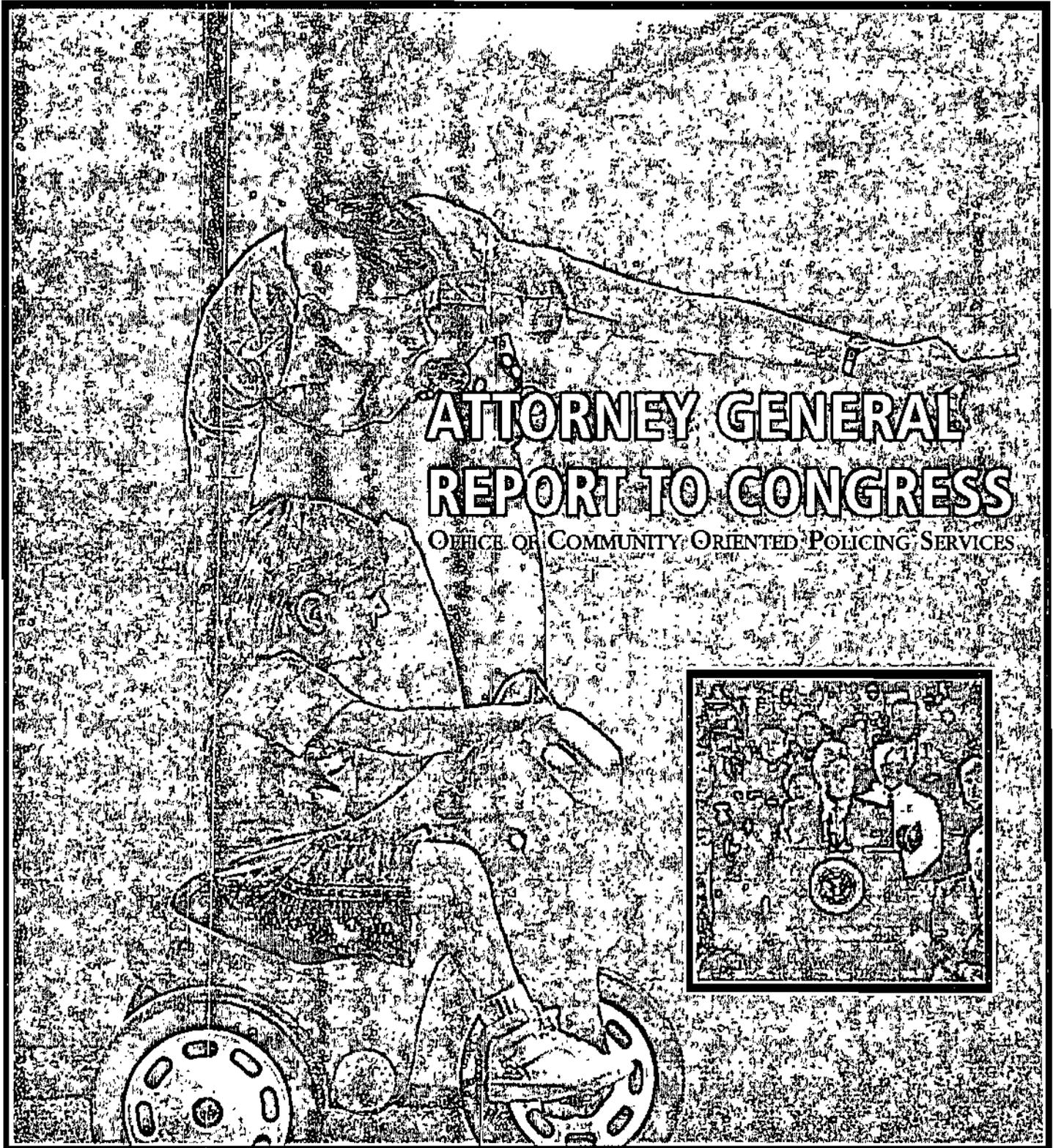


# COPS

COMMUNITY ORIENTED POLICING SERVICES  
U.S. DEPARTMENT OF JUSTICE



## ATTORNEY GENERAL REPORT TO CONGRESS

OFFICE OF COMMUNITY ORIENTED POLICING SERVICES





Attorney General Report to Congress  
Office of Community Oriented Policing Services

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## FOREWORD FROM THE ATTORNEY GENERAL

When President Clinton signed into law the Violent Crime Control and Law Enforcement Act of 1994, he fulfilled a promise he made when he first took office – that his Administration would provide local communities the resources to add 100,000 community policing officers to the nation's streets. Six years later, this historic legislation has made a difference.

As of this summer, over 105,000 community policing officers had been funded. More than 30,000 grants have been awarded to over 12,000 law enforcement agencies, covering 87% of the country. Crime has dropped to its lowest level since 1968, as police officers work hand-in-hand with the community forging new partnerships and working together to solve problems.

By walking a beat and sharing in the life of neighborhoods, thousands of community oriented policing officers funded by the COPS program are redefining the relationship between law enforcement and the community. As community members get to know the person behind the badge, and police officers learn the hopes and fears of the residents they serve, perceptions change. Trust grows. New and creative ways of dealing with long-standing problems are developed. Unique partnerships are developed among groups and organizations where previously there was skepticism or even hostility. Crime decreases, the fear of crime decreases, and neighborhoods thrive.

Another of the many benefits of the COPS program, and a critical part of its legacy, has been its focus on training. COPS' regional network of training institutes across the country has trained officers in areas including building partnerships within the community, supporting victims of domestic violence, and problem-solving. COPS also has made a substantial contribution to numerous police integrity initiatives and is continuing to develop additional resources to strengthen this critical area.

I know that the COPS program has contributed significantly to a safer America. We must not rest on our success, nor become complacent. We must continue our progress. My hope is that the important work of the COPS program will go on, as we continue to change the face of law enforcement for the 21<sup>st</sup> century.

## INTRODUCTION FROM THE DIRECTOR

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The Office of Community Oriented Policing Services (COPS) was created in September of 1994. It is responsible for one of the greatest infusions of resources into local law enforcement in our nation's history. During this time, COPS has funded the addition of more than 100,000 community policing officers and has advanced community policing nationwide.

It has been a remarkable six years for the COPS Office, for law enforcement, and for our nation's communities. Not only has there been a record decrease in crime, there has also been a marked decrease in the fear of crime. Incident-driven policing is gradually giving way to police departments engaging their communities in problem solving and prevention. Officers continue to arrest offenders, but they are doing so more strategically and they increasingly have the support and the cooperation of the community.

COPS has made substantial investments in law enforcement training. We have created a national network of training institutes that has revolutionized law enforcement training. Police academies and departments across the country are using these new models of adult learning, with law enforcement and communities learning together.

COPS has also made a major investment in research. There is now a substantial body of knowledge which grows each day, covering all aspects of community policing.

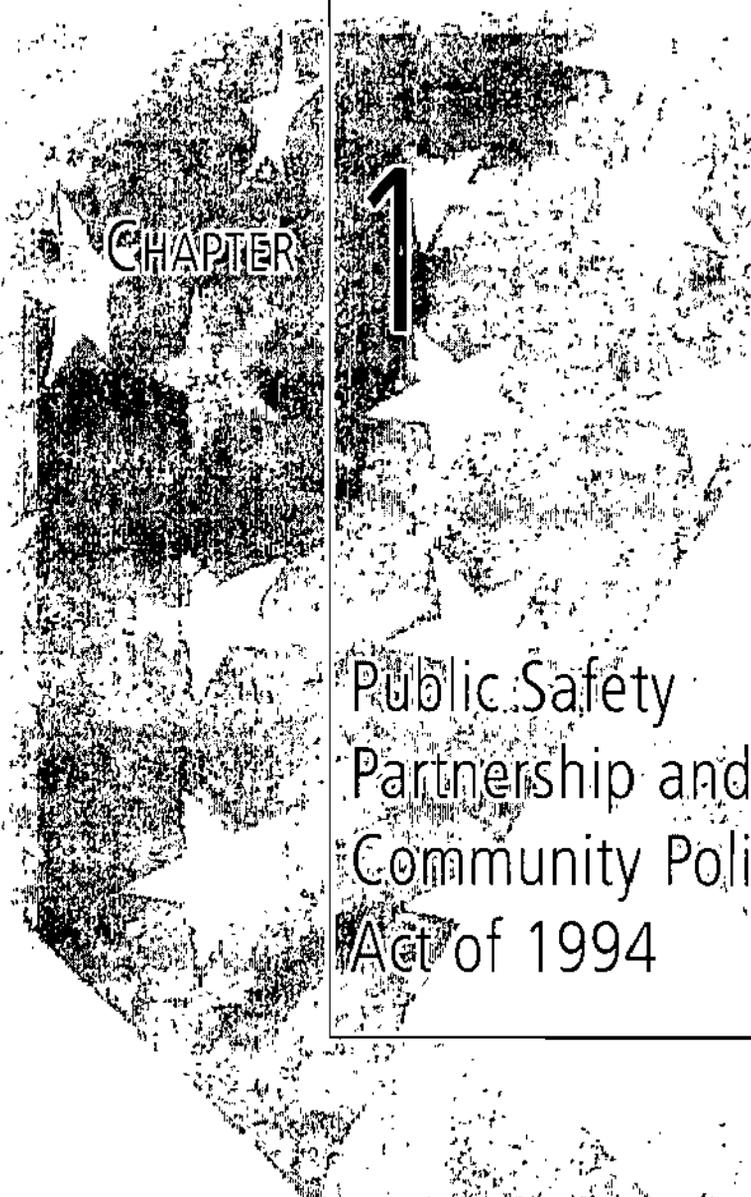
The way government agencies function has changed dramatically with the establishment of the COPS Office. With goals of providing top-notch customer service and establishing partnerships with the law enforcement community, COPS has minimized red tape and streamlined the application process. This has revolutionized the way grants are awarded. Operating under an accelerated timeline, COPS made a point of targeting new markets – including small jurisdictions that had never before applied for grants from the federal government.

We still have much work to do, but this is an appropriate time to recognize how much has been accomplished. Community policing works. The COPS Office is proud to have been a primary catalyst in improving the quality of life in our nation's neighborhoods.

Thomas C. Frazier  
Director, COPS Office



Thomas C. Frazier,  
*Director, COPS Office*



CHAPTER

1

Public Safety  
Partnership and  
Community Policing  
Act of 1994

Public Safety Partnership and Community Policing Act of 1994



## andmark Legislation

On September 13, 1994, President Clinton signed into law the most comprehensive piece of federal crime legislation to date – the Violent Crime Control and Law Enforcement Act of 1994 (commonly known as the “1994 Crime Act”). A multi-faceted approach to controlling and preventing crime, the legislation passed Congress with strong bipartisan support and the endorsement of every major law enforcement group in the country.

The single largest component of the act was Title I – the Public Safety Partnership and Community Policing Act of 1994 – which contained provisions for billions of dollars in grants to states and local municipalities across the country, through the Department of Justice, to focus on violent crime. The purpose of the grants was to increase the hiring and deployment of community policing officers and to advance community policing nationwide.

To implement the program, the Attorney General created a new program office within the Department of Justice known as the Office of Community Oriented Policing Services – the COPS Office.

## Legislative History of the COPS Office

The 1994 Crime Act provided COPS with \$8.8 billion and six years to fund the addition of community oriented policing officers and advance community policing nationwide. Funding came from the Violent Crime Reduction Trust Fund, which redirects money saved by the reduction of the Federal work force and invests it in crime-fighting programs.

Each year, COPS receives appropriations through the annual Commerce-Justice-State (CJS) Appropriations Bill. Between FY95 and FY00, COPS received almost \$7.6 billion to carry out its mission.

On May 12<sup>th</sup>, 1999, President Clinton announced that the COPS program had funded its 100,000<sup>th</sup> community policing officer – more than \$2 billion under budget and over a year ahead of schedule. By the summer of 2000, nearly 70,000 of those officers were already on the street working with communities to fight crime.

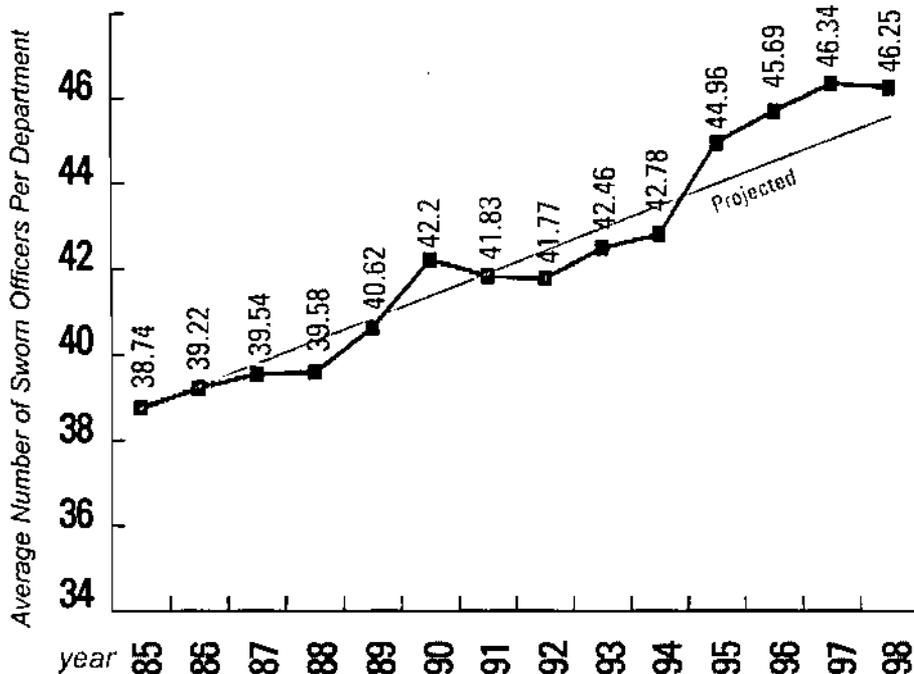
## The COPS Office and Community Policing

Funding an unprecedented number of community policing officers has meant more officers patrolling both big cities and small towns across America. In fact, in the years since the passage of the 1994 Crime Act, the number of police officers has increased dramatically – up 14 percent, from 1993 to 1997 (according to *Uniform Crime Report* statistics). That figure is well above what would have been expected in the absence of the passage of the 1994 Crime Act (Hayeslip, 1999). These officers are making a difference in the communities they serve, working side by side with residents to improve their neighborhoods. Today, 87 percent of the country is served by departments that employ community policing.

