

**AGENDA**  
**CARRBORO BOARD OF ALDERMEN**  
**TUESDAY, AUGUST 23, 1994**  
**7:30 P.M., TOWN HALL BOARD ROOM**

Approximate Time\*

7:30 - 7:35    A.    Approval of Minutes of Previous Meeting: August 16, 1994

7:35 - 7:45    B.    Resolutions, Proclamations and Charges

7:45 - 7:55    C.    Requests from Visitors and Speakers from the Floor

                 D.    Requests to Set Public Hearings

7:55 - 8:00    (1)    **Land Use Ordinance Map Amendment/Jones Ferry Road Rezoning**

NP

The purpose of this agenda item is to request the Board of Aldermen to set a public hearing on a request from Forrest and Nancy Heath to rezone their property located at 603 Jones Ferry Road. This property is currently split zoned R-3 and B-4, and the request is to rezone the entire parcel to O (Office).

E.    Public Hearings

8:00 - 8:05    (1)    **Voluntary Annexation/Arcadia Subdivision**

NP

The Arcadia Corporation has submitted a petition for annexation of the Arcadia Subdivision. This subdivision is contiguous to the Town of Carrboro and is located at the end of Barrington Hills Road. The total acreage is 16.51 acres and will contain 33 dwelling units. The administration recommends adoption of the ordinance annexing this property into the town limits effective August 31, 1994.

F.    **OTHER MATTERS**

8:05 - 8:35    (1)    **Community Policing Proposal**

P/15

The Police Chief will provide the Board of Aldermen with an outline of the Police Department's proposal for implementation of its Community Oriented Policy program and answer questions concerning this proposal.

8:35 - 9:05    (2)    **Discussion of a Fence at Baldwin Park**

P/10

The Board of Aldermen requested that the administration bring this matter before the Board for consideration. A request to install a fence at the Baldwin Park property boundary was made by several residents of the Broad Street neighborhood as one potential remedy for crime related problems in their neighborhood. The Board will discuss this request at tonight's meeting.

9:05 - 9:15    **BREAK**

9:15 - 9:30            **(3)    Review of the Need to Seek Special Legislation to Redefine the Town Limits**  
P/5

The Board of Aldermen at its 1994 Annual Retreat, requested a review of the need to seek special legislation to redefine the town limits for the purpose of incorporating areas ("doughnut holes") surrounded by in-town properties. In completing its review, the Board of Aldermen should consider if it wishes to: (1) further pursue the issue of seeking special legislation to redefine the town limits to incorporate "doughnut holes", (2) designate areas to be included in the legislation, and (3) set a public hearing for October 18, 1994.

9:30 - 9:40    **G.    MATTERS BY MANAGER**

9:40 - 9:50    **H.    MATTERS BY TOWN ATTORNEY**

9:50 - 10:00   **I.    MATTERS BY BOARD MEMBERS**

\*The times listed on the agenda are intended only as general indications. Citizens are encouraged to arrive at 7:30 p.m. as the Board of Aldermen at times considers items out of the order listed on the agenda.

**CARRBORO  
BAPTIST  
CHURCH**



August 23, 1994

Members, Board of Alderman  
Town of Carrboro  
Carrboro, NC 27510


Dear Board Members,

The Carrboro Baptist Church is in the process of seeking a site for relocation of the church facilities to accommodate growth and program expansion. Remaining within the Carrboro city limits or planning district is one criteria for this relocation. A 29 acre site on Old Fayetteville Road, located within the watershed and the Town of Carrboro planning district, is under study for purchase by the church. A preliminary plan by Philip Post & Associates for this site was submitted to the Town of Carrboro for consideration in July. The proposed facilities exceed the 4% limit for impervious surface imposed by the watershed building restrictions if parking areas are constructed entirely with traditional impervious surface material. Alternative approaches to allow construction of the facilities and protect the watershed are being sought.

We request that the Board of Alderman consider alternate approaches to parking areas including on-site stormwater detention and the use of alternate paving strategies that would not be considered impervious for a portion of this proposed facility. Attached is a description from Philip Post describing possible alternatives.

Thank you for your consideration of our request.

Sincerely,

  
Phillip Parker  
Chairman

  
Alan Stiles  
Vice-Chairman

Building Steering Committee  
Carrboro Baptist Church

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PHILIP

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POST

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&

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ASSOCIATES

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August 23, 1994  
#54402A

Mayor Eleanor Kinnaird  
Carrboro Board of Aldermen  
Manager Bob Morgan

Re: Impervious Surface in Watershed

Dear Ladies and Gentlemen:

We are currently working with Carrboro Baptist Church on a potential new site for their sanctuary which would be in University Lake Watershed.

