bradshaw implemented the COP+ program, he identified what he referred to as the " seven negatives" that led to COP+:<sup>22</sup>

1. The narrow loss of the original bond issue to increase police staffing: The margin was only 18 votes.
2. Loss of the 2nd tax initiative by 1200 votes.
3. Diminishing Resources: As explained earlier, the police department was facing continued reductions in resources and personnel.
4. Unwillingness of the community to accept cutbacks: As a

result of reduced staffing the police department attempted to implement a program whereby a majority of non-investigative reports would be taken by telephone at the front desk. This program met strong opposition from a public that wanted a policeman to respond to their homes when they called. This was another issue that resulted in several complaints which were published in the newspaper.

5. Brenneck Carotid Death: Brenneck was a suspect who, while under the influence of cocaine, began fighting with, and disarmed a police officer. A second officer arrived and applied the controversial carotid (choke) hold. Brenneck died at a hospital a short time later. This incident resulted in days of news media coverage and a mounting battle between the Reno Gazette Journal and Bradshaw.
6. Peppermill Incident: Two off-duty Reno Police Officers became involved in a fight with "bikers" in the parking lot of the Peppermill Casino. This was another highly publicized case that received attention and resulted in continued negative feedback on the management of the police department.
7. "Tail Wagging the Dog": The mismanagement of the radar grant and other applications of MBO led the police departments staff to recognize its management system was one where the "tail" was wagging the dog. The pursuit of quotas was dictating management policy and reducing the department's image within the community.

In an attempt to correct the image problem, the police department was reorganized into COP+. What does Community-based Policing programs provide? Can the program yield the ingredients necessary to improve image? According to current literature on Community-based Policing, the answer is in the affirmative. The Reno Police Department's surveys provide better understanding of the effect of COP+ on the community.

As was stated earlier, there are many different approaches to community policing documented throughout the country. Community-based Policing programs have been tailored to each community's needs. There is no single right way of implementation. It is therefore necessary to explain this program in general and then describe Reno's approach to Community Policing in its COP+ program.

#### COMMUNITY-BASED POLICING THEORY

Before explaining Reno P.D.'s organization it is important to provide an understanding of Community-based Policing in its general application. Community-based Policing is not an invention of Bradshaw for use in Reno. The literature indicates Community-based Policing has been applied in various forms by agencies throughout the United States and Europe for the past few decades. Over the past century, law enforcement has been saddled with a disproportionate amount of responsibility for maintaining social order. Additionally, communities have been reluctant to assist police in improving the quality of life. Sophisticated approaches

to curbing crime have failed, and for the most part police continue to be reactive rather than proactive in their approaches to the crime problem.<sup>23</sup>

The principle aim of Community-based Policing is to solicit cooperation between the police and community. This involves working together to identify problems and pooling resources with mutually agreed upon solutions in mind. It is a cooperative effort with "improved quality of life" as one of its main goals.<sup>24</sup>

As our society becomes ever more complex, our need for "professional police" becomes more apparent. The ultimate responsibility for peace and safety lies not only with police, but with the community. These are the principles upon which Community-based Policing is founded.<sup>25</sup> The importance of shared responsibility is evidenced by Reno's motto that appears on all COP+ advertising including bumper stickers and license plates on police vehicles, "YOUR POLICE, OUR COMMUNITY."

Appendix II gives a summarized comparison of traditional policing and community policing. It answers many of the same questions posed in this paper and shows the advantages of a community policing approach.<sup>26</sup>

#### RENO P.D.'S COP+ PROGRAM

The implementation of COP+ in Reno resulted in a major reorganization of the police department. Appendix 1 is an organizational chart of Reno Police Departments COP+ program. The



first observation apparent to anyone who has studied organizational theory is the absence of the traditional "pyramid structure." As an example, Field Services Bureau Area Commanders are Captains and report directly to the Chief of Police instead of to Deputy Chiefs or the Assistant Chief. This is awkward in comparison with more traditional pyramid structures of most organizations but is well suited to the Reno's reorganization under the COP+ program. Community-based Policing is a philosophy. Reno's objectives are to bring the police and community closer together, to identify problems, and mutually agreed-upon solutions.

#### Area Captains

The city was reorganized into four areas of command. North Area includes all areas north of 1-80 including the McQueen area and Stead. South area is essentially everything south of downtown and Mill Street east. Central Area includes all of downtown Reno and east to Bally's Grand Hotel. Station Command is an administrative position that handles all personnel and budget matters for Field Services Bureau (patrol) and acts as a liaison between all areas. This provides a consistency in the delivery of police services between north, south, and central areas.

Captains have 24-hour responsibility for their areas of town. This departs from the traditional shift structure where a commander has total city-wide responsibility for an eight-hour shift (dayshift, swingshift, and graveyard). This allows captains to become more responsive to their areas and better acquainted with

their area's problems and needs.