There has also been a major change in crime rates in this country since passage of the 1994 Crime Act, according to the *Uniform Crime Report*. Crime has now decreased for an unprecedented eight straight years and is at its lowest point in over a generation. In addition, there has been a marked impact on the *fear* of crime. An Eisenhower Foundation study (1999) found that the fear of crime had dropped to 41 percent in 1998, from a high of 47 percent in 1994.

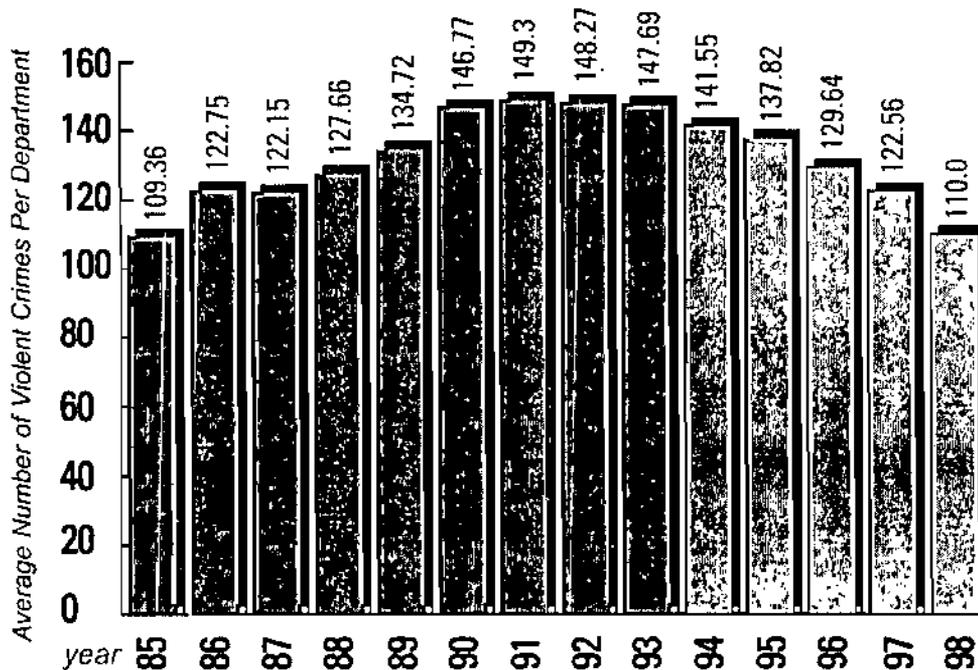
Along with the substantial increase in officers and the advancement of community policing, the COPS Office has also been a story of innovation. By minimizing red

Figure 1.1. Average Sworn Officers Per Police Department \*



"In the City of Sacramento, the COPS program has been a highly successful crime-fighting initiative. The funding provided by Federal grants has allowed the Sacramento Police Department to hire and redeploy over 150 additional officers."

Figure 1.2. Average Violent Crimes Per Police Department \*



Police Chief Arturo Venegas, Jr.  
Sacramento, CA

\* Source: Crime in the United States, 1985 - 98, Uniform Crime Reports.

tape and placing a premium on customer service, COPS has redefined the grant making process using an initial one-page application, publishing grant owner manuals, and introducing grant advisors to improve customer responsiveness. In addition to being responsive to the needs of grantees, COPS also works cooperatively with the Office of the Inspector General and the General Accounting Office on matters including audits, inquiries, referrals, and other oversight functions.

Since COPS began its work, the number of agencies taking a community policing approach to crime reduction has increased. COPS has also been able to support policing agencies to improve the quality and effectiveness of collaborative problem solving. To make these changes, COPS launched a number of unique grant programs, including initiatives such as Problem Solving Partnerships, an Anti-Gang Initiative, Advancing Community Policing, a Distressed Neighborhoods project, a Youth Firearms Violence Initiative, and School-Based Partnerships programs.

COPS has also provided more than 3,000 policing agencies with technology to support community policing. Through the Making Officer Redeployment Effective (MORE) program, COPS has provided over \$1 billion to fund crime fighting technologies, allowing officers to spend more time on the beat and less time at the police station.



COPS has been at the forefront of one of the most pressing issues facing our country today – violence in our nation's schools. Through its COPS in Schools program, COPS has funded the addition of over 2,600 officers in our nation's schools. These school resource officers are partnering with students, teachers, and parents to become an important part of the fabric of the daily school environment.

COPS also is responsible for the largest investment in law enforcement training in the last century. Through the Community Policing Consortium and Regional Community Policing Institutes, COPS has established a national network of training that has revitalized adult learning in law enforcement. By training citizens and police to work collaboratively, residents have become an essential aid in identifying, reporting, and preventing crime.

In addition, COPS has funded a substantial investment in research that is creating a knowledge base in community policing that will be an important asset for years to come.

This combination of hiring, training and technical assistance, innovative grant programs, and more advanced technology has enabled policing agencies to try innovative approaches to fighting crime that are proving successful. For example, crime mapping technology has been used by a number of COPS grantees to pinpoint crime hotspots. Crime analysis programs have been used to identify repeat crime victims and their specific characteristics. School-Based Partnership grants have resulted in unique collaborations among secondary school students, police, teachers, and community members. Officers hired under COPS' Universal Hiring Program have won national awards for innovative crime fighting efforts. In Fontana, California, for example, officers were recognized by receiving the Herman Goldstein Award for Excellence in Problem Solving for a community policing project that reduced the level of homelessness in that city by an estimated 90 percent [Nov. '98, International POP Conference, San Diego].

These and other COPS programs have led to a number of new and creative alliances between police and community members. More than 300 formal partnerships between police and domestic violence organizations have been developed under COPS' Community Policing to Combat Domestic Violence program. An additional 650 partnerships among police and a wide variety of community groups were formed under several problem solving grant programs. Additional partnerships among universities, community groups, and policing agencies have been developed to design and operate Regional Community Policing Institutes.

Although the fight against crime is an ongoing effort, and there is still much work to be done, the past six years give us great reason to hope. The drop in crime, the addition of officers, the introduction of innovative crime-fighting strategies, and the expansion of technology continue to revolutionize law enforcement agencies. Few could have predicted the effect the 1994 Crime Act would have when it was enacted six years ago; it has surpassed even the grandest expectations.

"There has not been a single law passed, or organization established, that has helped law enforcement as much as the COPS program."

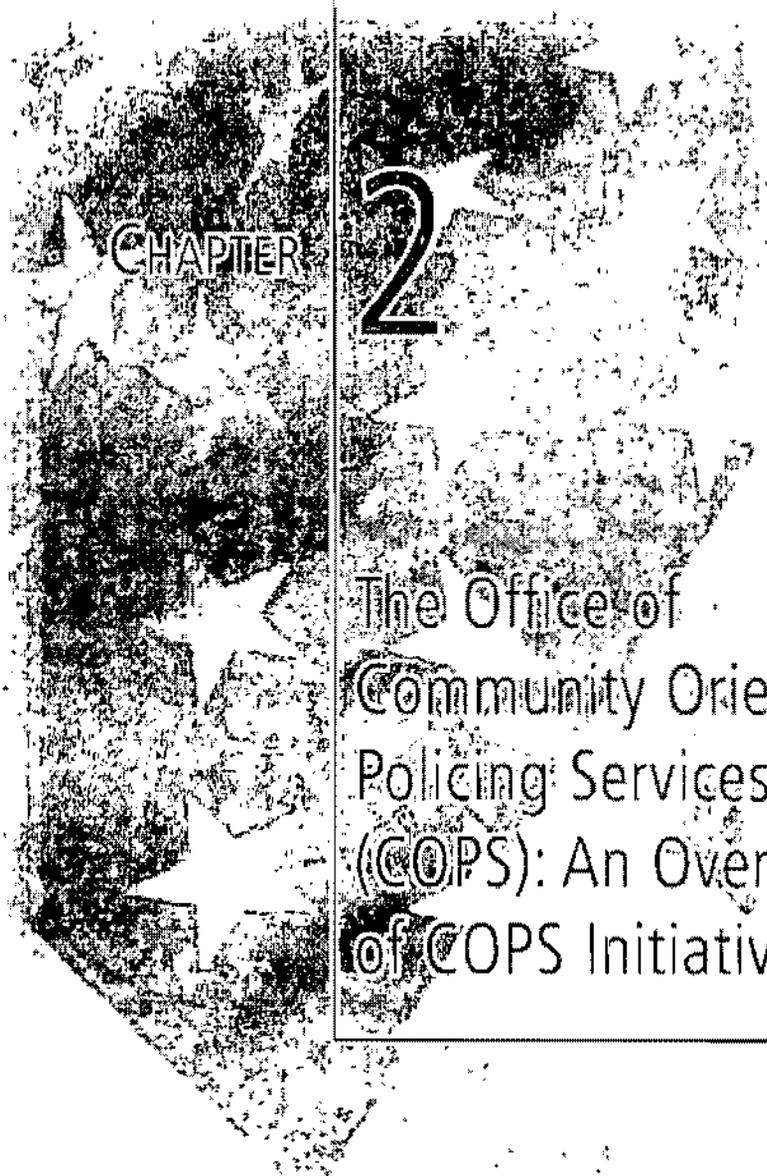
*Police Chief Stanley L. Knee  
Austin, Texas*

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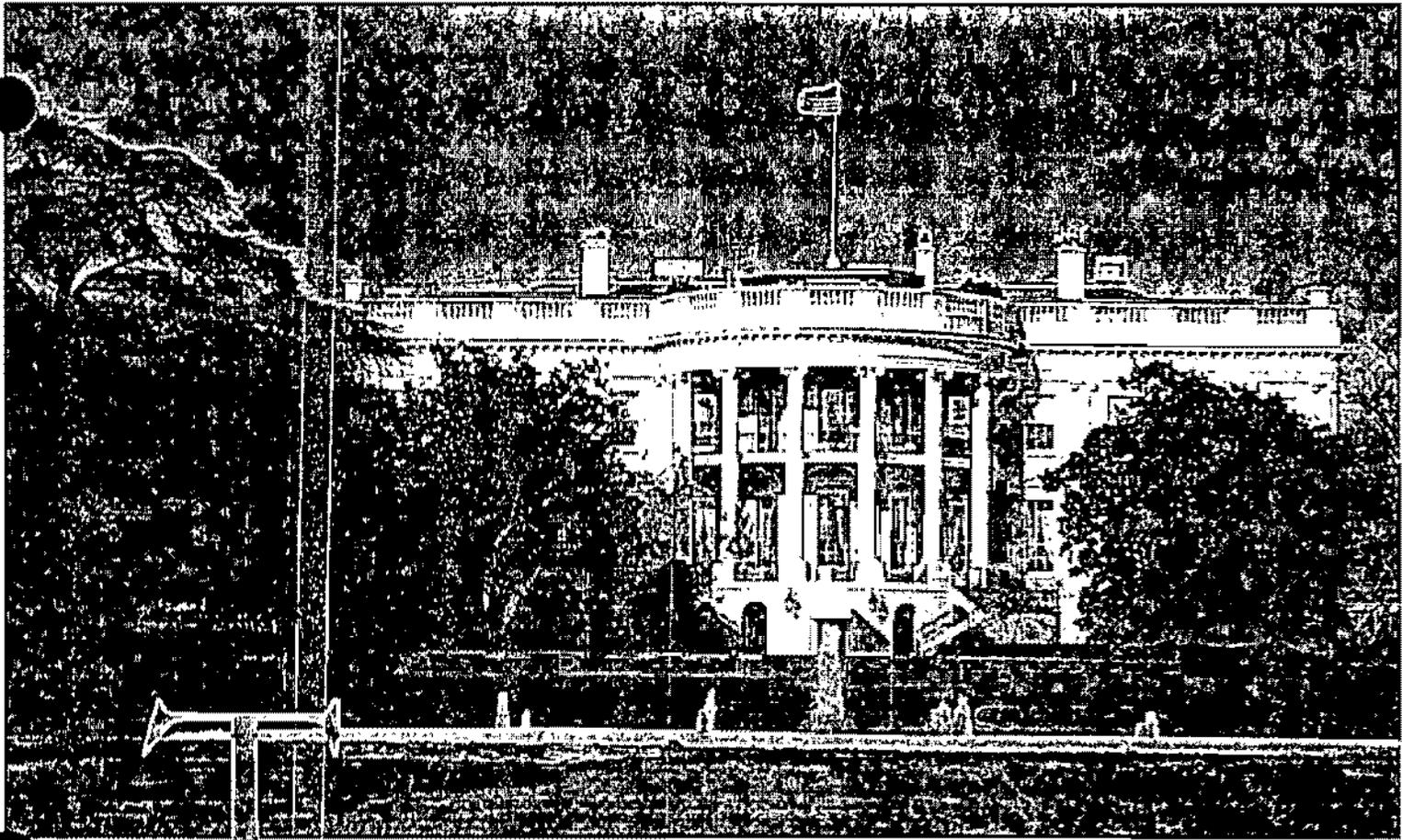
CHAPTER

2

The Office of  
Community Oriented  
Policing Services  
(COPS): An Overview  
of COPS Initiatives

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The Office of Community Oriented Policing Services (COPS): An Overview of COPS Initiatives



The Public Safety Partnership and Community Policing Act was unprecedented in breadth and scope. The enormity of the program was the impetus for the creation of the Office of Community Oriented Policing Services. COPS was created as a new entity within the Department of Justice. The Attorney General delegated grant making authority to the director of the COPS Office, first appointed in 1994.