The property in question has a 4% impervious limitation, in spite of the fact that the site would be a substantial distance from either a flowing stream or the Lake.

In my opinion, it would be very helpful for the Board to consider two avenues of changes to the Ordinance in order to continue stringent protection of the watershed, but allow a reasonable use of the land.

A. On-Site Stormwater Detention:

Engineered, wet-bottom detention ponds have been adopted by Chapel Hill, Greensboro, Guilford County, High Point, Durham and other municipalities as well as by NCDHNR as a strategy to allow impervious surface ratios above 4%, but still retain effective watershed protection. Watershed protection Leaders in the Triad believe that well-designed and well-constructed detention facilities offer a greater level of watershed protection than simply limiting impervious area since you are substituting active, well designed controls for more passive limitations. On other words, you have no control over the 4% impervious runoff that is currently allowed. By allowing an increase in impervious area but requiring detention, you would have effective control over 100% of the runoff that is permitted.

ENGINEERS  
PLANNERS  
SURVEYORS

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401 Providence Road  
P.O. Box 2134  
Chapel Hill, NC 27515-2134  
(919) 929-1173  
(919) 929-1173

54402A01.LTA.082394.T

PHILIP  
POST  
&  
ASSOCIATES

B. Paving Strategies:

In order to comply with a 4% impervious limitation, or other low impervious ratios, it may be necessary to resort to alternative strategies for paving, driveways, car movement and car parking areas which would not be calculated as part of the impervious limitation.

Some Alternative Strategies are:

- a) Turfstone: a concrete block grid placed on a sand base, where grid spaces are filled with sand/topsoil and turf grows, resulting in about a 50/50 mix of turf and concrete surface. Best example is the "crossover" on Wade Avenue at the special exit for Carter Finley Stadium.
- b) Geogrid: similar concept to Turfstone, except the grid is made from plastic. About a 90/10 mix of turf and plastic, but not as stable as turfstone.
- c) Carter-Finley Stadium Grass "Paving": eight inches of stone, covered with 4 inches of topsoil and grass. The parking area looks and feels like turf, but has the strength of stone underneath. Great for intermittent use, such as a church, where grass will not be regularly shaded by cars parking every day.
- d) Grass-lined "Runoff" trenches at the edge of normal paving to "filter" and "clean" runoff from normal paved surfaces. This alternative is more experimental than the three strategies above, and not as effective as a wet-bottom detention basin.

I hope you will consider the above concerns and strategies as you discuss the very restrictive, and possibly ineffective, concept of the existing 4% impervious limitation in the watershed.

Sincerely,

*Philip N. Post*  
Philip N. Post, P.E.

# BOARD OF ALDERMEN

ITEM NO. D(1)

## AGENDA ITEM ABSTRACT

MEETING DATE: August 23, 1994

**SUBJECT: Request To Set A Public Hearing: Minor Map Amendment Rezoning 1.09 Acres Located at 603 Jones Ferry Road From B-4 (Outlying Concentrated Business) and R-3 (Residential, 3,000 sf minimum lot size) to O (Office)**

DEPARTMENT: <b>PLANNING DEPARTMENT</b>	PUBLIC HEARING: YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	
ATTACHMENTS: Location Map Petition for Change of Zoning	FOR INFORMATION CONTACT: Lisa Bloom-Pruitt, 968-7714	
THE FOLLOWING INFORMATION IS PROVIDED:		
( X ) Purpose	( X ) Summary	( X ) Analysis
( X ) Recommendation	( X ) Action Requested	

### PURPOSE

The purpose of this agenda item is to request the Board of Aldermen to set a public hearing to consider the rezoning of the Heath property. The street address of the property is 603 Jones Ferry Road and the zoning classification is currently split between R-3 on one portion and B-4 on another. The request is to rezone the entire 1.09 acre parcel to O (OFFICE).

### SUMMARY

Forrest T. and Nancy B. Heath, owner(s) of property located at 603 Jones Ferry Road, request the Board of Aldermen to consider "rezoning" both portion of the 1.09 acres parcel of property from the current zoning, R-3 (Residential, 3000 sf minimum lot size) on one portion and B-4 (Outlying Concentrated Business) on another portion, to O (Office).