Each captain has two lieutenants who serve as mid-level supervisors assigned to their areas. Sergeants are first line supervisors, each overseeing a team of 6-8 officers. Those officers are assigned to an area that is divided into smaller units (beats) for a period of six months before rotation. This allows the officers and supervisors to become familiar with the areas where they are working. There are 26 teams assigned to the three areas in field services bureau.

#### Neighborhood Advisory Groups (NAG)

Each of the area captains (with the exception of station command which has no field responsibilities) forms neighborhood advisory groups (NAG), consisting of concerned citizens who represent their area. Each area can be represented by as many NAG groups as necessary. As an example, north area has three NAG groups: Stead, Northeast Reno, and McQueen area. Each group represents an area that differs in its socioeconomic makeup, ethnic balance, and crime concerns. Periodic meetings are held with NAG groups to identify problems in their areas and discuss mutual solutions. These meetings bring concerned citizens closer to the police department because they can speak directly with "their area captain." He is accessible 24-hours a day by phone and a recorder takes a message in his absence. The importance of a police captain's ready accessibility to the community is described in a publication

by the Police Executive Research Forum "How to Rate Your Local Police." It states, "Ideally there should be a free and easy exchange between the police agency and the community. If citizens perceive that agency administrators are available to them, that the questions are accurately and promptly answered, that their opinions about agency practices are respected, they are more likely to regard the police with respect and trust."<sup>27</sup>

The NAG groups do not dictate policy. They are volunteer citizen groups designed to keep the police department "in tune" with the community through a periodic and critical exchange of information.

#### Quality Assurance

Quality Assurance is what Bradshaw refers to as the "plus" in COP+. Quality Assurance independently or by request conducts "community service surveys" of different department sections. It is not an inspectional unit and does not dictate change or invoke sanctions for poor performance. All Quality Assurance surveys are discussed in the Chief's executive staff meetings and any problems that are revealed by a survey are directed to the appropriate command officer for correction. The importance of surveys in understanding community needs cannot be overstated. Surveys provide vital information and insight into the public's perception of officer performance, and can evaluate the effectiveness of police department communication with the public it protects. People would rather see the spirit of the law imposed rather than

the letter of the law. The Police Department must remember the officer's primary role in the field is to maintain social harmony, with cautions, "Police officers must be careful that order does not become an overriding concern to the point where sensible law is ignored."<sup>28</sup>

Policing efforts must be consistent with community needs and desires. Reno P.D.'s handling of the traffic grant is an example of the police department's failure to understand the community's desires. Finally, police powers must strike a balance between the rights of citizens and the maintenance of social order. Again, the key ingredient for success in each of these issues is a cooperative effort between the police department and community it serves. Community surveys are an excellent tool to assist a department in evaluating the manner in which its officers are communicating with the public.

As an example, Quality Assurance conducted a survey of Investigative Services Bureau (Detectives) in 1988. It discovered the most frequent complaint of victims of crimes was the lack of re-contact by detectives. The problem was twofold: Officers who took original reports told citizens a detective would contact them on the next day; and many of the reports taken involved misdemeanor crimes in where there is no investigative follow-up until the complainant contacts the misdemeanor complaints officer.

The solution to the dilemma was simple. Officers were instructed not to tell citizens that detectives would contact them the next day because the time required for processing many cases

didn't allow for such a deadline. Next, the police report form was changed to a multi-copy form. After reporting an incident, each citizen was given a copy of this form. It provided citizens with information such as the case number and instructions on how to pursue a case, including the appropriate phone numbers. A follow-up survey by Quality Assurance showed a marked improvement and increased citizen satisfaction.

Police must continually remind themselves that they are public servants responsive to the community. No longer will the "us versus them" mentality be tolerated.<sup>29</sup> Without community surveys, a police department can easily misjudge its effectiveness in dealing with the community, Alpert outlines the importance of developing specific support criteria which identifies a department's "style of policing." Alpert emphasizes three important aspects of this criteria:

1. It must be consistent with the police mission and the method in which officers are trained to perform.
2. Officers must agree or have knowledge of the criteria.
3. The community must support the methods.

Alpert explains it is not uncommon for differences to occur between the department's perception of the evaluation factors, and the actual elements the community considers when evaluating its police force.<sup>30</sup> Quality Assurance serves to monitor the communities perceptions and reports survey results to the Chief's executive

staff for action.

The Chief of Police has three additional groups which provide feedback and assistance: Media advisory group, citizen's advisory group, and technical advisory group. The Media Advisory Group was formed with the single purpose of improving police/media relations. Bradshaw believes the news media played an important part in bolstering the Reno Police Department's poor image due to their "biased" reporting of several incidents in which the police were involved.