By the summer of 2000, COPS had awarded more than 30,000 grants worth more than \$6 billion to nearly 12,000 agencies and funded the addition of over 100,000 community policing officers. The following is a history of how COPS has met its challenge and continues to do so into the 21<sup>st</sup> century.

### **Grant Making**

To fulfill its mission, COPS instituted a wide variety of grants. The following chart summarizes and reviews those initiatives:

**Exhibit 2.1.  
COPS Office Hiring Initiatives**

Initiative	Program Announcement Date	Focus	Funding Awarded (in millions) <sup>a</sup>	Local Match	Population Served	Grant Award Duration
Phase I	October 1994	<ul style="list-style-type: none"> <li>hiring officers for the remaining unfunded, but qualified applicants under the 1993 Police Hiring Supplement Initiative</li> </ul>	\$186	25%	NA	3 years
COPS AHEAD	November 1994	<ul style="list-style-type: none"> <li>expedited hiring of new officers in anticipation of later COPS Office funding for jurisdictions with populations over 50,000</li> </ul>	\$282.8	25%	≥50,000	3 years
COPS FAST	November 1994	<ul style="list-style-type: none"> <li>expedited hiring of officers in smaller jurisdictions</li> </ul>	\$389.9	25%	≤50,000	3 years
Troops to COPS	May 1995	<ul style="list-style-type: none"> <li>training new veterans hired under existing COPS grants (1995)</li> </ul>	\$2.3 (1995)	None	NA	3 years
	January 1999	<ul style="list-style-type: none"> <li>related hiring expenses of veterans hired under UHP grants (1999)</li> </ul>	\$5.5 (1999)		NA	1 year
Universal Hiring Program (UHP)	June 1995	<ul style="list-style-type: none"> <li>hiring of new officers as part of an overall community policing plan</li> </ul>	\$3.5 billion	25%	NA	3 years
Distressed Neighborhoods Pilot Project	May 1998	<ul style="list-style-type: none"> <li>hiring of officers in distressed neighborhoods</li> </ul>	\$111.7	none	NA	3 years
Small Community Grant Program	April 1998	<ul style="list-style-type: none"> <li>fourth-year funding to qualifying small jurisdictions</li> </ul>	\$12.8	none	≤50,000	1 year
COPS in Schools	October 1998	<ul style="list-style-type: none"> <li>hiring community policing officers to work in schools</li> </ul>	\$294.4	Salary/benefits costs over \$125,000 for a 3-year period	NA	3 years

<sup>a</sup> As of July 20, 2000. <sup>b</sup> Waiver of local match allowed in exceptional circumstances of financial distress.

**Exhibit 2.2.**  
**Other COPS Office Initiatives**

Initiative	Program Announcement Date	Focus	Funding Awarded (in millions) <sup>1</sup>	Local Match	Population Served	Grant Duration
COPS MORE	1995-1996 1998	■ acquisition of technology and equipment, payment of overtime (1995 only), and hiring of civilians to enable agencies to redeploy existing officers to community policing	\$387.6 (1995) \$287.9 (1996) \$470.6 (1998)	25%	NA	1 year; 2 option years for renewal funding for civilian grants
Youth Firearms Violence Initiative	July 1995	■ development of innovative community policing efforts to curb youth violence associated with firearms	\$8.6	none	NA	1 year
Anti-Gang Initiative	April 1996	■ development of community policing strategies to combat gangs	\$11	none	NA	1 year
Community Policing to Combat Domestic Violence	September 1995 August 1998	■ prevention efforts involving collaboration between police agencies and local victim and other social service programs (1996) ■ pilot tests of community policing approaches to preventing domestic violence plus training and research (1998)	\$4.6 (1996) \$12.6 (1998)	none	NA	1 year
Problem Solving Partnerships	June 1996	■ analyzing one of nine crime and disorder problems and developing innovative, effective, and lasting methods of prevention	\$37.5	encouraged	NA	1 year
Regional Community Policing Institutes	May 1997	■ comprehensive and innovative training and technical assistance to police agencies	\$82.5	none	NA	1 year; 2 option years for renewal funding
Advancing Community Policing	May 1997	■ organizational change to create an atmosphere in which community policing thrives ■ Community Policing Demonstration Centers to test and disseminate model community policing strategies	\$34.5	encouraged	NA	1 year
School-Based Partnership Program	April 1998 February 1999	■ collaboration with schools and community based organizations to analyze a single crime or disorder problem	\$18.1 \$13	none	NA	1 year
Methamphetamine Initiative	July 1998	■ new community policing strategies to combat production and use of methamphetamine	\$51	encouraged	NA	1 year
Tribal Resources Grant Program	September 1999	■ comprehensive hiring program, providing funding for officer positions, training, equipment, and technology	\$27	25%	Federally Recognized Indian Tribes	3 years (hiring) 1 year (equipment, training)
As of July 20, 2000			Waiver of local match allowed in exceptional circumstances of financial distress.			

## Hiring Grants

Less than a month after the enactment of the 1994 Crime Act, the first grants were awarded under the Phase I hiring initiative. Two other expedited hiring initiatives were critical in COPS' early days: **COPS AHEAD (Accelerated Hiring, Education And Deployment)** and **COPS FAST (Funding Accelerated for Small Towns)**.

In June 1995, COPS replaced COPS AHEAD and COPS FAST with the **Universal Hiring Program (UHP)**. This became the centerpiece of COPS' efforts to increase the number of officers deployed in community policing. Under UHP, COPS awards three-year grants to law enforcement agencies to hire additional sworn law enforcement officers. These officers are part of an overall strategy to address crime and related problems through community policing.

COPS hiring initiatives exceeded all expectations with the announcement by President Clinton on May 12, 1999 that COPS had funded its 100,000<sup>th</sup> officer – ahead of schedule and under budget. By the summer of 2000, nearly 70,000 of those officers were already on the street, working with communities to fight crime and improve the quality of life.



At the same time that the number of officers on the street has increased, crime has decreased – with crime now down for an unprecedented eight straight years, and having fallen 14 percent in the past six years. While experts debate the reasons for this drop, law enforcement officials and criminal justice experts across the country routinely cite community policing as a major factor.

In an examination of recent crime statistics, a trend analysis conducted by ABI Associates Inc. (Hayeslip, 1999) shows that violent crime has decreased at a rate greater than would have been expected in the absence of the passage of the 1994 Crime Act. In the Northeast and Pacific regions, where decreases in crime were the most dramatic, COPS grant funding was the largest. At the same time, the sub-region with the lowest COPS-funding per department – the West North Central – had a lower decline in violent crime (Hayeslip, 1999). The regional patterns suggest a clear relationship between funding per department and crime reduction.

### *Making A Difference*

In certain high crime areas in East Baton Rouge, Louisiana, city bus drivers would not drive through neighborhoods and deliverymen refused to make deliveries. That has changed, thanks to a COPS UHP grant. The East Baton Rouge Sheriff's Office now has 20 deputies assigned to community policing. Twelve of those officers saturate low-income, high crime areas and eight officers form two-officer patrols. Since community policing began, a high arrest rate has dropped to a low arrest rate and crime has fallen.

The feedback from the local civic association and business community has been tremendous. They report significant economic gain and point to such things as an increased occupancy rate in apartment complexes that previously had high vacancies. What was unheard of two years ago – children playing outside in the parks – is now a daily occurrence. Police have worked closely with the business community and civic leaders to ensure the drop in crime continues, and follow-up meetings are conducted regularly.

Lt. Craig Brouillete stresses that the most important thing that has occurred as a result of their community policing efforts has been the partnership that has developed among police departments, the community, civic groups, parents, and children. "Our community members – especially our children – now view police as positive role models," says Brouillete. "And we know how important these new partnerships are because a law enforcement agency is only as good as the community it serves."

To complement the Universal Hiring Program and to target specific problem areas, COPS initiated two other grant programs:

**Distressed Neighborhoods Pilot Project:** a program to bring community policing officers to some of the most troubled neighborhoods in the country.

### *Making a Difference*

Liberty City in Miami was a twenty-year victim of a drop in business, increasing poverty, and urban blight. What was once a vibrant community became known for drugs, gangs, murders, and overall urban decay.

"Make no mistake, without the COPS program our ability to take proactive steps toward preventing crime and improving the quality of life in Raleigh would be much more difficult."

*Police Chief Mitch W. Brown  
Raleigh, North Carolina*

With their Distressed Neighborhoods grant in hand and after an initial "no tolerance" sweep of the "John Doe Gang" that controlled the local drug trade, the Problem Solving Team (PST) tackled other enforcement and quality-of-life issues. At least one Miami police officer on the Liberty City PST is assigned to each quality of life issue that has been identified by the community. These officers must research the issue and form the necessary partnerships to address it.

In the past year, through the efforts of the PST, the community and local government partnerships have taken on several difficult issues. One of their more successful efforts involves the arrest of a slumlord, after intense research, coordination, and documentation.

The PST's success in Liberty City was the catalyst for a series in the *Miami Herald* entitled, "Reclaiming Liberty City." The article reported widespread agreement on the positive changes that had occurred. For example, Charles Wellons, a former Miami police patrol officer, said, "Everybody has barbecues going and the kids are playing in the street. You did not have that before." Resident Deborah Bland said people's relationship with the police has changed: "They hear you and they try to work with you." And Miami police sergeant Reginald Kinchen, in charge of the day-to-day operations of the PST, said, "Parents would say to their children, 'Don't run up to the police.' That was when the residents would idolize drug dealers. They represented what life was all about. They were like the Bill Gates of the world. But now, they don't look up to the dealers."

**Small Community Grant Program:** to help small communities which otherwise could not afford to retain their COPS-funded officers for a fourth year.

#### *Making A Difference*

In 1997, Texas ordered the city of Kerens (population 1,702) to install a new wastewater treatment plant. The replacement cost was more than \$1.1 million; but the state would reimburse only \$250,000. This unanticipated cost jeopardized Kerens' ability to pay for the retention costs of the officer they had received under a COPS FAST grant. Subsequently, the town was awarded a Small Communities Grant Program award for \$9,501, which it used to help pay for the officer. The retention of one officer, in this three-officer department, allowed the Kerens Police

Department to continue problem solving activities and community meetings to educate citizens on anti-violence programs.

## COPS MORE

COPS MORE (Making Officer Redeployment Effective) was designed to expand the time available for community policing by freeing officers to spend more time on the street solving problems, instead of filling out paperwork. The program was announced in 1995, 1996, and 1998 and provided one-year grants to law enforcement agencies to:

- acquire new technology and equipment
- hire civilians for administrative and support tasks
- pay overtime for existing officers (only in 1995)

COPS MORE has not only allowed officers to work more efficiently but also more effectively. As a result of the technology funded by COPS MORE, many agencies are now able to perform certain tasks for the first time — such as analyzing real-time crime data, analyzing incident reports to anticipate trends in crime, and mapping crime "hot spots." As law enforcement agencies become more analytical in solving problems, the new technologies are helping expand the way law enforcement agencies think about community policing.

### *Making A Difference*

A COPS MORE grant has had a major impact on community policing in Locust, North Carolina. Before receiving the grant, the most experienced officer on the force was also, unfortunately, the most experienced with computers. As a result, 85 percent of his time was spent doing all of the department's reports, schedules, and time sheets, with the help of another officer.

After receiving its COPS grant, the department hired a clerk to do the paperwork, leaving the officers free to work in the community. Part of one officer's time has been spent working in partnership with the county drug task force and drug arrests and drug activity have since declined. The officer who had been tasked with inventory and other paperwork is now a school resource officer in the elementary school.



Chief Michael Haigler stresses the role of the officer was *not* to patrol the halls and keep order. Rather, the purpose was for children to get to know a police officer on a more personal level. "We now reach kids before they get to high school and out of our reach," says Haigler. "And the attitude of the kids in our community toward all officers has changed. I often have kids come up and talk to me at the store or on the street and I have no idea who they are. But they tell me they know Sergeant Hall and ask if I work with him."

In addition to developing a positive perception of law enforcement at an early age, Chief Haigler also says children now trust police officers and share information that enables officers to avoid potential problems. In watching these children move from elementary school to junior high, Haigler says he can already see the difference.

### **Other Initiatives**

COPS has instituted a number of other initiatives that have promoted community involvement and addressed specific problems across the country. These include:

- **The Youth Firearms Violence Initiative** helps reduce the number of violent crimes and gun-related gang and drug offenses associated with young people.

#### *Making a Difference*

The results of the **Youth Firearms Violence Initiative** have been encouraging. For example: *Inglewood, California*, created a new probation position, collaborated with the district attorney, enforced existing laws, and created community programs. The result was a significant drop in the level of gun crime (Dunworth et al, 1998). *Salinas, California*, after a re-organization of the police department and the assignment of more than ten percent of the work force to a violence suppression team targeting youth violence, experienced a significant drop in gun crimes (Dunworth et al, 1998). In *Bridgeport, Connecticut*, officers conducted proactive patrol and handgun suppression activities in targeted youth violence "hot spots," using motor vehicle stops, road checks, field interrogations, and reverse stings (Dunworth et al, 1998). In *Cleveland, Ohio*, officers identified nuisance properties (such as boarded-up crack houses) and occupied them for as much as 24 hours a day, while the properties were being restored (Dunworth et al, 1998).