Due to the fact that this amendment will change both of the zoning district classifications on this parcel of land to one zoning district classification and because the parcel is only approximately 1.09 acres in size, under Section 15-320 of the Carrboro Land Use Ordinance, this rezoning is considered a minor map amendment. The Planning Board will review this request during its first meeting in September 1994.

### ANALYSIS

Section 15-323 of the Carrboro Land Use Ordinance requires that a public hearing be held on all amendments to the Land Use Ordinance and Zoning Map. Furthermore, Section 15-322 of the Carrboro Land Use Ordinance requires that proposed amendments to the Land Use Ordinance be formally referred to the Planning Board for its recommendation.

### RECOMMENDATION

The Administration recommends that the Board of Aldermen set a public hearing to consider the requested minor zoning map amendment on September 27, 1994. The Administration also recommends that the Board of Aldermen formally refer this matter to the Planning Board for their consideration in September 1994.

### ACTION REQUESTED

The Administration requests that the Board of Aldermen set a public hearing to consider this petition for a minor map amendment. The Administration also requests that the Aldermen formally refer this matter to the Planning Board for its recommendation.

## PETITION FOR CHANGE OF ZONING

FORREST T. AND NANCY B. HEATH  
(PETITIONER)

JULY 22, 1994  
(DATE)

The Petitioner named above respectfully requests the Board of Aldermen of the Town of Carrboro to rezone the below-described property from B-4&R-3 to "O" zoning classification. The Petitioner furthermore submits the following information in support of this petition.

1. Petitioner's Name: Forrest T. and Nancy B. Heath  
Address: 2201 Ridgewood Road; Chapel Hill, N.C. 27516  
Phone: (919) 942-5222
2. Interest in property(ies): Owners
3. Broad description of property area sought to be rezoned by reference to adjoining streets: Vacant lot that fronts Jones Ferry Road, across the street and west of Willow Creek Shopping Center
4. Description of individual lots sought to be rezoned:
  - a. Owner: Forrest T. and Nancy B. Heath <presently zoned B-4>  
Tax Map C.H. 116 Subdivision Name: N/A  
Parcel: \_\_\_\_\_ Frontage: 200.85 ft Depth: 160 ft.  
Block: \_\_\_\_\_ Lot: 6A Acreage: 25,977 sq. ft.  
Existing Structures and Uses: none
  - b. Owner: Forrest T. and Nancy B. Heath <presently zoned R-3>  
Tax Map: C.H. 116 Subdivision Name: N/A  
Parcel: \_\_\_\_\_ Frontage: 123.39 ft Depth: 160 ft.  
Block: \_\_\_\_\_ Lot: 6A Acreage: 23,644 sq. ft.  
Existing Structures and Uses: \_\_\_\_\_
  - c. Owner: \_\_\_\_\_  
Tax Map: \_\_\_\_\_ Subdivision Name: \_\_\_\_\_  
Parcel: \_\_\_\_\_ Frontage: \_\_\_\_\_ Depth: \_\_\_\_\_  
Block: \_\_\_\_\_ Lot: \_\_\_\_\_ Acreage: \_\_\_\_\_  
Existing Structures and Uses: \_\_\_\_\_

5. Names and addresses of all persons whose property or any part thereof is within 200 feet in any direction of the property sought to be rezoned.

<u>NAME</u>	<u>ADDRESS</u>
<u>Woodbridge Partners</u>	<u>15E. Center St; Lexington ,N.C. 27292</u>
<u>Town Of Carrboro</u>	<u>Carrboro</u>
<u>Charter Properties</u>	<u>129W. Trade St.;Charlotte,N.C. 28202</u>
<u>Allen Albert III</u>	<u>417 Hwy.54; Chapel Hill, N.C. 27516</u>
<u>Mary Ann McDade</u>	<u>2106 Pathway Dr.; Chapel Hill, N.C. 2751</u>
<u> </u>	<u> </u>
<u> </u>	<u> </u>
<u> </u>	<u> </u>
<u> </u>	<u> </u>

6. Has this property been the subject of a zoning change since 1979? Yes    No x  
If yes, when?

7. Please set out and explain those circumstances pertinent to the property and the manner it relates to the Town that demonstrate that the proposed zoning district classification is consistent with the Town's comprehensive plan. More specifically, (1) how do the potential uses in the new district classification relate to the existing character of the area:

With the proposed "O" zoning, the potential uses for the property  
would be compatiabile with the property across the street in front,  
which is now zoned "O". It would also provide a better transition  
to the property directly behind, which is now Res., than B-4, which  
is the present zoning for a portion of the property.