In particular, the Reno Gazette Journal printed several articles and opinions which criticized the chief's handling of several police incidents. The media's influence on the police department's image was evidenced in the Community Attitude and Confidence Survey wherein citizens cited "unfair, biased, and sensationalized" reporting of police department incidents.

The Media Advisory group was formed to include both television stations and newspapers. In the first survey one of the most frequent criticisms about the police image was directed at the media. Many people felt the media reported only a one-sided view and were unfair to the police. Mozee stated, "neither the police nor the media seem to recognize they are basically doing the same type of job - gathering and reporting facts." Both seem to perpetuate the myth that the other is the enemy. Mozee believes that if relations are good, the media can work closely with police in fighting crime.<sup>3</sup>

Garner wrote, "In the interest of effective police work,

departments are obliged to make use of the benefits and services available to all enforcement via mass media." According to Garner, it is the chief executive's responsibility to set policies and procedures conducive to a good relationship with the media. Garner outlined three primary responsibilities in developing sound police-press relationships:<sup>32</sup>

1. Establishment of a public information officer.
2. Development of a department-wide press policy.
3. Setting of procedural guidelines to implement the press policy.

Bradshaw has essentially followed the recommendations outlined above by Garner above. After the first survey, Bradshaw developed a new "open press" policy department-wide and appointed a public information officer (PIO). The creation of a Police Information Officer (PIO) has greatly reduced the number of media complaints. With a PIO, the news has access to one person in the police department who can answer questions and schedule interviews.

The PIO communicates daily with the media and reports both crime and community service information. The police department is involved in a number of community service activities like the annual "cops and kids" picnic. The police now advertise this event so the public is aware of their community involvement. The positive response will certainly help the police image.

Procedural guidelines were established in a General Order

issued by Bradshaw. The order established the position and responsibilities of the PIO. In addition, it encouraged cooperation between members of the police department and the media. This was the "open press" policy Bradshaw believed was needed to improve police and press relations.

The Chief's citizen advisory group consists of a selected group of influential NAG members from each of the areas. The concept establishes an executive group that will provide the Chief an overall perspective on how COP+ is working and allows him access to some of the most influential citizens in the city. In turn, these citizens have direct access to the Chief of Police. Such access is rare in most communities, and is often confined to complaints about service. Each area Captain selects five members of his area NAG to serve on the Chief's citizen advisory group.

The last group is a Technical Advisory Group. The aim of this group is to invite professionals within criminal justice agencies throughout the country to Reno, where they can provide technical assistance on the application of COP+. This group would consist of people from the Police Executive Research Forum (PERF), International Association of Chiefs of Police (IACP), or leaders in Community-based Policing such as Eck, Brown, and Downs. This group has not been formalized but is being considered for the summer of 1989 when Reno's COP+ program will have been operational for two years.

The operation of the remainder of the organization is traditional. The fundamental change throughout the organization



was the adoption of the COP+ philosophy. COP+ teaches a cooperative effort between police and community at every level in the organization, from the officer on the street to the records clerk in I.D. or to the dispatcher answering a 911 call for emergency service.

A cooperative effort between the police and community is the keystone of COP+. Police officials believe the recent passage of a tax initiative to increase police staffing is an initial indication of the success of the program. The community attitude and confidence surveys will provide valuable feedback about how the department's image is faring in the community.

#### APPLICATION OF COP+ "ON THE STREET"

"Every police officer is a potential public relations officer and the way he or she behaves is not only crucial to the forces reputation but is a reflection of the service as a whole."<sup>33</sup>

All the correct philosophy in the world will be lost if not applied with the spirit in which it was developed. The driving force in any police organization is the "cop on the beat." The success and desire for footbeats is only one example of the importance citizens place on the officer on the beat. With this in mind, it was very important that the officers of the Reno Police understood what COP+ is intended to do.

As soon as COP+ was implemented, everyone from secretary to patrolman to Chief of Police attended a 40-hour COP+ training. Here they were given an overview of COP+, an explanation of the first community survey which identified an image problem, and a series of presentations by a various ethnic and community groups. A few of the community interest groups making presentations represented Blacks, Hispanics, Indians, Asians, and Gays. Several community assistance groups such as the Gospel Mission, Community to Aid Abused Women, and alcohol/drug abuse organizations also made presentations. Communication and sensitivity training was also part of the 40-hour program.

#### New Tools: RPD Resource Manual

At the completion of the training, each officer received a resource manual that included names and information about various community groups and assistance programs. The reference manual was developed so officers handling calls could make referrals to people in need of outside agency assistance.