- The **Anti-Gang Initiative** targets gang violence by crafting innovative strategies, tracking and evaluating their implementation, and sharing results and successes with other communities.

#### *Making a Difference*

Initial evaluation findings of the Anti-Gang Initiative show a reduction in gun and drug offenses, a decrease in minor felony and misdemeanor gang activity, and some decrease in gang activity. Just as importantly, levels of fear have decreased even as awareness of gangs has increased.

In *Dallas*, police department intervention and suppression strategies have proven quite effective. Those strategies include saturation patrols in hot spots, truancy enforcement, gang member warrant service, and street level undercover drug enforcement. Additionally, the Dallas police department implemented prevention strategies that included assigning officers to recreation centers in troubled areas to interact with at-risk youth and provide a safe environment for neighborhood children. An early impact analysis in Dallas is impressive, boasting a 57 percent reduction in gang-related crime.

*Boston* has also demonstrated extremely positive results since the initiative began – a 20 percent reduction in school violence, an 85 percent reduction in juvenile homicides over the previous year, and a 33 percent reduction in reported fear levels.

- **Community Policing to Combat Domestic Violence** provides a multi-faceted approach by funding community policing/domestic violence test sites, training, and research initiatives.

#### *Making a Difference*

Police in Buffalo were struggling with the problem of domestic violence as well as the failure of victims and witnesses to participate in prosecuting those cases. With a COPS grant to fight domestic violence, police first created partnerships – with Hispanics United of Buffalo, Women for Human Rights and Dignity, Haven House, and the Erie County District Attorney's Domestic Violence Bureau. This collaborative effort reduced the number and severity of domestic violence disputes and protected victims and provided them with support through a combination of law enforcement and victim advocacy. It also enhanced criminal prosecution and promoted officer safety by ensuring that officers were fully prepared to respond and deal effectively with domestic and/or family disputes.



In addition, the new partners provided victims with access to neighborhood based crisis intervention, explained the available options, referred to appropriate services, coordinated follow-up by the prosecutor, and pursued those who failed to show up to aid in the prosecution of offenders.

One of the most successful components of this project was stationing a civilian domestic violence advocate at one of the city's most violent precincts. Because of the many benefits of having this person located at the station house, other resources were found to keep this position funded after COPS funds had ended. This advocate continues to keep the lines of communication open between police and the community.

The pilot project funded through the COPS Domestic Violence Grant was expanded city-wide; and even though the grant funding has been exhausted, the program continues to provide services to the citizens of Buffalo. The function previously performed by Women for Rights and Human Dignity is now being continued by Crisis Services, Inc.

The results have been impressive. Victims' willingness to prosecute has increased by more than 150 percent over the last three years. Domestic violence calls within the city of Buffalo have decreased by five percent and the number of cases prosecuted increased by 10 – 15 percent.

- **Problem Solving Partnerships** offer law enforcement agencies and their community partners the opportunity to identify and analyze a single persistent community problem and develop an effective, creative, and lasting solution through proactive, problem-oriented policing.

#### *Making a Difference*

In *Juneau, Alaska*, police and the community identified a need to better track repeat domestic violence offenders and their victims. As a result, the Juneau Domestic Violence Task Force recommended the creation of a database to assist police in developing probable cause for arrests and notifying appropriate agencies of potential clients. The database recording system quickly displays all domestic violence related activity and also tracks offenders to improve follow-up on court orders. As a result, the number of batterers ordered to counseling increased 52 percent over the previous six months and the number who actually went to counseling increased 127 percent. In addition, the partners were able to train more

than 70 community members, 45 shelter advocates, and several police, victim, and legal advocates.

In *Champlin, Minnesota*, police used their problem solving grant to join with the University of Mankato to examine an increasing number of civil disturbances and a decreasing quality of life in areas of the city with multi-family housing. Police discovered those areas generated twice as many calls for service as other areas of the city. Further analysis revealed that although overall crime rates for the city were going down, rates within the multi-family home areas were increasing.

The Champlin Police Department responded by forming a special unit within the department called the Livable Housing Unit. These officers were reassigned to work directly with dwelling owners, managers, and tenants. They also worked with the city's planning commission to develop the *Crime Free Multi-Housing Certification Program*. Because of the new tools, building managers and owners were able to weed out problem tenants, reduce calls for service, and increase occupancy levels. Since the formation of the Livable Housing Unit, the department has measured a 33 percent drop in disturbance calls, a 44 percent decrease in theft calls, and a 38 percent decrease in overall calls for service.

Police in *Ontario, California*, began to see an increase in commercial burglaries in the early 1990's. An analysis of incident reports and an interview with a confidential informant found that businesses were not properly protecting themselves after hours. Armed with that information, police organized a business academy to properly educate businesses on topics ranging from business-law enforcement relations to workplace violence to building safety and security. The academy opened communication lines between businesses and the police, as well as between businesses. At the same time, police organized a business watch modeled after their neighborhood watch organization. Since then, commercial burglaries in Ontario have decreased 50 percent.

- **The Methamphetamine Initiative** allows cities to develop community policing strategies to combat the production, distribution, and use of methamphetamine. This program provides community policing grants to law enforcement agencies in jurisdictions with large numbers of methamphetamine lab seizures by the Drug Enforcement Agency, deaths frequently attributed to methamphetamine abuse, and extensive arrests for drug dealing and possession.

- **The Tribal Resources Grant Program** provides comprehensive funding to tribal communities, many of which have limited resources and high rates of crime and violence. It aims to enhance law enforcement infrastructures and community policing efforts. This program provides grants to tribes to hire, train, and equip police officers.

## Training Law Enforcement and the Community

Training law enforcement officers to respond and adapt to the numerous changes that community policing imposes on their agencies is a difficult task. Not only does community policing change the way officers approach crime and disorder problems, but it also forces officers to think more comprehensively and analytically about routine calls for service. To facilitate this, COPS has awarded grants for various projects and partnerships, including the Community Policing Consortium, Regional Community Policing Institutes, technical assistance conferences, advancing community government, working groups, inter-agency agreements, and other training initiatives.

As of July 2000, over 112,000 law enforcement personnel and community members had taken COPS-sponsored training in community policing.

### Community Policing Consortium

The Community Policing Consortium provides training in the basics of community policing, as well as a growing number of more specialized courses. It is comprised of five professional police organizations: the Police Executive Research Forum (PERF), the National Sheriffs' Association (NSA), the International Association of Chiefs of Police (IACP), the Police Foundation, and the National Organization of Black Law Enforcement Executives (NOBLE). The Consortium's primary mission is to deliver community policing training and technical assistance to COPS grantees designated to receive training to strengthen their implementation of community policing. The Consortium strives to engage the community to solve problems and to build trust between the community and law enforcement. The Consortium also reaches more than 200,000 law enforcement officers and community members through three publications produced by the Consortium: *Community Policing Exchange*, *Community Links*, and *Sheriff's Times*.

"The enthusiasm within the department and from citizens has become contagious. We all now know that by working together we can do something about crime and improve the quality of life in our community."

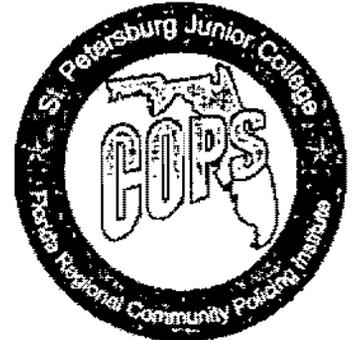
*Police Chief Bobby D. Moody  
Marietta, Georgia*

### *Making a Difference*

According to an independent evaluation of the Consortium (Laszlo, Akimoto and Garner, 1998), the Consortium's training had significant influence on the implementation of community policing throughout the country. Grantees also reported that they were successful in implementing community policing strategies as a result of the training they received through the Consortium. The report also found that the Consortium's publications are widely used and shared by law enforcement agencies across the United States.

### Regional Community Policing Institutes

Realizing that many police agencies do not have the resources to provide non-traditional training, in May 1997 COPS announced grants to establish a network of training institutes, known as Regional Community Policing Institutes (RCPI's). There are currently 28 RCPI's across the country. These Institutes represent partnerships between law enforcement, education, and the community and are designed to provide comprehensive and innovative community policing education, training, and technical assistance to law enforcement officers and citizens throughout a designated region. They offer training in areas including problem solving, community partnerships, organizational change management, strategic implementation, ethics and integrity, rural community policing, and technology for community policing. Over 90 percent of the Regional Community Policing Institutes have waiting lists.



### *Making A Difference*

- **New Jersey's RCPI** community partner, the National Conference of Christians and Jews, has developed two cultural diversity courses for law enforcement agencies and community groups. The courses have been added to the basic police academy certification requirements. A unique feature of this training is its impact on participants without mentioning the words "diversity," "racism," or "prejudice." Through group activity and discussion, participants are led through a process of awareness and different perspectives that require they draw their own conclusions on important human relations issues.
- **California RCPI at Los Angeles** is developing a multilingual community policing video for community members. The 15-minute video will initially be produced in nine languages. It will be presented by police officers at com-

munity meetings both to educate and motivate citizens to become involved in problem solving within their communities.

- **Kentucky RCPI** has developed a new in-service training entitled "Making Communities Safer" in partnership with the state's Department of Criminal Justice Services. This course includes topics such as child abuse, domestic violence, crime prevention through environmental design, and risk management.

COPS has also sponsored technical assistance conferences for grantees throughout the country to provide program-specific guidance and educational opportunities, as well as a forum to network and share promising practices. Those conferences have focused on: domestic violence, problem solving, school-based partnerships, distressed communities, methamphetamine issues, training for School Resource Officers, and police integrity.

Other training projects funded by the COPS Office include: the Community Policing/Domestic Violence Training Initiative; the Community Conflict Resolution and Mediation Project; the Indian Country Crime Initiative Circle Project; COPS in Schools training; and a four-level initiative designed specifically for COPS MORE grantees.

### **Additional Agreements and Partnerships**

To facilitate police collaboration of efforts with mayors, city managers, public officials, and the courts, COPS provides community policing technical assistance through strategic cooperative agreements. COPS has agreements with the International City/County Management Association, the National Association of Drug Courts, and the U.S. Conference of Mayors. COPS also participated in inter-agency agreements with the Federal Law Enforcement Training Center (FLETC), the Violence Against Women Office (VAWO), and the Executive Office of Weed and Seed.

### **Advancing Community Policing**

The current structure and management of law enforcement organizations presents one of the greatest challenges to effective community policing. In light of this barrier, COPS was concerned about the ability of law enforcement departments to sustain and enhance successful community policing approaches to fighting crime. As a result, the COPS Office developed two initiatives as part of a new Advancing



Community Policing program. Agencies could apply for either an Organizational Change grant or to serve as a Demonstration Center:

**Organizational Change** grants are designed to help police agencies change their existing internal structure to accommodate and sustain community policing practices.

**Community Policing Demonstration Centers** showcase those agencies that have taken the lead in implementing community policing throughout their departments, becoming active community policing laboratories and testing and retesting the components of community policing.

### *Making a Difference*

Through these grant programs, agencies have been given the opportunity to:

- re-examine some of their basic features in an effort to eliminate waste, enhance service delivery, encourage worker creativity, and develop more responsive organizations;
- enhance internal and external communication, improve inter and intra-agency cooperation, and remove organizational and managerial barriers. In addition, agencies can clearly delineate their future community policing goals and objectives – their “next steps” – and develop a strategy for incorporating those goals into a multi-year community policing plan.

## **Schools and Community Policing**

### **School-Based Partnerships Program**

This grant program provides policing agencies with grants to collaborate with schools and community-based organizations to analyze persistent school-related crime problems.

### *Making a Difference*

The benefits of school-based partnerships include an increased ability of police agencies, schools, and community groups to work together to develop innovative approaches to maintaining a nonviolent school environment and reducing crime. These partnerships can also result in an improved quality of life for students, teachers, and parents; a decreased fear of crime; and an increased body of knowl-

edge for communities, criminal justice researchers, and practitioners on creative approaches to address school-related crime problems.

### COPS in Schools

One of COPS' most popular programs, COPS in Schools funds the hiring of community policing officers (school resource officers) to work in schools to address crime and violence. The program was designed to provide an incentive for law enforcement agencies to build working relationships with schools and apply community policing strategies.

To help prepare officers for this new role, COPS has developed a unique team-based training for both officers and school administrators that can serve as the standard for training school resource officers across the country.

### Publications



As part of its mission to advance community policing, the COPS Office is producing a wide variety of publications that are instructive in the implementation of community policing. In addition, over 500 materials have been produced by Regional Community Policing Institutes, including curricula, videos, CD-Roms, and monographs. A complete list of COPS publications can be found in the Appendix.

### Research Partnerships

Over the past five years, the COPS Office has awarded \$47 million to its DOJ partner, the National Institute of Justice (NIJ), for research and development of more efficient policing service models that are responsive to the needs of the public. Although numerous projects are still underway, some early research findings promise to have an important impact on day-to-day policing activities (NIJ 2000):

- An evaluation of the Chicago Alternative Policing Strategy (CAPS) program found that, on average, citizens in neighborhoods in which community policing was implemented had improved perceptions of police than citizens in other communities. Residents in neighborhoods with community policing were more optimistic about future policing trends and were more satisfied with police responsiveness to neighborhood problems.
- In Aurora and Joliet, Illinois, researchers found that improvements in the quality of community policing were associated with increases both in the

community's feelings that they could and should take a role in improving safety and security in their neighborhoods, and in perceptions of the quality of life in their communities.