7. (2) In what way is the property proposed for rezoning peculiarly/particularly suited for the potential uses of the new district.

When the properties proposed for rezoning is combined into one  
property zoned "O" (properties are now zoned B-4 and R-3), the  
results of the combination is a property ideally suited for the  
construction of a three story professional office building, using  
the natural slope of the property, to provide a lower level open  
to the rear and approximately street level in front, giving a  
front elev. appearance of a two story building.

- (3) How will the proposed rezoning affect the value of nearby buildings?

Should not have any negative effect.

- (4) In what way does the rezoning encourage the most appropriate use of the land in the planning jurisdiction?

The "O" zone for the entire tract would be a more appropriate  
use of the property than B-4 and R-3, which is the present zoning of  
the property, since the property in front is zoned "O" and the property  
behind is Res.. The present zoning of B-4 might not be compatible  
in this case.

Wherefore, the Petitioner requests the Official Zoning Map be amended as set out above.

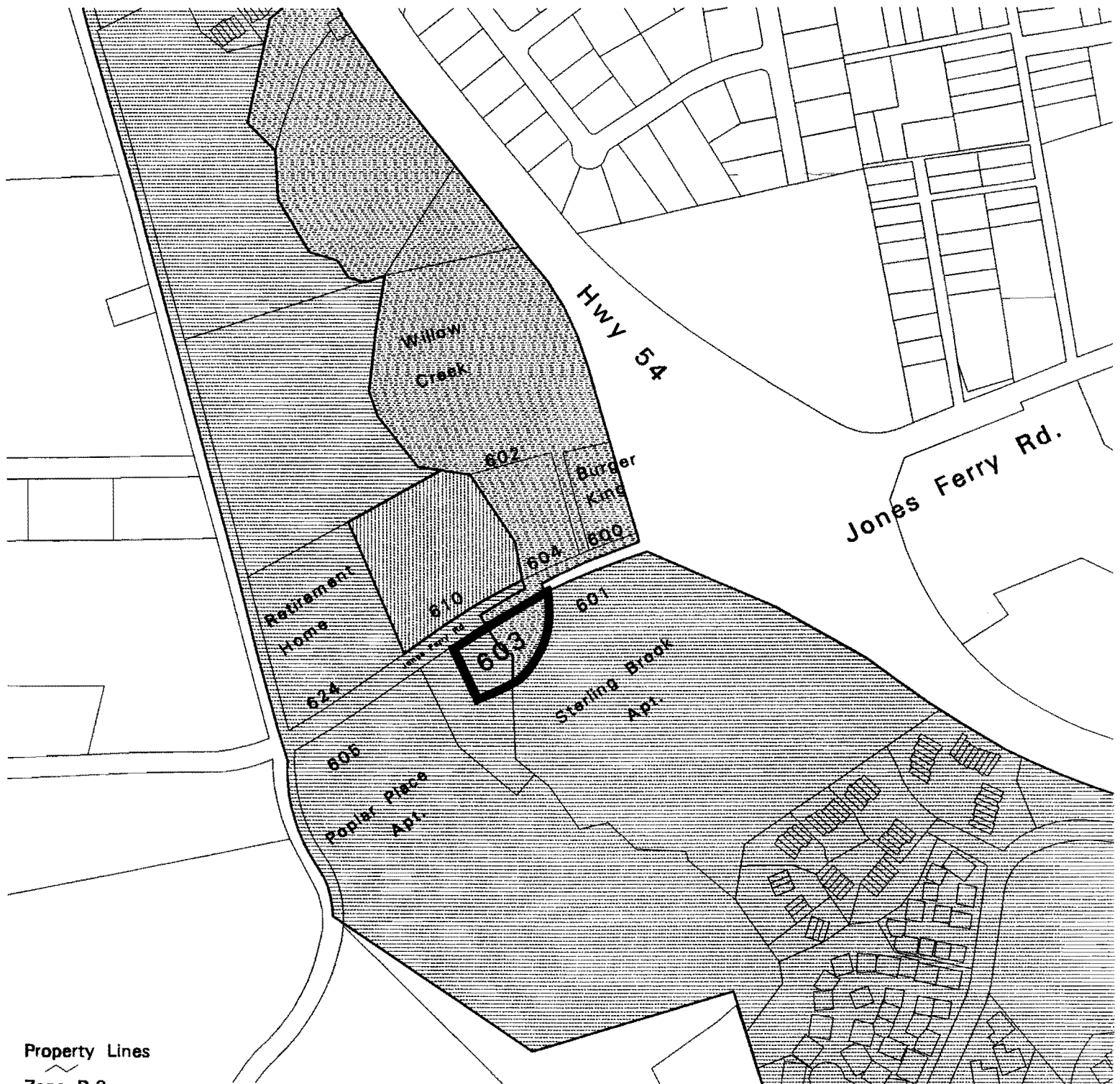
This is the 22 day of JULY, 19 94.