As an example, a majority of calls handled by officers involved family disturbances. Researchers have identified that eight of ten calls for service are quality-of-service related as opposed to crime related.<sup>34</sup> The causes of these family disturbances involved everything from financial problems to drug abuse. Rather than simply mediating the disturbance as was done in the past, the officer now had the added capability of making referrals specific to the problem at hand through the use of his reference manual.

## RESEARCH DESIGN

This paper examines whether the Reno Police Department's image has been changed for the better as a result of the implementation of a Community-based Policing (COP+) Program.

### HISTORICAL ANALYSIS

The majority of research methods studied in Babbie focused primarily on studies anchored at one point in time and one locale. Historical analysis allows the researcher to trace the evolution of forms over time and compare those developmental processes across cultures.<sup>35</sup>

In the study of the Reno Police Department's image, a historical analysis is important in understanding how image became an issue. As already stated, the Police Department went through two major organizational and management philosophy changes within 8 years. After the community attitude and confidence survey was completed, several long-standing factors contributing to a poor police image surfaced. An understanding of the police departments history is essential to understanding why the department implemented COP+.

### SECONDARY ANALYSIS

Babbie describes secondary analysis as involving the following

steps: (1) questionnaire construction, (2) sample selection, (3) data collection through interview or self-administered questionnaires. One advantage of secondary analysis involves the conservation of time and money: The researcher uses completed research material to arrive at his conclusion.

This paper presents a secondary analysis of three attitude and confidence surveys conducted by the police department. There are three basic survey methods: Personal interviews, telephone surveys, and direct mailing. The Reno Police Department chose to conduct a telephone survey based on its limited cost and because it promised the most benefit with fewest liabilities.

Survey I, conducted during June 1987, used a sample size of 503 respondents, <sup>36</sup> an optimum number due to financial and time constraints. The completed results were needed when citizen advisory groups (NAGS) were formed and were to begin meeting in August 1987. The number of responses from each of Reno's four policing delivery areas was weighted so that the ratio of respondents from a given area was equivalent to the number of people living within that area. A sample size of 500 was believed large enough to furnish a reliable description of the views of people living within each area of the city.

The selection of individuals was based upon several criteria. First, each person surveyed had to live within the city limits of Reno. The Department sought the views of real and potential users of its services. Second, respondents had to be at least 18 years of age. This decision was based on the assumption that persons of

least minimum voting age are the group responsible for political change in Reno. The department also targeted taxpayers and property owners who have the greatest investment in the community. The minimum voting age criterion is historically common for surveys dealing with governmental affairs. Third, the person selected within each dwelling unit corresponding to a residential telephone number must be determined in advance, in order to eliminate demographic bias. A series of eight selection tables was used so that different age groups were fairly represented and so that there would be an equal number of male and female respondents chosen.

The survey asked how citizens felt about following areas:

- [1. The kind of job RPD is doing.
- [2. What the department seems to do best.
- [3. What the department does poorly.
4. How the department can improve from the citizen's perspectives.
5. What concerns should receive greater emphasis.
6. Which type of crime is of the greatest concern to the people of Reno.

A large group of volunteers was recruited to do the actual survey taking. For the first survey, volunteers came from Nevada Job Corps, Senior Citizen Centers, Reno Explorer Post, and private citizens. In the second survey, volunteers were recruited from the University of Nevada Reno.

The survey was conducted at a site away from the police department. Calls were made on weekdays only between 1:00 pm and 8:00 pm. The number of respondents was increased in each of the three surveys in the interest of greater accuracy; Survey I, 503; Survey II, 703:<sup>37</sup> and Survey III, 884.<sup>38</sup> With this exception, the basic design of each of the three surveys remained the same.

**ANALYSIS AND INTERPRETATION**

Three surveys have been completed since the implementation of COP+. Eighteen months have passed since Survey I in June 1987. Each of the three surveys asked a variety of questions relating to how the public felt about the police department. Survey I revealed that the public thought the department was doing a good job overall, despite a perceived poor image within the community. Surveys II and III revealed increased satisfaction with police performance and a complete reversal in image from negative to positive. Because the issue in this analysis is the police department's image, the questions addressed in each of the surveys will be restricted to the department's overall performance and image.

SURVEY I (June 1987).

**Table 1:** How would you rate the police department's overall performance?

	<u>Poor</u>	<u>Below Average</u>	<u>Average</u>	<u>Above Average</u>	<u>Good</u>
<u>West Area</u>	8%	5%	37%	20%	30%
N/W	10	6	36	17	31
S/W	7	4	38	22	29
<u>North Area</u>	4	9	37	14	36
N/E	2	7	42	9	40
N/Suburban	6	11	33	17	33
<u>S East Area</u>	9	8	30	13	40
<u>Central Area</u>	8	10	37	12	33
<u>Overall</u>	7%	8%	36%	16%	34%

Source: Survey I, Reno Police Department

Responses noted in Table 1 show a greater than 3:1 ratio of positive to negative overall endorsement of the police department's performance.