- In Tempe, Arizona, researchers found that the adoption of community policing was followed by a decrease in citizens' fear of crime and an increase in satisfaction with police services.
- In a partnership between Northeastern University and the Boston Police Department, police were guided through a strategic planning process that resulted in the creation of 16 neighborhood teams to identify salient issues in their areas and develop and implement problem solving strategies. Benefits of the partnership included increased visibility of police, greater involvement by community members in controlling crime and disorder, and improved relations between police and the community.
- Levels of cooperation between police and citizens were strongly predictive of increases in residents' perceived safety: as police-citizen cooperation increased, residents considered their neighborhoods safer.
- Departmental accountability systems, such as early warning programs, appear to reduce substantially the incidence of police use of force and citizen complaints.

Many other promising ongoing research projects are underway.

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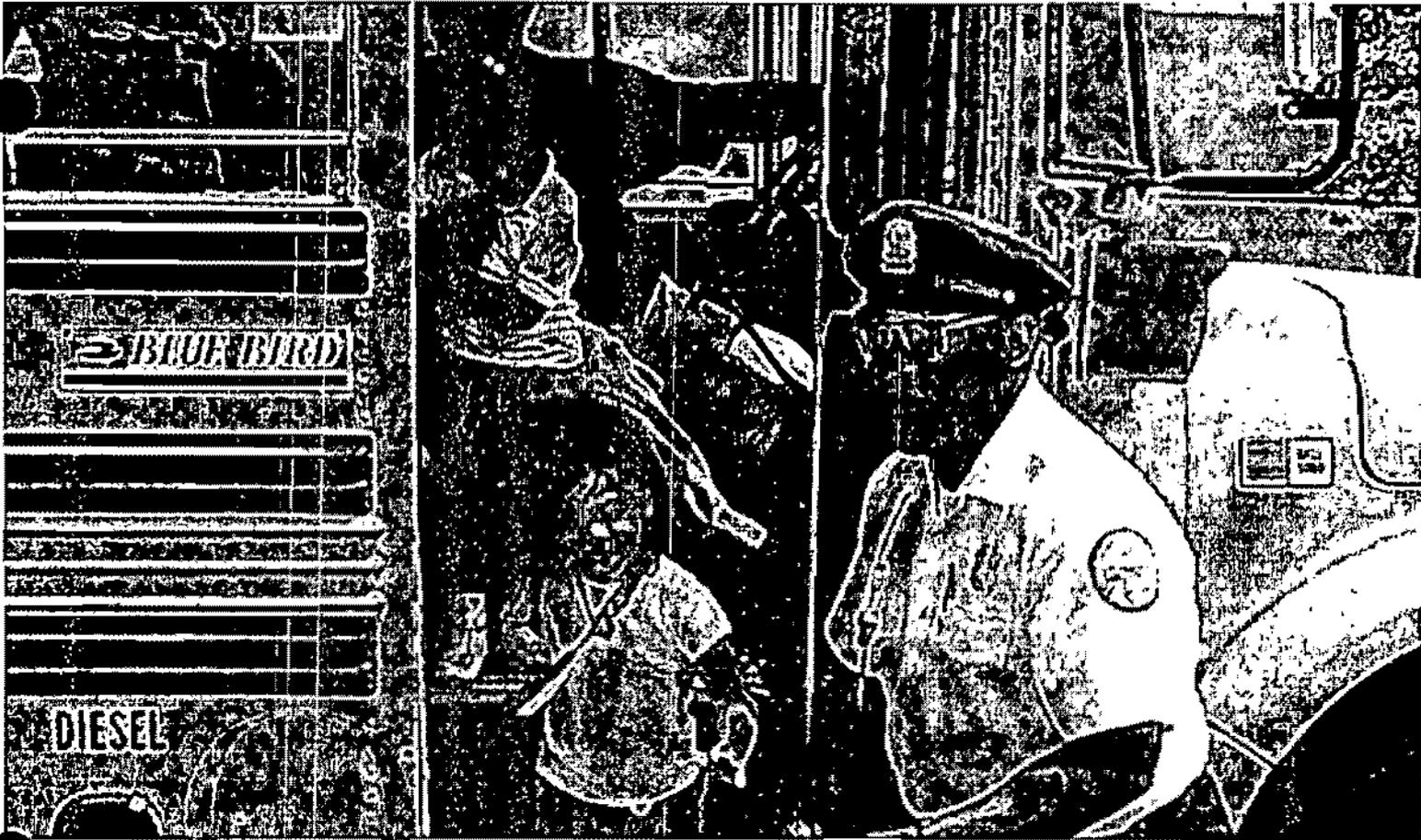
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CHAPTER

3

Hiring New  
Officers to do  
Community  
Policing: An  
Increased Police  
Presence

Hiring New Officers to do Community Policing: An Increased Police Presence



One of the primary goals of the Public Safety Partnership and Community Policing Act of 1994 was to increase the number of sworn officers “on-the-beat” nationwide. The vast majority (85 percent) of the funding for grants awarded by the Office of Community Oriented Policing Services was to be targeted toward the hiring of sworn police officers or for technology, support services, and overtime to allow for the redeployment of existing officers back to the street.

This goal came from a pledge made by President Clinton on January 25, 1994, to put 100,000 new police officers on the streets of America. While this pledge was not specifically included in the final version of the Public Safety Partnership and Community Policing Act passed by Congress in August of that year, it nonetheless was translated into an operational goal for the COPS Office.

### **The Path from Hiring to Serving**

On May 12, 1999, President Clinton announced that COPS had reached its goal of funding 100,000 community policing officers, under budget and ahead of schedule. By the summer of 2000, nearly 70,000 of those officers were on the street, working with members of the community to make America's neighborhoods

safer places to live and work. While the majority of officers serve police and sheriff's departments, others serve a variety of other agencies (see Table 3.1). COPS officers serve in both rural and urban regions across the country, from the biggest cities to the smallest towns (see Table 3.2).

**Exhibit Table 3.1.  
Total Funding by Agency Type**

Agency Type	Total Funding	Percentage
Municipal	\$4,554,097,232	69.1
Sheriff	\$940,389,630	14.3
State	\$250,574,843	3.8
County/Police	\$241,456,868	3.7
Ponsortium	\$143,984,104	2.2
Public University	\$126,408,191	1.9
Tribal	\$101,059,452	1.5
Other	\$96,358,435	1.6
Private University	\$38,767,597	.6
Schools	\$31,504,053	.5
Start Up	\$19,430,916	.3
Transit	\$15,971,758	.2
Public Housing	\$12,528,744	.2
Park	\$11,425,048	.2
Constable	\$1,752,313	less than .1
Multi-jurisdictional	\$1,678,553	less than .1
Marshall	\$1,259,235	less than .1

Source: COPS Office CMS query July 20, 2000 (exclude PHS)

Due to a number of factors, the time period between a jurisdiction receiving a grant and seeing an officer on the street can vary. The process of recruiting, hiring, and training a new officer is one of the most critical responsibilities a depart-

ment undertakes. COPS has always maintained the process must not be rushed so that the quality of officers hired is not compromised.

**Exhibit Table 3.2.**  
**Funding by Population**

Population	Funding	Percentage
Under 5,000	\$681,816,865	10.9
5,000-9,999	\$427,692,847	6.5
10,000-14,999	\$292,103,518	4.4
15,000-19,999	\$232,088,979	3.5
20,000-24,999	\$196,455,300	3.0
25,000-49,999	\$729,804,629	11.1
50,000-99,999	\$572,862,884	8.7
100,000-249,999	\$724,745,305	11.0
250,000-499,999	\$697,143,335	10.6
500,000-999,000	\$548,646,053	8.3
1 million and over	\$1,485,287,457	22.5

Source: COPS Office CMS query July 20, 2000 (exclude PHS)

Once a grant is announced, the amount of time required for an officer to reach the street can range from four to 42 months, depending on local circumstances and whether agencies act sequentially or concurrently in hiring and training. The current experience of COPS grantees shows that it takes an average of 20 months for an officer to reach the street. The steps from awarding a grant to seeing that officer on the street are as follows:

**1) Grant award approval and acceptance by local officials: (1-8 months)**

This period can vary, depending on the size of agency, its experience with federal grants, and on local priorities and budget issues, which can delay official grant acceptance. Although the majority of grantees return signed awards within the standard 110-day time frame, a few others may require periods of up to eight months.

## 2) Recruiting and Hiring: (1-18 months)

Officer hiring procedures must typically occur in accordance with local civil service structure and regulations. For example, some agencies are required to advertise for a specific time period prior to hiring. Other agencies must hire in compliance with union regulations or collective bargaining arrangements.

## 3) Academy training: (0-10 months)

The training period varies depending on the state. Some states require candidates to put themselves through training prior to consideration for hiring. Other states conduct training once a candidate is identified. Some large agencies conduct their own training, while many small agencies send officers to regional facilities. Departments may need to wait months before training slots are available for officers newly funded by COPS grants.

## 4) Field training: (2-6 months)

Most officers are required to go through on-the-job field training (a local requirement) after successfully completing their academy training. The training process can be prolonged, if there is a need for additional training.



## An Increase in Officers

Analytical support provided by Abt Associates (Hayeslip, 1999) indicates there are now more officers on the street than could otherwise have been expected in the absence of the 1994 Crime Act (Hayeslip, 1999). For example, statistics from the *Uniform Crime Reports* (UCR) for the ten years prior to passage of the 1994 Crime Act show the average number of officers per department rose gradually, from 38.74 in 1985 to 42.78 in 1994. (UCR numbers are gathered from police departments that voluntarily submit data to the FBI on crime reported to them on a yearly basis; the FBI then publishes summary information on Index Crimes and Crime Rates.)

Had this trend continued, the average number of sworn officers would have continued to rise to slightly over 44 per department by 1997. In fact, however, (according to UCR data) the number of officers per department rose to almost 45 in 1995, almost 46 in 1996 and to 46.34 by 1997. In short, the actual change in

sworn officers was greater than what would have been anticipated, given trends over the past ten years (Hayeslip, 1999). In addition, since most hiring grants were awarded in 1998 and 1999, the average increase in officers is expected to be even greater in the years to come.

From 1990 through 1993 and prior to the passage of the 1994 Crime Act, the total number of full-time officers reported to the UCR rose from 523,629 to 553,773 – an increase of 5.83 percent. The 708 agencies reporting consistently to the *Law Enforcement Management and Statistics (LEMAS)* reported an increase in sworn ranks from 330,120 to 342,794 – an increase of 3.84 percent for the same period. (*LEMAS* is designed to collect extensive information about police departments, and since 1987 the Bureau of Justice Statistics has surveyed law enforcement agencies regarding their organizational management and administration.)

From 1993 to 1997, however, the increase was dramatic – up to 14.07 percent, according to the UCR, and 11.6 percent according to *LEMAS*.

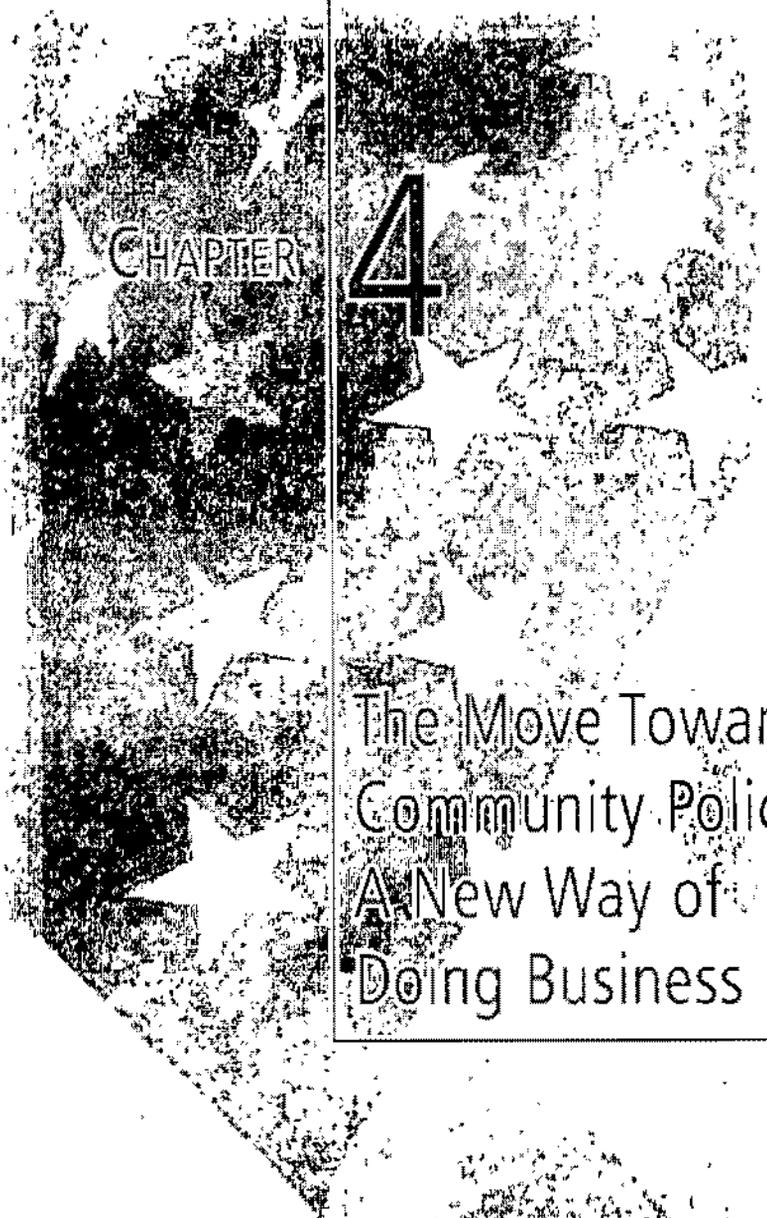
These analyses demonstrate that the number of sworn officers per department rose substantially after passage of the 1994 Crime Act, compared to similar previous time periods – well above what might have been expected in the absence of the passage of the 1994 Crime Act (Hayeslip, 1999).