Janet I. Heath Nancy B. Heath  
(PETITIONER)

NOTE: Attach addressed envelopes (with postage) to all persons identified in paragraph 5.

# Zoning Amendment

## Heath Property - 603 Jones Ferry Rd.



Property Lines

Zone R-3

Zone R-3

Zone B-4

Zone B-4

Zone O

Zone O

Map prepared by Deborah Squires  
GIS generated  
Not to be used for conveyance



# BOARD OF ALDERMEN

ITEM NO. E(1)

## AGENDA ITEM ABSTRACT

MEETING DATE: August 23, 1994

SUBJECT: Public Hearing: Voluntary Annexation of Arcadia Subdivision

DEPARTMENT: PLANNING DEPARTMENT	PUBLIC HEARING: YES <u>X</u> NO <u>    </u>	
ATTACHMENTS: Petition for Annexation Ordinance Location Map	FOR INFORMATION CONTACT: Roy M. Williford, 968-7713	
THE FOLLOWING INFORMATION IS PROVIDED:		
(x) Purpose	(x) Action Requested	(x) Analysis
( ) Summary	(x) Recommendation	

### PURPOSE:

To receive citizen comments regarding the proposed annexation of the Arcadia Subdivision into the Town Limits.

### ANALYSIS:

The Arcadia Corporation submitted a petition for annexation on July 13, 1994. The petition for annexation requests that the Arcadia Subdivision be annexed into the Town. The Arcadia Subdivision is contiguous to the Town of Carrboro and is located at the end of Barrington Hills Road. The total acreage is 16.51 acres and thirty-three (33) dwelling units are to be located on the property.

At the Board of Aldermen's August 09, 1994 meeting, a public hearing was set to receive citizen comments regarding the annexation petition.

### ACTION REQUESTED:

The Board of Aldermen is requested to receive citizen comments and to consider the annexation petition submitted by Ray Collins, President of the Arcadia Corporation.

### RECOMMENDATION:

The Administration recommends that the Board of Aldermen adopt the attached ordinance which annexes the Arcadia Subdivision into the Town Limits effective August 31, 1994.

TOWN OF CARRBORO, NORTH CAROLINA

PETITION FOR ANNEXATION OF CONTIGUOUS PROPERTY

TO THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO:

1) The undersigned, being the owner of all real property located within the area described in paragraph two below, requests that such area be annexed to the Town of Carrboro, North Carolina.

2) The area to be annexed is contiguous to the Town of Carrboro, and is located at THE END OF BARRINGTON HILLS RD. The boundaries of such territory are as shown on the metes and bounds description attached hereto.

3) A map (no larger than 18" x 24") of the foregoing property, showing its relationship to the existing corporate limits of the town, is also attached hereto.

4) The total acreage and dwellings units located on this property are as follows:

16.57 Acres

33 Dwelling Units

Respectfully submitted this 13 day of July, 1994.

Ray Collins Arcadia Corp  
Name

405 A E MAIN ST CARRBORO  
Address

Raymond L Collins  
~~Owner~~/President

Attest:

Katherine Hamil  
Secretary

I, Sarah C. Williamson, Town Clerk of the Town of Carrboro, do hereby certify that the sufficiency of the above-referenced petition has been checked and found to be in compliance with G.S. 160A-31.

This the 26<sup>th</sup> day of July, 1994.

Sarah C. Williamson  
Town Clerk

The following ordinance was introduced by Alderman \_\_\_\_\_  
and duly seconded by Alderman \_\_\_\_\_.

AN ORDINANCE ANNEXING  
The Arcadia Subdivision

WHEREAS, a petition was received requesting the annexation of  
The Arcadia Subdivision; and

WHEREAS, the petition was signed by the owners of all the real  
property located within such area; and

WHEREAS, a public hearing on the question of annexation was  
held on August 23, 1994, following notice of such hearing  
published in The Chapel Hill News on August 12, 1994.