**Table 2:** How would you rate RPD's image within the community?

	<u>Poor</u>	<u>Below Average</u>	<u>Average</u>	<u>Above Average</u>	<u>Good</u>
<u>West Area</u>	17%	20%	34%	11%	18%
N/W	17	23	35	9	16
S/W	17	17	32	14	20
<u>North Area</u>	13	17	38	7	25
N/E	14	17	36	9	24
N/Suburban	12	18	40	4	26
<u>S East Area</u>	20	11	21	16	21
<u>Central Area</u>	25	16	31	8	20
<u>Overall</u>	17%	17%	33%	10%	21%

Source: Survey 1, Reno Police Department

Table 2 shows the police department did not have a positive public image, even though the community rates it favorably in terms of overall performance. Follow-up questions pertinent to the image issue were asked and answers were divided into positive and negative groups. The most frequent positive responses were:

Police performed well on the job	28%
Good attitudes	13%
Officers acted professionally	12%
Good police services	10%
Good response time	4%
Good training	4%
Word of mouth reputation	4%
Remaining responses were varied	25%



The most frequent negative responses were:

Media contributed to a poor image	31%
Poor officer attitude	13%
Unpopular job	9%
Manpower	7%
Law enforcement procedures	6%
Remaining responses were varied	34%

When asked for suggestions on how to improve the department's image, the most frequent responses were:

Greater attention to the community	19%
Improved employee attitudes	16%
More officers hired	11%
More public relations activities	11%
More patrolling	8%
Remaining responses were varied	35%

SURVEY II (March 1988)

Under the COP+ reorganization, Reno has been divided into three divisions for the purposes of delivering services. Each area is roughly equivalent in demand for services although population may vary considerably. North contains the northwest, northeast, and north suburban areas. Central contains the downtown core with its surrounding residential belt, and south contains the southwest and southeast portions of the city. Divisions listed in the tables reflect the new reorganization under COP+.

**Table 3:** How would you rate the police department's overall performance?

	Below <u>Poor+Average</u>	<u>Average</u>	Above <u>Average+Good</u>
<u>North Division</u>	11%	48%	41%
Northwest	10	46	44
Northeast	12	44	44
North Suburb	12	57	31
<u>Central Division</u>	11	67	22
<u>South Division</u>	10	46	44
Southwest	10	45	45
Southeast	10	47	43
<u>Overall</u>	10%	47%	43%

Source: Survey II, Reno Police Department

In comparison to the first survey, the results in Table 3 show a favorable ratio of approximately 4:1. This is an improvement over the previous year's survey. Additionally, individual comments regarding performance indicate a "lessening" of extreme views by respondents and an increase in the "average" ratings.

**Table 4s** How would you rate the Reno Police Department's image within the Community?

	Below <u>Poor+Average</u>	<u>Average</u>	Above <u>Average+Good</u>
<u>North Division</u>	36%	32%	32%
Northwest	37	30	33
Northeast	34	29	37
North Suburb	36	40	24
<u>Central Division</u>	28	33	39
<u>South Division</u>	32	34	34
Southwest	33	35	32
Southeast	31	34	35
<u>Overall</u>	34%	33%	33%

Source: Survey II, Reno Police Department

In the previous survey, it was clear the department had an image problem with approximately 60% of the community responding negatively and 40% responding positively. The results of the image question in Survey II are indicated in Table 4. Image improved from the first survey, as positive responses increased to 49% and negative responses decreased to 51%,

Follow-up questions were asked in order to determine what had made the difference. The most frequent responses on the positive side were:

Improved media relations	10%
Improved officer attitudes	7%
COP+	4%

The most frequent responses on the negative side were:

Poor media treatment	20%
Off duty incidents	11%
Poor attitude	7%
Poor on-duty behavior	5%
Brutality toward others	5%

The most frequent answers when asked what the department could do to improve its image were:

More public relations work	23%
Hire more officers	13%
Be more caring and helpful	7%
Nothing	6%

The results were encouraging and the police department believed it was in the midst of a positive change. The improvement in image from 60:40 against to 51:49 against was considered an important step in the right direction by police officials.

In Survey III, the COP+ reorganization and reporting divisions remained the same as explained in Survey II. The questions in Survey III were evaluated the same as Survey II. Questions were evaluated by combining the poor and below average scores and comparing the total with the sum of the above average and good scores. The objective was to obtain a pro vs. con perspective, tables 5 & 6 at the end of this section depict the pro vs. con [comparisons between the three surveys.