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CHAPTER

4

The Move Toward  
Community Policing:  
A New Way of  
Doing Business

The Move Toward Community Policing: A New Way of Doing Business



## What Community Policing Means

Part of the mandate for the COPS Office under the 1994 Crime Act, in addition to increasing police presence in communities, was to advance community policing nationwide. That is exactly what has happened – with over 87 percent of the country now served by departments that practice community policing.

Grounded in a fundamental commitment to crime prevention and law enforcement, community policing means law enforcement working hand-in-hand with the community to identify problems and develop solutions. It means collaborative problem solving between officers and community members to reduce crime and disorder. Critical to developing such partnerships are organizational changes in policing organizations that enable, support, and advance the practice of collaborative problem solving.

Community policing is actually a return to traditional methods of policing. Sir Robert Peel, the father of modern policing, said in the 19<sup>th</sup> century that “the police are the public and the public are the police.” That is as true today in the 21<sup>st</sup> century as it was then. Community policing is a return to the roots of law enforcement.

Community policing is proactive, solution-based, and community driven. Community policing occurs when a law enforcement agency and law-abiding citizens work together to do four things:

- arrest offenders;
- prevent crime;
- solve ongoing problems; and
- improve the overall quality of life.

#### *Arrest Offenders*

Putting more officers on the beat is the foundation of the COPS program. Enforcing the law is the duty and commitment of every law enforcement agency. This responsibility can best be accomplished with active community support.

#### *Prevent Crime*



Crime prevention has two major components. The first is the traditional prevention areas of proactive community policing programs, such as target hardening and personal safety awareness. Second, health experts say our children make important life decisions at a young age. Giving children the tools they need to make good life decisions is good crime prevention. Poor decisions and involvement in criminal activity are costly choices – costly to children and costly for taxpayers to arrest, prosecute, and incarcerate offenders. COPS has championed early involvement in schools by police. Through the COPS in School program, police departments make a positive and lasting impact on young community members and ensure a safe environment for all kids.

#### *Solve Ongoing Problems*

Police must act as problem solvers and peacemakers in their communities. Police and citizens must work together to develop long-term solutions to crime and to enhance trust between police and the communities they serve. Problems can best be eliminated when the community and government coordinate and cooperate. By developing programs that promote police as problem solvers and peace makers, community policing supports the principle that police can effectively reduce crime, even as they treat all citizens with respect and dignity. Problem-solving and acting

as a leader in intergovernmental cooperation are critical elements of the COPS strategy. The Regional Community Policing Institutes (RCPI's) and the Community Policing Consortium make sure that COPS grantees have access to the latest advances in policing strategy and training.

*Improve the Overall Quality of Life*

Police strategies are evolving, as today's police officers improve the quality of life in neighborhoods. Community policing officers work to stabilize neighborhoods and mobilize and motivate citizen participation in programs such as block watch and neighborhood clean-ups.

Another critical element of community policing is hiring the right officers. A police department's most valuable asset is its officers, and departments must hire in the spirit of service, not the spirit of adventure. How an officer handles problems in a neighborhood will dictate citizens' perceptions and support of that department. Barriers between police and communities will diminish as officers are hired in the spirit of service and trained in problem solving and partnerships with others outside of the agency.

Community policing embraces a number of core elements:

- this philosophy must be adopted throughout the organization;
- decision-making and accountability are de-centralized;
- there is geographic accountability;
- existing laws are enforced;
- policing is proactive and oriented toward crime prevention;
- a problem solving approach is emphasized;
- there is true partnership with the community as well as with other agencies; and
- volunteers are an integral part of the effort.

At its best, community oriented policing stimulates creative, neighborhood-based problem solving and broadens the mindset of law enforcement professionals. In community policing, officers and citizens depend on each other as our neighborhoods continue to be made safer, block by block.

The natural extension of community policing is the concept of community government. Law enforcement must link communities and government so citizens can reap the benefit of an infrastructure in place to help them. Police departments

must work with government agencies, neighborhood associations, the business community, and faith-based organizations to improve the quality of life in our communities.

### **A Return to the Roots of Law Enforcement**

After decades in which the police function was narrowed to crime fighting and the patrol car became a symbol of police work, a move to community policing began in the late 1970s. During that time and in response to citizen and political dissatisfaction, police researchers and practitioners began a shift in organizational strategies and patrol techniques that relied more on community and institutional involvement. The restructuring of the police relationship with neighborhoods and institutions has grown into the current philosophy of community policing (Kelling and Moore, 1989).

By the 1980s, in response to a rising tide of crime and dissatisfaction with current police models, many police departments began to affirm the importance of police and citizens working together to control crime and maintain order. Support for community policing began to grow steadily and the move towards community policing began to accelerate significantly in the early 1990s. However, a 1993 survey sponsored by the National Institute of Justice of more than 2,000 law enforcement agencies nationwide found that only 19 percent had implemented some aspects of a community policing philosophy, prior to the existence of the COPS Office (NIJ, 1994).

#### *Making A Difference*

A COPS Office survey of COPS grantees found that from 1994 to 1997, 66 percent of grantee agencies increased their community policing activities (Hayeslip, 1999). On average, each department increased its community policing activities by over 26 percent. Overall, the survey found that COPS grantees significantly increased their community policing activities after receiving COPS funds. The greatest increases in participation by departments were in the areas of problem-oriented policing (a 76 percent increase), training citizens in problem solving (128 percent), landlord training programs (83 percent), and establishing citizen police academies (67 percent).

These dramatic increases are indicative of the fact that the primary principles of community policing – partnerships, problem solving, and collaboration with the community – are being utilized, as law enforcement agencies across the country continue to use COPS grants to change the way they do business.

Studies have also found that, when implemented, community policing makes a difference. A study in Indianapolis in 1996, sponsored jointly by the COPS Office and the National Institute of Justice, reported “one striking research finding was that as cooperation between police and citizens in solving neighborhood problems increased, the residents felt more secure in their neighborhoods.” (NIJ, June 1998.)

Another study found that “among agencies that had implemented community policing for at least one year, 99 percent reported improved cooperation between citizens and police, 80 percent reported reduced citizens’ fear of crime, and 62 percent reported fewer crimes against persons.” (NIJ Research Preview).

The far-reaching impact of the COPS program has not gone unnoticed by those most familiar with it:

*Police Chief Robert K. Olson  
Minneapolis, Minnesota*

“Having been a police officer since LBJ and the chief of three departments, I have never seen more positive advancement in the professionalism of law enforcement than with the inception of the COPS Office.”

*Professor C. Ronald Huff, Ph.D.  
President-Elect, American Society of Criminology*

“The COPS Office in the U.S. Department of Justice has been a major catalyst in the effort to transform law enforcement agencies from being reactive to being proactive partners in problem-oriented community policing. COPS has also been very supportive of rigorous evaluative research. The benefits of community-oriented policing extend far beyond simple arrest rates and crime trends. They include a greater emphasis on building trust between the community and law enforcement



and on preventing crime. In our health care system, we have learned the importance of prevention, but in criminal justice we have concentrated far too long on being reactive and focusing our resources at the end of the continuum. We now realize that through efforts such as those made by COPS, we can be much more effective by preventing crimes through community/ law enforcement problem solving partnerships. I applaud the efforts of COPS and hope that COPS will continue to provide leadership in this important transformation of organizational cultures in U.S. law enforcement agencies."

*Superintendent Edward F. Davis  
Lowell, Massachusetts*

"COPS funding enabled us to experiment with the latest problem-solving methods that led to increases in safety and public confidence. Prior to the infusion of money from the COPS program, the LPD was seriously underfunded and understaffed, severely hampering our ability to respond to citizens and to maintain safety and order. Our business community was so concerned they explored the costs of hiring private security. Real estate prices for commercial and residential property across the city had bottomed out. The COPS funds contributed to the addition of nearly 100 officers in five years. These officers are better equipped and trained with the help of COPS funding. The officers and citizens working together have realized a 60 percent drop in crime over six years and revitalized the downtown area, spurring business, tourism, culture, and sports venues. None of these changes could have been considered had the city not become a safer place. These reforms were made possible with funding from the COPS Office."

*Quint Thurman, Ph.D.  
Professor and Criminal Justice Program Director, Wichita State University*

"A strong case can be made that the Office of Community Oriented Policing Services (COPS) is largely, if not nearly entirely, responsible for creating the momentum for a dramatic and positive shift in the direction of public safety in this country. It has been through their tireless commitment and investment of resources that the community policing movement has been sustained and institutionalized in large and small agencies across the U.S. It is my opinion that the COPS

Office has been the primary catalyst for effective distribution of crucial government services and continues to provide key support that public safety organizations need to train and equip personnel for the next millennium."

*Commissioner Paul Evans  
Boston Police Department*

"With COPS funding, our agency developed the 95-96 Strategic Planning and Community Mobilization Project, a citywide endeavor that brought more than 400 stakeholders together to craft individualized crime prevention plans for each of Boston's 11 neighborhoods. Each of the 11 teams met for more than a year to analyze local problems and create a tailored, community-based response. The project was important as a foundation for Boston's Neighborhood Policing approach. COPS funding was also instrumental in the initial implementation of Operation Ceasefire, Boston's successful youth firearms use reduction program. While research and development phases of this approach were funded by other sources, COPS was the first funding agency to commit substantial implementation funding for police and partners. This approach to youth gang violence reduction was enormously successful, reducing Boston's youth homicide rate by more than 75 percent over the course of the funding."

*Professor Alida V. Merlo, Ph.D.  
Department of Criminology, Indiana University of Pennsylvania,  
President of the Academy of Criminal Justice Sciences*

"The COPS Program demonstrates a national commitment to involve the community and the police in efforts to identify and solve potential problems. COPS is a proactive response. One of the program's most outstanding accomplishments is in the area of research. We are able to recognize the strategies that are the most successful and to create programs that implement them across the United States."

*Police Chief Mitch W. Brown  
Raleigh, North Carolina*

“The people of Raleigh and the safety of our communities have benefited greatly from the COPS program. We have received grants to add 66 officers to the beat. These additional officers are making a very real difference in our communities. They are the ones seen around town every day – attending neighborhood meetings, dropping in on local businesses, or visiting with our youth at school. Make no mistake, without the COPS program our ability to take proactive steps toward preventing crime and improving the quality of life in Raleigh would be difficult.”

*Police Commissioner William Fleet  
Rome, New York*

“The Federal grants under the COPS Office have made a difference in our community. We were at a crossroads just a few years back. Our major employer, Griffiss Air Force Base, had been realigned - causing us to lose 30 percent of our economy. Our area was being occupied more and more by people with the intent to set up drug markets. Not having the available financial resources made it extremely difficult to properly address this. New community policing initiatives such as our bicycle patrol and bringing back foot patrols forged new partnerships with our citizens. Our crime rate is going down and the peace and tranquillity that were so long a trademark in our community are back. This has been the most effective grant I have seen in my 32 years in the public service field.”

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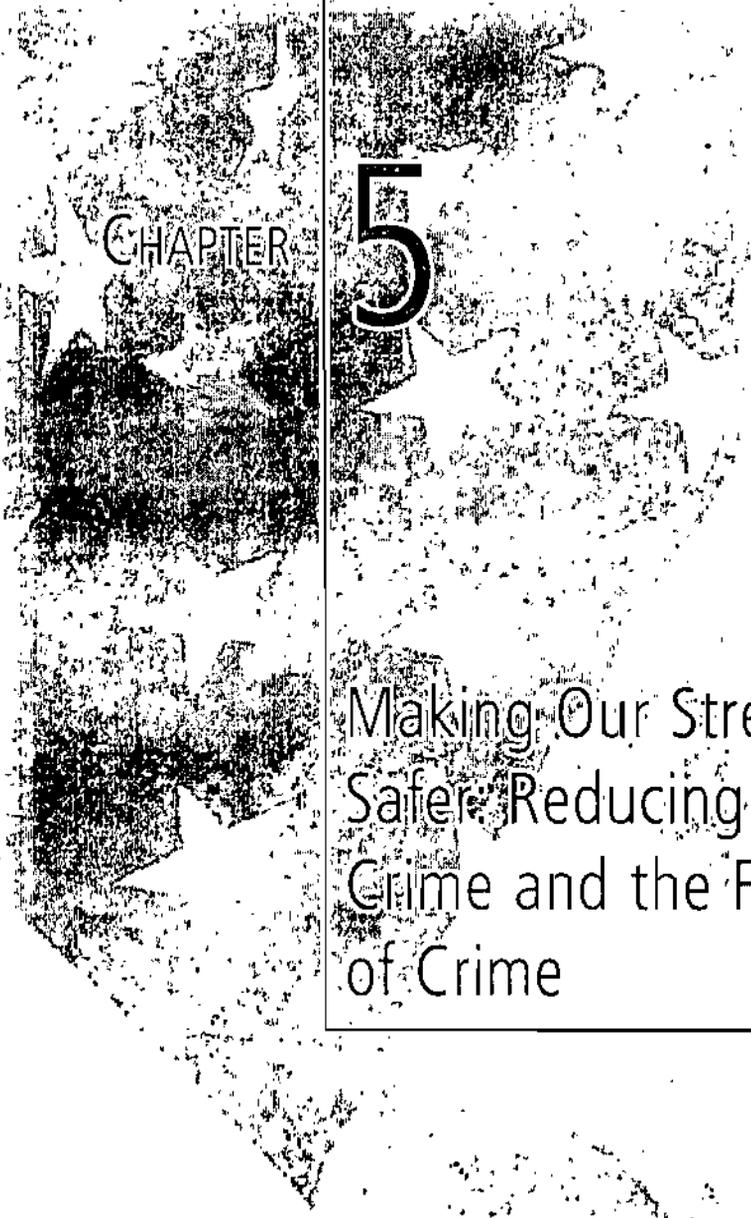
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CHAPTER

5

Making Our Streets  
Safer: Reducing  
Crime and the Fear  
of Crime

Making Our Streets Safer: Reducing Crime and the Fear of Crime



### Decrease in Crime

With the advent of community policing, the question of what impact, if any, police have on crime has undergone a radical shift. In the past, many students of police behavior believed police had little or no impact on crime (Benson *et al.*, 1994; Gottfredson and Hirschi, 1990). Now, however, researchers have found that community policing may indeed reduce crime.