NOW, THEREFORE, THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO  
ORDAINS:

Section 1. The Board of Aldermen finds that a petition  
requesting the annexation of the area described in Section 2 was  
properly signed by the owners of all the real property located  
within such area and that such area is contiguous to the boundaries  
of the Town of Carrboro, as the term "contiguous" is defined in  
G.S. 160A-31(f).

Section 2. The following area is hereby annexed to and made a  
part of the Town of Carrboro:

Beginning at an iron stake, the northeast corner of Lot  
25, Barington Hills, and running thence N 06 37'06" E  
419.63 to a point in the creek; thence with the creek N  
56 30'36" W 164.21 to a point in the creek; thence  
continuing with said creek, N 53 18'27" W 122.56 to an  
iron stake; thence N 11 07'00" W 514.27 to an iron stake  
in the line of Robert C Hogan; thence with Hogan's line  
S 89 01'52" E 300.00 to an iron pipe, the southwest  
corner of Clyde Hutchins Heirs; thence with said  
Hutchins line S 89 04'02" E 523.86 to an iron pipe in  
the western line of the Wexford Group Property; thence  
with said line S 05 16'17" E 568.61 to an iron pipe, a  
bend in said line, thence continuing with said line S 07  
06'00" E 396.98 to an iron pipe, the northeast corner of  
Lot 21, Barington Hills (P.B. 22-44); thence with the  
Barinton Hills line the following courses and distances:  
S 80 10'31" W 143.89; S 80 01'08" W 135.01; S 80 15'03"  
W 77.40; S 80 25'36" W 77.23; S 79 50'07" W 155.21 to  
the northwest corner of Lot 24, Barington Hills and in  
the eastern right of way of Barington Hills Road; thence

S 80 09'22" W 59.96 to the point and place of beginning, containing 16.51 acres according to a survey by Stephen E. Wilson, dated May 31, 1994 and entitled "Overall Boundary and Lay-out, Property of Arcadia Corporation of Carrboro".

Section 3. The area within the street right-of-way (to the center of the street) immediately adjacent to the boundaries of the above-described area is also annexed to the Town of Carrboro.

Section 4. The Board hereby strongly requests that the applicant for the annexation and all persons associated with the annexed property indicate in all advertisements and sales information regarding this property that the property is located within the corporate limits of the Town of Carrboro.

Section 5. This ordinance shall become effective on August 31, 1994.

Section 6. The Town Clerk shall cause to be recorded in the Office of the Register of Deeds of Orange County and in the Office of the Secretary of State an accurate map of the annexed territory described in Sections 2 and 3 together with a duly certified copy of this ordinance. Such a map shall also be delivered to the Orange County Board of Elections as required by G.S. 163-288.1.

The foregoing ordinance having been submitted to a vote, received the following vote and was duly adopted this 23rd day of August, 1994:

Ayes:

Noes:

Absent or Excused:

# Annexation of Arcadia Subdivision

Homestead Rd.

Wexford Subd

Arcadia Subdivision  
16.51 Acres  
33 Units  
Effective August 31, 1994

Barrington Hills Subd

Hills Rd

Barrington

Hillsborough Rd.

Cates Farm Subd

Cobblestone Subd

Property Lines

New Subdivisions

City Limits

This map is not a certified survey  
and no reliance may be placed  
in its accuracy



The following ordinance was introduced by Alderman Jacquelyn Gist and duly seconded by Alderman Michael Nelson.

AN ORDINANCE ANNEXING  
The Arcadia Subdivision  
Ordinance No. 7/94-95

WHEREAS, a petition was received requesting the annexation of The Arcadia Subdivision; and

WHEREAS, the petition was signed by the owners of all the real property located within such area; and

WHEREAS, a public hearing on the question of annexation was held on August 23, 1994, following notice of such hearing published in The Chapel Hill News on August 12, 1994.

NOW, THEREFORE, THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO ORDAINS:

Section 1. The Board of Aldermen finds that a petition requesting the annexation of the area described in Section 2 was properly signed by the owners of all the real property located within such area and that such area is contiguous to the boundaries of the Town of Carrboro, as the term "contiguous" is defined in G.S. 160A-31(f).