In reference to the question, "How would you rate the police department's overall performance?", 7% of the respondents gave a poor or below average rating, 39% gave an average rating, and 54% reported the department as being above average, or a 7.7:1 favorable ratio. Survey I had a 3:1 favorable ratio; this improved to 4.3:1 in Survey II, and has climbed to 7.7:1 in Survey III. Table 5 illustrates the results each survey with respect to this question.

The most frequent negative responses were:

Slow response times	30%
Poorly managed department	11%
Bad officer attitudes	11%
Don't come when called	8%
Don't patrol neighborhoods	8%

The most frequent positive responses were:

Good response time	17%
Effectiveness	14%
Professionalism of officers	12%
No opinion	8%

In reference to the question, "How would you rate the department's image within the community?", the negative scores were added together and compared with the sum of positive ratings to yield a scale from which an evaluation was made. Twenty-one percent of the respondents gave a poor or below average rating, 39% gave an average rating, and 40% reported the department had an above average or good image within the community. When comparing the results. Survey I had a negative ratio of 2:3 reported; Survey II had a ratio of approximately 1:1 (a 50- 50 split); and Survey III increased to a favorable ratio of 1.9:1. Table 6 illustrates the results of each survey with respect to this question. Within an 18-month period, the police department was able to reverse its image from negative to positive.

The most frequent negative responses were:

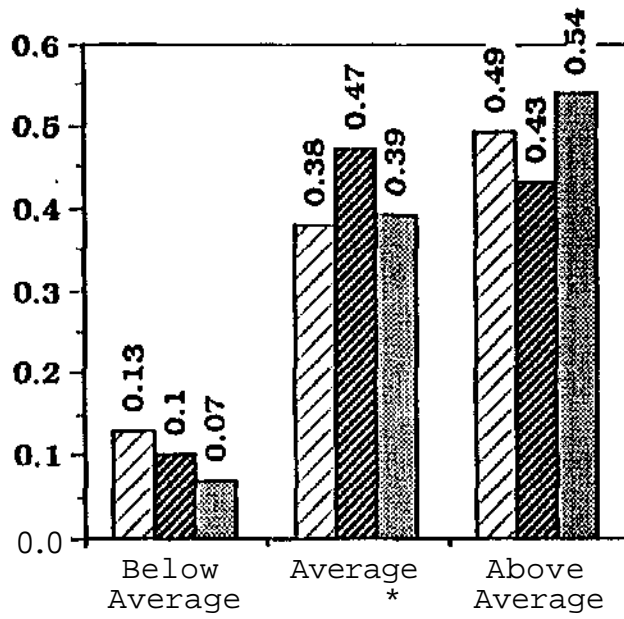
Poor media treatment	32%
Poor attitude	13%
Don't know	8%
Slow response times	9%

The most frequent positive responses were:

Officer attitudes	28%
Improved media relations	23%
Don't know	17%
COP+	7%
High visibility	5%

Table 5: How would you rate the police department's overall performance?

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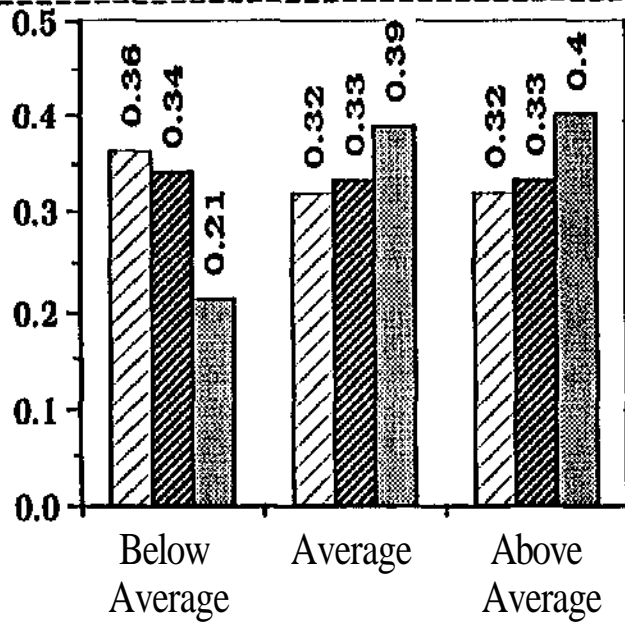


0 Survey I June 1987  
E3 Survey II March 1988  
H Survey III November 1988

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Source: Survey III, Reno Police Department (above table depicts a comparison between the three community surveys)

**Table 6:** How would you rate the Reno Police Department's image within the community?



g Survey I June 1987  
 H Survey II March 1988  
 m Survey III November 1988

Source: Survey III, Reno Police Department (above table depicts a comparison between the three community surveys)

## SUMMARY AND CONCLUSIONS

Nearly two years have passed since Reno Police Departments COP+ Program was implemented. Prior to COP+, the morale among management at the Reno Police Department had become grim: The department faced continued budget cuts, reduced staffing and increased responsibilities. Two attempts to pass tax initiatives for critically needed funding met with resounding defeat at the hands of voters who responded to a perceived negative image of the department with negative votes at the polls.