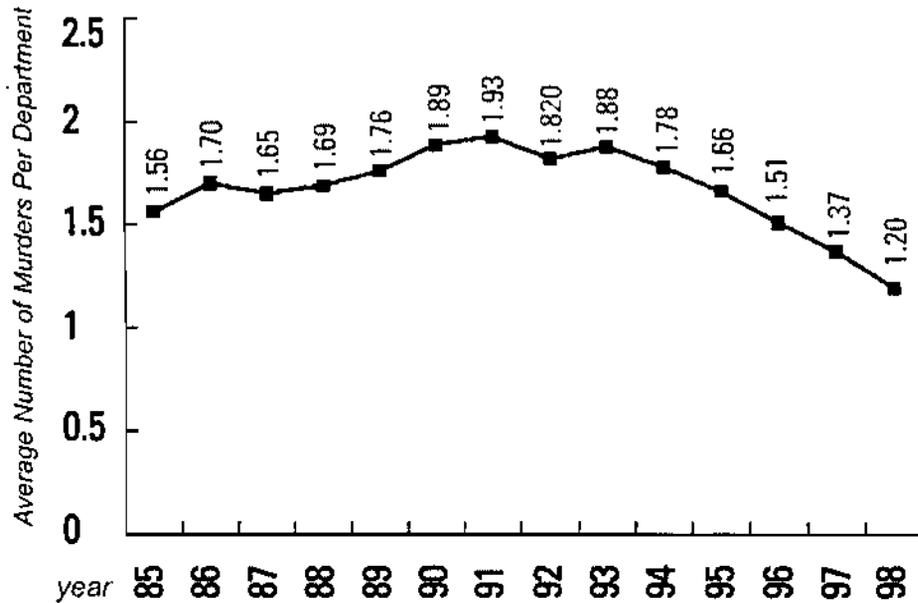
In one recent study (Braga *et al.* 1999) problem-oriented policing was found to significantly reduce violent crime – without simply moving crime to the next neighborhood (a problem that occurred in the past). Researchers have also found problem-oriented policing to be effective in controlling property crimes and disorderly activity, such as burglaries (Eck and Spelman, 1987), street corner drug selling (Hope, 1994) and prostitution (Matthews, 1990). Yet another study (Marvell and Moody, 1996) showed that an increased police presence at the state level reduced homicide, robbery, and burglary. The study also found that crime fell at the local level, as well. In addition, a report on crime prevention commissioned by the National Institute of Justice (Sherman, 1997) concluded that adding more police officers to city police forces is a promising strategy for preventing crime.

A look at trends in crime and victimization prior to the creation of the COPS Office, compared to the years since COPS came into being, indicates that the additional officers on the street have helped reduce crime.

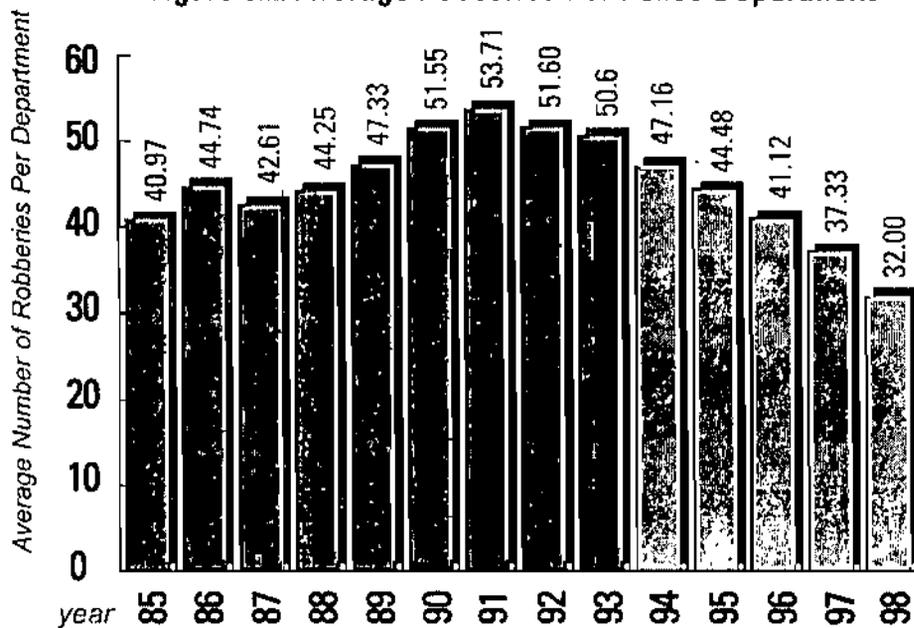
"The COPS program has had a profound influence on our industry in terms of informing the discussion, rewarding and encouraging innovation – just changing the conversation about policing from a crackdown and war metaphor to a collaboration, partnership, and Problem Solving metaphor."

*Police Chief Ed Flynn,  
Arlington, Virginia*

**Figure 5.1. Average Murders Per Police Department \***

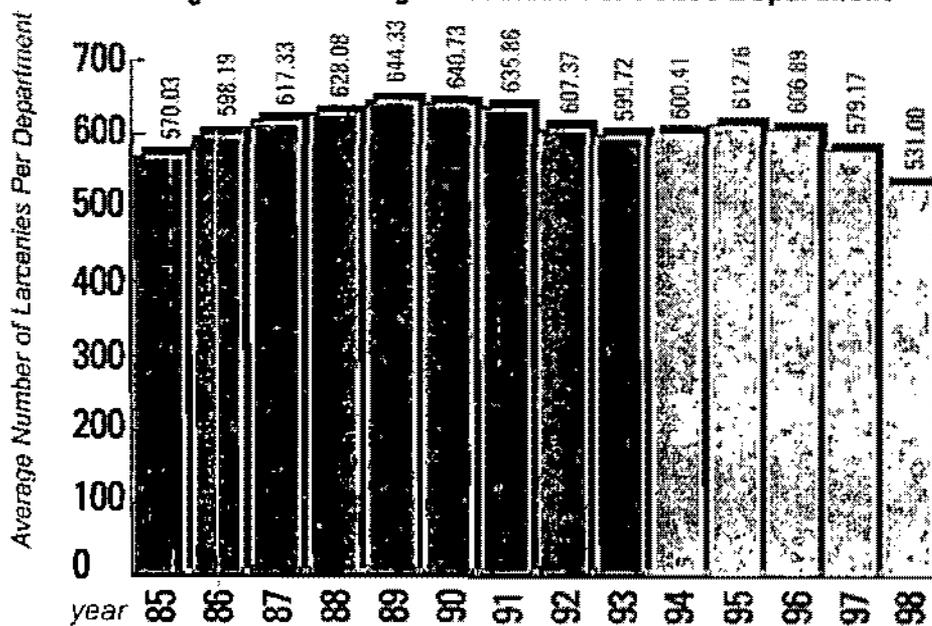


**Figure 5.2. Average Robberies Per Police Department \***



\* Source: Crime in the United States, 1985 - 98, Uniform Crime Reports.

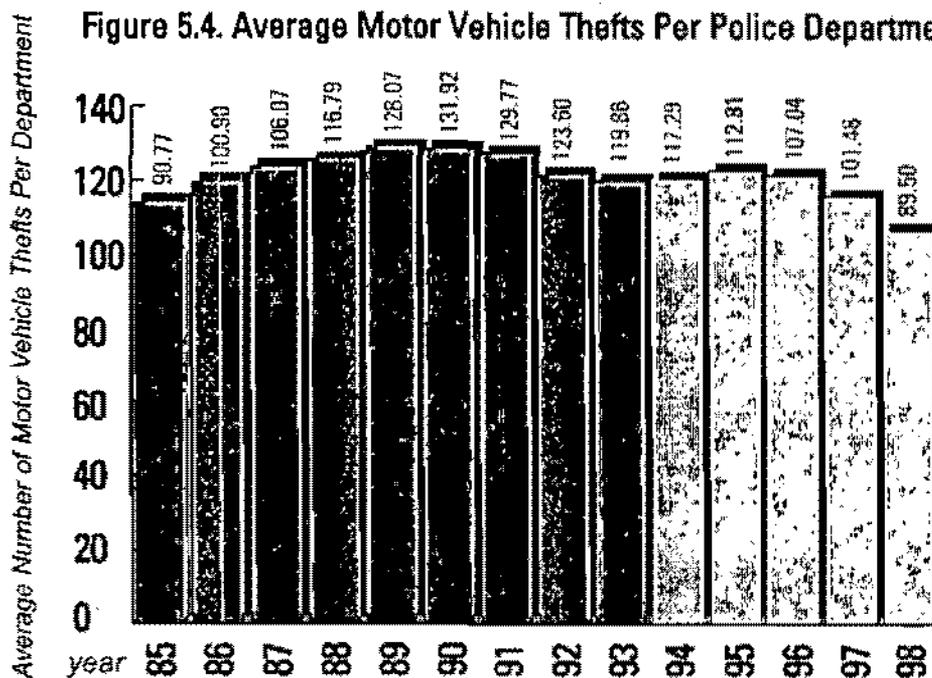
Figure 5.3. Average Larcenies Per Police Department \*



"Our crime rate is going down and the peace and tranquillity so long a trademark in our community are back. This has been the most effective grant that I have seen in my 32 years in the public service field."

*Police Commissioner  
William Fleet  
Rome, New York*

Figure 5.4. Average Motor Vehicle Thefts Per Police Department \*



\* Source: Crime in The United States, 1985 - 98, Uniform Crime Reports.

"Durham is definitely reaping the benefits of community policing strategies. The concept of collaboration with the community, coupled with traditional law enforcement, is the reason for a declining crime rate here."

*Police Chief Teresa Chambers,  
Durham, North Carolina*

An examination of Uniform Crime Reports, for example, found a substantial decline in index crimes and violent crimes beginning in 1994 – beyond what would be expected based upon previous trends. Trend models applied to the ten years before the creation of the COPS Office showed that the drop in the number of crimes per department after 1994 was statistically significant for violent crime, murder, robbery, and aggravated assault. This drop in crime was more than what would have been expected in the absence of the passage of the 1994 Crime Act and the creation of the COPS Office (Hayeslip, 1999).

Other statistics provide similar results. The National Crime Victimization Survey (NCVS) found violent victimization rates relatively stable from 1985 to 1990, then rising from 1990 to 1994. Violent victimization rates declined sharply from 1995 to 1998. This decline was greater than what would have been expected, given the previous ten-year trends, and the decrease was statistically significant for violent victimization, robbery, assault, and motor vehicle theft.

In addition to fighting overall crime, COPS funds have frequently been used to target "high-crime" areas, as well as surrounding areas to help prevent the displacing of crime. The COPS Distressed Neighborhoods project has also specifically targeted funds to neighborhood "hot spots." COPS believes it is important to identify high crime areas through crime data analysis, crime mapping, and other technologies. The COPS MORE program and other innovative programs contributed to those efforts by funding:

- records management and CAD systems that help capture and identify problem locations;
- technology for crime mapping and crime analysis;
- patrol car laptops that give officers access to real-time information on hot spots;
- crime analysis personnel; and
- other resources (such as training and technical assistance) for identifying, analyzing, and responding to problems and assessing outcomes.

### **A Drop in the Fear of Crime**

In addition to having a real impact on crime, community policing impacts the fear of crime. This fear impacts how people live – where they live – where they shop – and how they conduct their daily lives. Community policing can lessen this fear by addressing quality-of-life issues, encouraging interaction between the police and

the community, and building upon that interaction to increase public trust in law enforcement (NIJ 1998).

Moreover, indications are that the increase in officers has also had a significant impact on people's perceptions – particularly regarding the fear of crime. This is an important factor, since fear of crime is an indicator of quality of life, as well as an important factor in community policing (NIJ 1998).

A study by the Eisenhower Foundation (1999) found the fear of crime steadily increased from 1967, when it reached a high of 47 percent. By 1998, four years after the creation of the COPS program, that figure had dropped to 41 percent.

A study by the COPS Office and the Bureau of Justice Statistics (1998) sheds more light on that drop. The survey examined victimization, community policing, and fear of crime at the local level. The findings were encouraging:

- less than half the residents (age 16 and older) in each of the cities were fearful of crime in their neighborhood, and fewer than one in ten characterized themselves as "very fearful";
- sixty percent of those surveyed said that police had worked at least somewhat with residents of the neighborhood to prevent crime and enhance safety; and
- at least 78 percent of the residents in each of the cities surveyed were satisfied with the police in their neighborhood.

### **The Legacy of COPS**

The COPS Office continues to provide critical resources, training, and technical assistance to help local law enforcement implement innovative and effective community policing strategies. Since the creation of COPS, community policing has become law enforcement's principal weapon in the fight against crime. One simple truth explains that success: community policing works.

Community policing continues to redefine the relationship between law enforcement and the community. Police and the community now work together to identify and find solutions to public safety concerns. Officers participate in neighborhood meetings, work in schools, and develop invaluable relationships with community leaders, business owners, and citizens. At the same time, community mem-

bers realize the vital role they play in fighting crime and improving the quality of life in their neighborhoods.