Section 2. The following area is hereby annexed to and made a part of the Town of Carrboro:

Beginning at an iron stake, the northeast corner of Lot 25, Barington Hills, and running thence N 06 37'06" E 419.63 to a point in the creek; thence with the creek N 56 30'36" W 164.21 to a point in the creek; thence continuing with said creek, N 53 18'27" W 122.56 to an iron stake; thence N 11 07'00" W 514.27 to an iron stake in the line of Robert C Hogan; thence with Hogan's line S 89 01'52" E 300.00 to an iron pipe, the southwest corner of Clyde Hutchins Heirs; thence with said Hutchins line S 89 04'02" E 523.86 to an iron pipe in the western line of the Wexford Group Property; thence with said line S 05 16'17" E 568.61 to an iron pipe, a bend in said line, thence continuing with said line S 07 06'00" E 396.98 to an iron pipe, the northeast corner of Lot 21, Barington Hills (P.B. 22-44); thence with the Barinton Hills line the following courses and distances: S 80 10'31" W 143.89; S 80 01'08" W 135.01; S 80 15'03" W 77.40; S 80 25'36" W 77.23; S 79 50'07" W 155.21 to the northwest corner of Lot 24, Barington Hills and in



the eastern right of way of Barington Hills Road; thence S 80 09'22" W 59.96 to the point and place of beginning, containing 16.51 acres according to a survey by Stephen E. Wilson, dated May 31, 1994 and entitled "Overall Boundary and Lay-out, Property of Arcadia Corporation of Carrboro".

Section 3. The area within the street right-of-way (to the center of the street) immediately adjacent to the boundaries of the above-described area is also annexed to the Town of Carrboro.

Section 4. The Board hereby strongly requests that the applicant for the annexation and all persons associated with the annexed property indicate in all advertisements and sales information regarding this property that the property is located within the corporate limits of the Town of Carrboro.

Section 5. This ordinance shall become effective on August 31, 1994.

Section 6. The Town Clerk shall cause to be recorded in the Office of the Register of Deeds of Orange County and in the Office of the Secretary of State an accurate map of the annexed territory described in Sections 2 and 3 together with a duly certified copy of this ordinance. Such a map shall also be delivered to the Orange County Board of Elections as required by G.S. 163-288.1.

The foregoing ordinance having been submitted to a vote, received the following vote and was duly adopted this 23rd day of August, 1994:

Ayes: Michael Nelson, Randy Marshall, Hank Anderson, Eleanor Kinnaird, Frances Shetley, Jacquelyn Gist, Jay Bryan

Noes: None

Absent or Excused: None

# BOARD OF ALDERMEN

ITEM NO. F(1)

## AGENDA ITEM ABSTRACT

MEETING DATE: August 23, 1994

**SUBJECT: Community Policing Proposal**

DEPARTMENT: <b>Police</b>	PUBLIC HEARING: <b>YES</b> ____ <b>NO</b> <u><b>x</b></u>
ATTACHMENTS: Pamphlet: <u>Community Policing &amp; The Police Officer</u> Articles: "Does Community Policing Add Up?" "Community Policing Leading Officers into Danger?" Project Worksheet/Timeline for Implementation of Community Oriented Policing in Carrboro Map of Area designated for COP Program	FOR INFORMATION CONTACT: Ben Callahan 968-7721

### PURPOSE

To provide the Board of Aldermen with an outline of the Police Department's proposal for implementation of its Community Oriented Policing program and to answer questions concerning this proposal and Community Oriented Policing in general.

### SUMMARY

The Police Department plans to implement a Community Oriented Policing program in the eastern area of the Town, beginning as soon as new officers can be hired and trained to replace those officers selected as Community Police Officers. The Department is in the process of selecting the CPO's and the new employees at this time.

### ANALYSIS

The Police Department first introduced its plans to implement Community Oriented Policing in Carrboro as part of a federal grant request during 1993. Even though it did not receive this grant, the Department again presented a plan for implementation of Community Oriented Policing at the Board of Aldermen's annual retreat in January as one of its goals for the coming year. At subsequent Board meetings, the Aldermen were provided with information describing Community Oriented Policing. As part of its annual budget request, the Police Department requested two police officer positions to be used as Community Police Officers. In granting the Police Department's request for the additional positions, the Board of Aldermen asked that the Police Department provide more information concerning Community Oriented Policing and the Department's plan for implementation.

Below is presented the Police Department's basic outline of its proposal for implementation of Community Oriented Policing within Carrboro. This description is meant to be only an outline and is subject to change as the program develops. Much of how the program develops will depend upon the Community Police Officers themselves and the success which they have in improving the quality of life in "their" assigned area(s).