In June, 1987, the department conducted the first of three surveys aimed at determining the people's attitudes toward police and the levels of confidence the force inspired among the citizens of Reno. The survey resulted in a "poor" image rating. One month earlier, the department had begun its transition from a Management by Objectives philosophy to the more community oriented "Community Based Policing" program-dubbed COP+.

Under COP+, the entire department underwent a massive overhaul. Every employee attended a 40-hour training course. Department operations were reorganized. The city was divided into four divisions, each led by a captain (three field operations and one station command). In each area, the captain met periodically with Neighborhood Advisory Groups (NAG) to discuss crime, general information, and community concerns. Manpower was allocated as needed, and footbeats were reintroduced to areas of the city where gang-related crimes and other problems were prevalent.



As relations with the public steadily improved (as was evidenced by positive results in the second survey), so too did relations with the media. A Public Information Officer was appointed to serve as a constant liaison with television and newspaper representatives, relaying information about crimes, personnel issues, and community service programs in which the department was involved.

COP+ also brought changes in relatively minor procedures within the department. A Quality Assurance section was developed and conducted mini-surveys concerning internal operations and the department's interaction with the community. Such surveys served as "report cards" for executive staff members, who were able to keep closer tabs on the department's progress under the new system.

Far from resting on its laurels, the Reno Police Department plans to continue its surveys on a bi-annual basis. No other police department identified in the literature pursues such an aggressive schedule of surveys. Reno's success so far lent credibility to the use of surveys as a means of determining community needs and formulation of police responses.

The theory is simple: Police can ignore their "broken windows" (to use Wilson's analogy) but the problem will only worsen. Police can attempt to deal with their problems without the community's input, as Reno did prior to the implementation of COP+, but such a philosophy usually meets with little or no success.

Interaction between the police and community can result in the mutual identification of both community problems and community

solutions. There is no one way to implement a community policing program: Methods depend on the individual community and the resources of the police department.

Current literature presents evidence that Community-based Policing programs across the country have reaped positive results in solving community problems and improving relations between police departments and their communities. The results of Reno's COP+ program are no exception. The information gathered in three community surveys showed dramatic improvement in the community's attitude toward the department. The most significant improvement concerned the police department's image: It is obvious that the COP+ program contributed significantly to the improvement.

This paper analyzed whether the implementation of COP+ improved the police department's image in the community. An analysis of the image question alone shows a complete reversal of public opinion from negative to positive in the 18 months since the program began. The most often cited factors in the improved image question were officer attitudes, media relations, and overall performance—the very areas specifically targeted by the COP+ program.

The full effects and potential of COP+ are not known. A continuation of the community surveys will guide the police department by learning the long-term benefits and shortcomings of the COP+ program.

At this time, the Reno Police Department has used COP+ to fix a huge "broken window"—its image within the community. Although

the department continues to identify "broken windows" it now does so with an important new ally: The community it serves. If knowledge is power, COP+ has provided the Reno Police with its most powerful weapon yet: The understanding and support of its people, both inside and outside the station doors.