The Office of Community Oriented Policing Services is a unique agency – dedicated to the addition of community policing officers to the nation's streets, to providing the technology to make those officers more effective, and to the advancement of community policing. Since the creation of the COPS Office in 1994, the continuing drop in crime has made headlines across the country. In almost all of those news reports, among the many reasons given for the drop, community policing is consistently cited as a major factor:

- From the *Associated Press*, (10/19/99), reporting that for the seventh year in a row, crimes of nearly every sort have continued to plunge: "Experts cited the growing practice of community policing – which sends patrol officers into communities to build bonds with residents – as one especially powerful crime-fighting tool."
- From the *Green Bay Press-Gazette* (10/5/99) – "Crime in the city dropped by nearly 24 percent between 1993 and 1997, because of its community oriented policing program, according to a study by the University-Wisconsin Parkside." Green Bay has received almost \$1.3 million from seven COPS grants.
- From the *Fresno, California Police Department*: "The CARE Fresno Program was established in compliance with COPS Phase I grant. Since 1995, assaults with firearms have dropped from 453 to 221 (54 percent) resulting in homicides dropping from 24 to 13 (54 percent). These reductions in crime are partly a result of the COPS Phase I officers and of the recent addition of 80 more officers under UHR." Fresno has received over \$3.4 million from seven COPS grants.
- From the *Antelope Valley Press* in California (10/19/99), where 1998 year end crime figures showed over a 17 percent drop in the town of Lancaster and over a 14 percent drop in the town of Palmdale – where mayors of both towns credited community policing for the improvements. "I think the real key to success has been engagement with the community, with the community watches and the business watches," Palmdale Mayor Jim Ledford said. "That's a really powerful partnership." Palmdale and Lancaster have received a total of \$462,000 from three COPS grants.

- From the *Clearwater, Florida Police Department*: "On September 5, 1997, Clearwater was notified by the Florida Department of Law Enforcement that the city had seen an 11.4 percent decrease in crime in the first half of 1997. The Clearwater Police Department attributes much of the decrease to the success of community policing, particularly in the area of crime prevention." Clearwater has received over \$2.7 million from seven COPS grants.
- From the *Albuquerque Journal* in New Mexico (10/18/99), where crime dropped 13 percent during the first nine months of 1999, compared to 1998: "Police Chief Jerry Galvin said there were many contributing factors, including a decent economy, citizen support for police officers, more officers on the street, and community policing." Albuquerque has received over \$9.2 million from nine COPS grants.
- From the *North Hampton Daily Hampshire Gazette* in Massachusetts (10/20/99), where in 1998 violent crime dropped by 11 percent – one of the biggest decreases ever. In accounting for the drop, officials "cited programs such as community policing, which encourages officers to have more contact with the public." North Hampton has received \$1.2 million from nine COPS grants.
- And from *MSNBC* (10/18/99), which reported that *Birmingham, Alabama*, beat the national numbers, with crime dropping seven percent in 1998 over the previous year. Police Chief Mike Coppage says community policing deserves a big part of the credit. "If you go into a neighborhood with a broken window or a problem that's not fixed, neighbors become complacent and don't care. So here we address not only crime, but quality of life issues." Birmingham has received over \$5.8 million from nine COPS grants.



The COPS Office remains committed to advancing and institutionalizing community policing across the country. The legacy of the COPS program will be felt for years to come, as communities across the country benefit from the officers hired through COPS grants, as law enforcement agencies do business differently as a result of community policing, and as officers and community members trained in the basics of community policing forge new and better relationships and work together to fight crime.

For more information on COPS, visit the COPS web site at [www.usdoj.gov/cops](http://www.usdoj.gov/cops).

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Appendix

Appendix

## Appendix

### Publications

As part of its mission to advance community policing, the COPS Office is producing a wide variety of publications that are instructive in the implementation of community policing. They include:

- *Problem Solving Tips: A Guide to Reducing Crime and Disorder Through Problem Solving Partnerships* has been circulated to more than 30,000 police practitioners and others interested in innovative approaches to crime prevention. It has received national and international praise.
- *Tackling Crime and Other Public Safety Problems: Case Studies in Problem Solving*. These case studies illustrate how communities have addressed persistent crime and disorder problems using creative problem solving techniques.
- *Community Policing, Community Justice and Restorative Justice: Exploring the Links for the Delivery of a Balanced Approach to Public Safety*, and *Toolbox for Implementing Restorative Justice and Advancing Community Policing*. This two-part publication (a monograph and implementation guide) examines the relationship among community policing, community justice, and restorative justice.
- *Information Systems Technology Enhancement Project (ISTEP)* examines the role of information technology in advancing community policing.
- *Address Based Geocoding, Final Report*. Under a cooperative agreement with COPS and the Police Foundation, this document is designed to assist crime analysts and others with address-based geocoding.
- A series of guides for police and other crime prevention practitioners that present up-to-date information about particular problems, known responses, guidelines and tools for analyzing and assessing problems at the local level.
- A monograph on the status of problem solving in policing agencies and a guidebook to high quality problem analysis.

### Additional Agreements and Partnerships

To facilitate the collaboration of police efforts with those of mayors, city managers, public officials and/or the courts, COPS provides community policing technical assistance through strategic cooperative agreements, including those with: the

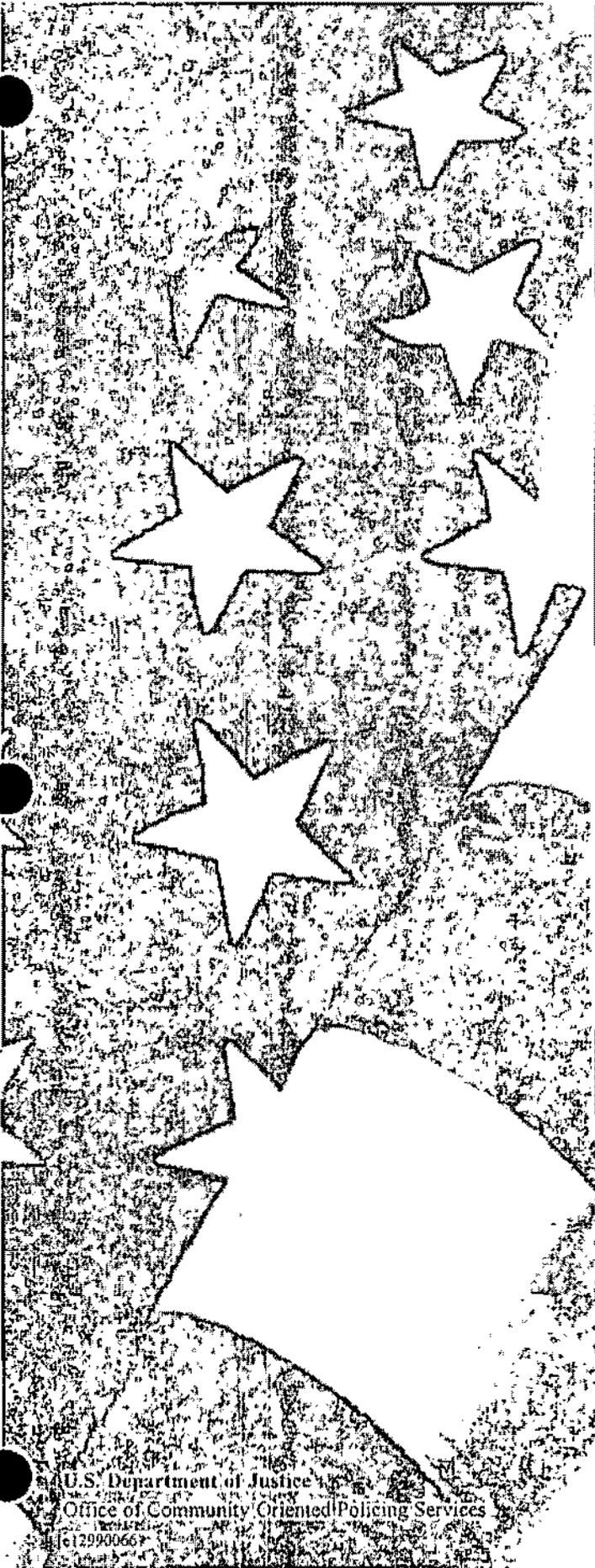
International City/County Management Association; the National Association of Drug Courts; and the U.S. Conference of Mayors. COPS also participates in inter-agency agreements with the Federal Law Enforcement Training Center (FLETC), Violence Against Women Office (VAWO); and the Executive Office of Weed and Seed.

Other training projects funded by COPS include the Community Policing/Domestic Violence Training Initiative, Community Conflict Resolution and Mediation Project, and the Indian Country Crime Initiative Circle Project.

#### Additional Collaborations and Evaluations

The COPS Office administered some additional initiatives not included in its specific agency appropriations. Those are:

- **The Police Corps.** The Police Corps is designed to increase the number of officers with advanced education and training assigned to community patrol. The COPS Office administered the program until 1999, when it shifted to the Office of Justice Programs within the Department of Justice.
- **Troops to COPS.** Troops to COPS encourages the hiring of recently separated military veterans to serve as law enforcement officers. The goal of the program is to transition eligible members of the armed forces into community policing. The Department of Defense provided the funds for the initiative, which the COPS Office administers.



### For More Information

U.S. Department of Justice  
Office of Community Oriented Policing Services  
1100 Vermont Avenue, NW  
Washington, D.C. 20530

To obtain details on COPS programs, call the  
U.S. Department of Justice Response Center at  
1-800-421-6770.

Visit the COPS internet web site: [www.usdoj.gov/cops](http://www.usdoj.gov/cops)

U.S. Department of Justice  
Office of Community Oriented Policing Services

1-800-421-6770



URBAN ECONOMIC  
POLICYTRANSPORTATION  
AND  
COMMUNICATIONSJOBS, EDUCATION  
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AFFAIRSHEALTH AND  
HUMAN SERVICESENERGY AND  
ENVIRONMENTCRIMINAL AND SOCIAL  
JUSTICE School Violence and  
Kids from 2:00 to 8:00PM Reauthorization of the  
COPS Program The Local Law  
Enforcement Block Grant Drug Availability,  
Treatment and Testing in  
Prisons Mid-Sized Cities and  
Rural Communities Methamphetamine  
initiative Immediate Action on  
Comprehensive Gun  
Safety Legislation Federal Legislation to  
Combat Illegal Gun Sales Preemption of Local  
Government Access to  
the Courts Drug CourtsCOMMUNITY  
DEVELOPMENT AND  
HOUSINGARTS, CULTURE AND  
RECREATIONMISCELLANEOUSUSCM HOMERESOLUTIONS INDEX

Resolutions Adopted at the  
67th Annual Conference of  
Mayors  
New Orleans, Louisiana

June 11-15, 1999

UNITED STATES  
CONFERENCE OF MAYORS  
NEW ORLEANS  
JUNE 11 - 15

CRIMINAL AND SOCIAL JUSTICEREAUTHORIZATION OF THE COPS PROGRAM

WHEREAS, the United States Congress passed, and President Clinton signed, the Public Safety Partnership and Community Policing Act, which became law on October 1, 1994, and created the Office of Community Oriented Policing Services (COPS); and

WHEREAS, the U.S. Department of Justice and the COPS Office have done a superb job of administering the COPS program so that funds are quickly and efficiently made available to local communities; and

WHEREAS, the COPS program has helped to promote the implementation of community policing in law enforcement agencies across the country, and demonstrate and evaluate the ability of agencies practicing community policing to significantly improve the quality of life by reducing the levels of violence, crime and disorder in their communities; and

WHEREAS, community policing has developed into one of the best partnership programs between public schools and local governments and can help reduce criminal activity and youth violence in and around public schools; and

WHEREAS, the partnership between the federal government and local governments through the COPS program has helped achieve major reductions in crime in cities of all sizes; and

WHEREAS, four-and-a-half years after its inception, the Administration has determined that the COPS program has achieved the stated goal of providing funding for American police agencies to hire or re-deploy more than 100,000 additional officers; and

WHEREAS, the authorization for the COPS program expires after fiscal year 2000; and

WHEREAS, the nation must remain diligent on crime prevention and control efforts to ensure that past gains are maintained and that crime rates are further reduced,

especially as they relate to youth violence and crime; and

WHEREAS, the Administration has proposed in the "21<sup>st</sup> Century Law Enforcement and Public Safety Act," a five year reauthorization of the COPS program through fiscal year 2005; and

WHEREAS, in many cities, facilities and equipment are now insufficient to meet the needs for new officers, due to the hiring of additional officers under the COPS program,

NOW, THEREFORE, BE IT RESOLVED that The U.S. Conference of Mayors supports the COPS program and urges Congress to reauthorize the program beyond fiscal year 2000 to continue to promote the implementation of department-wide community policing in our cities, and to improve public safety levels in communities with continued investment by the federal government, policing agencies, communities, school districts and other state and local government agencies; and

BE IT FURTHER RESOLVED that the new COPS program contain the following elements:

☐ funding for the hiring or re-deployment of 30,000-50,000 additional officers, with a continued emphasis on community oriented policing in and around schools; ☐ significant retention funding beyond the initial three years of the program for officers where local fiscal conditions require continued support; ☐ much needed flexibility to pay overtime so long as it results in an increase in the number of officers deployed in community oriented policing; ☐ a significant increase in the per-officer funding limitation; ☐ significant support for crime-fighting technology equipment purchases and programs including improved public safety communications, crime mapping and related analysis programs; expansion and replacement of facilities necessitated by the hiring of additional officers under the COPS program; and crime solving technologies including crime lab improvements and DNA backlog reductions; and ☐ support for the criminal justice system including efforts to increase community prosecutions.

[↑](#) TOP