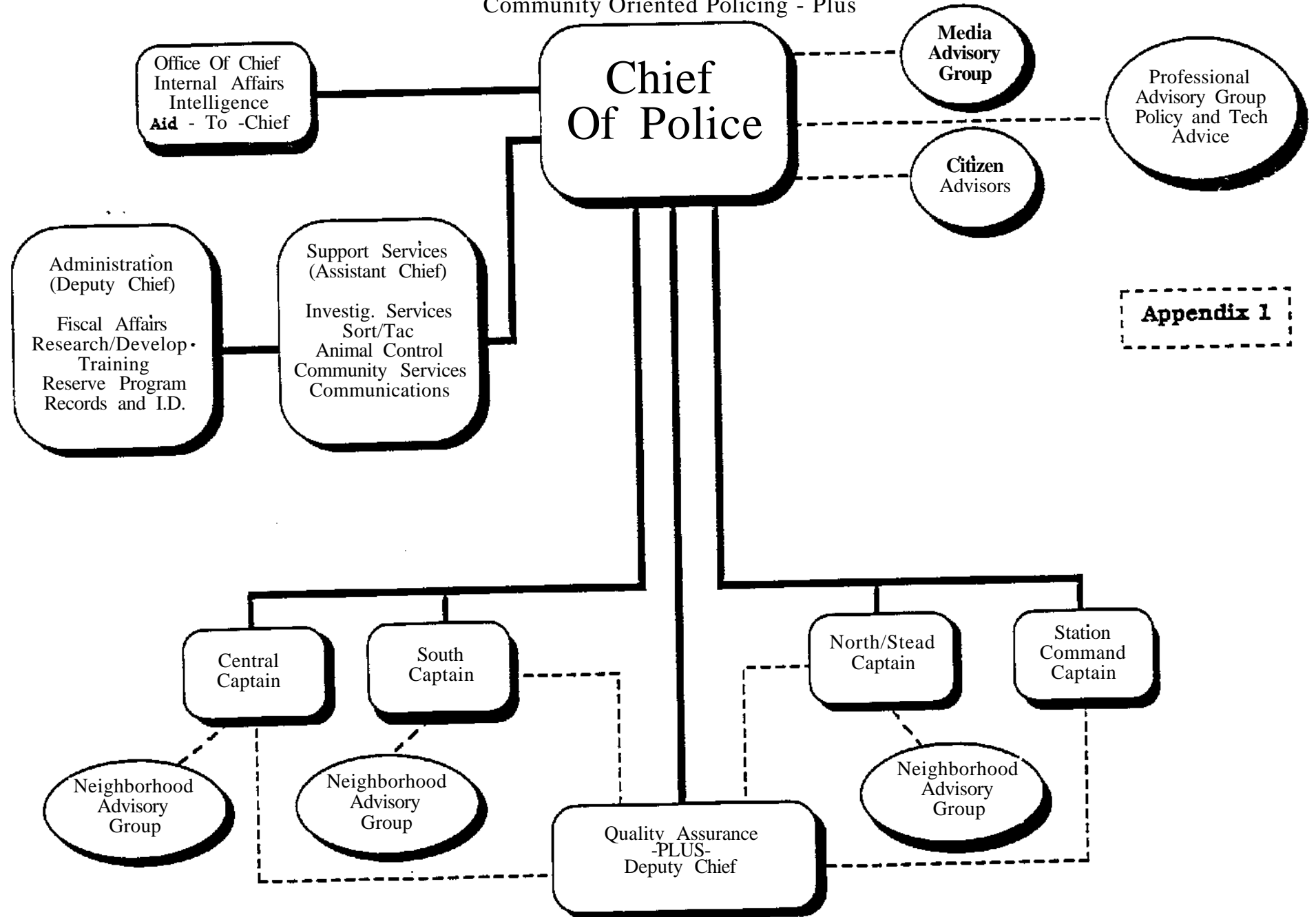
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CITY OF RENO POLICE DEPARTMENT  
Community Oriented Policing - Plus



Appendix 1

{ Source: Reno Police Department COP + Training Manual }

APPENDIX 2

Traditional vs. Community Policing:  
Questions and Answers

**Question: Who are the Police?**

Traditional

A government agency principally responsible for law enforcement.

Community Policing

Police are the public and the public are the police: The police officers are those who are paid to give full-time attention to the duties of every citizen.

**Question: What is the relationship of the police force to other public service departments?**

Traditional

Priorities often conflict.

Community Policing

The police is one department among many responsible for improving the quality of life.

**Question: What is the essential nature of police accountability?**

Traditional

Highly centralized; governed by rules, regulations, and policy directives; accountable to the law.

Community Policing

Emphasis on local accountability to community needs.

**Question: What is the role of headquarters?**

Traditional

To provide the necessary rules and policy directives.

Community Policing

To preach organizational values.



**Question: What is the role of the press liaison department?**

Traditional

To keep the "heat" off operational officers so they can get on with the job.

Community Policing

To coordinate an essential channel of communication with the community.

**Question: How do the police regard prosecutions?**

Traditional

As an important goal.

Community Policing

As one tool among many.

**Question: What is the role of the police?**

Traditional

Focusing on solving crimes.

Community Policing

A broader problem-solving approach.

**Question: What are the highest priorities?**

Traditional

Crimes that are high value (e.g., bank robberies) and those involving violence.

Community Policing

Whatever problems disturb the community most.

**Question: What, specifically, do police deal with?**

Traditional

Incidents.

Community Policing

Citizens' problems and concerns.

**Question: What determines the effectiveness of police?**

Traditional

Response times.

Community Policing

Public cooperation

**Question: What view do police take of the service calls?**

Traditional

Deal with them only if there is no real police work to do.

Community Policing

Vital function and great opportunity.

**Question: What is police professionalism?**

Traditional

Swift effective response to serious crime.

Community Policing

Keeping close to the community.

**Question: What kind of intelligence is most important?**

Traditional

Crime intelligence (study of particular crimes or series of crimes).

Community Policing

Criminal intelligence (information about the activities of individuals or groups).