The area of Town east of the Norfolk Southern Railway tracks, north to Hill St. and including Carr Court will be the area designated for the initial Community Policing effort (see attached map-designated by "Area 1A"). This section of Town was chosen because it has been the focal point of much of the Community's drug problem and also because a large number of the Department's more "serious" calls originate from within this area. The Police Department has conducted, on several occasions within the past two years, "special" projects targeting this area in an attempt to deal with the problems which have surfaced in the area. We have worked closely with the residents and business owners in the area to assist them in dealing with the problems and there is widespread support for continued efforts in the area.

It is hoped that the implementation of a Community Oriented Police program within Carrboro will offer a long term solution to many of the problems which now exist within the community and also serve to prevent the development of future problems. A Community Oriented Policing program will also, hopefully, give the residents the tools that they need to develop their own plan for dealing with problems and improving the overall quality of life within their neighborhoods.

As an initial step in introducing citizens in the designated area to community policing, the Department has asked several residents and business persons from the area to assist in the selection of the Community Police Officers. This group will be the first persons from the area introduced to the more formal side of Community Policing and it is anticipated that this small group will act as an initial "sounding board" for the Departments plans in the area. They, along with the CPO's and others, will develop strategies for informing the rest of the citizens about the community policing program and implementing the program within the community.

Two Community Police Officers will be assigned to this area on a full-time basis and will work out of a "store front" from within this area. Initially, the Carr Court Community Center will be designated as the CPO's "base", but efforts will be made to locate other possible locations within the area which can also be used as a base. The CPO's will be supervised directly by the Administrative Captain. They will work a flexible schedule, together and separately, and they will be expected to work days, evenings, and weekends as the workload requires.

The CPO's will be assigned a vehicle, but efforts will be made early on to acquire bicycles for their use. Walking and bicycle patrol will be strongly encouraged.

CPO's will be issued pagers which will make them accessible to the residents and business persons in their area on an ongoing basis. CPO's will continue to answer most, but not all, calls for service in their assigned area and will conduct follow-up on these calls as necessary to resolve the situation. They will not be assigned to major criminal investigations, however, they will be expected to work closely with investigators and other officers who respond to such incidents. CPO's will not answer calls or provide backup outside of their assigned area except in extreme emergencies.

CPO's will be expected to complete incident reports on calls answered and they will also be expected to develop any additional reports, surveys, and evaluations which will be necessary to properly document their work product. CPO's will be expected to work closely with other members of the Police Department to keep them informed concerning activities within their assigned area and to encourage their involvement in the area. CPO's will be expected to maintain contact with officers assigned to other areas in order to keep abreast of activities throughout the Town.

CPO's will be expected to make contact with every residence and business in their assigned area and to maintain an ongoing communication with the citizens who live and work in the area. CPO's will be expected to familiarize themselves with the problems which exist in their area and with the resources which are available, both within the area and outside it, to help solve these problems. While the CPO's will not be expected to solve all these problems themselves, they will be expected to work closely with the residents and business people in the area to solve them.

CPO's will be expected to work on non-law enforcement issues within their assigned area as these issues may relate to the quality of life in the area. They will be expected to help residents and business owners develop resource materials and other information for use when responding to, or anticipating any problems in the area. CPO's will be expected to make independent decisions concerning issues within their assigned area and to act on these decisions, keeping in mind both those directly affected and the community as a whole.

Concerning training for CPO's, there is at this time no formal local program for Community Police Officers. The North Carolina Justice Academy is in the process of developing a training program, but no details are available concerning when it will be implemented. The NCJA does have some courses which, while not specifically designated as CPO courses, can be utilized for CPO's. Chief Harry Dolan of Lumberton PD conducts a one-day seminar on Community Policing which is the only "formal" program available within the state at this time. This Department's CPO's will attend this seminar and as many of the NCJA courses as possible.

The most effective method of training utilized by most Departments implementing Community Policing is to have officers go to other Departments which currently have Community Policing programs to observe and work with the CPO's in that Department for a short time. This Department has already been in contact with other Departments and it is our plan to send our CPO's to observe and work on a short time basis as part of their training.

As further information concerning implementation of Community Oriented Policing within Carrboro, it should be noted that the Chapel Hill Police Department is also developing its own Community Oriented Policing program and has selected the western end of its Town as one of its designated areas. Since this area is directly contiguous to Carrboro's designated community policing area, there have already been discussions with officials from CHPD as to how the two Departments can work together within a Community Oriented concept.

The current Police Department Administration's goal is to move the entire Department toward a more "community oriented approach." Officers "on the beat" will be trained and encouraged to become more involved within their community. Line officers will be given more responsibility in making decisions and finding solutions to problems. The Department will attempt to move from simply answering calls for service to anticipating and preventing problems before they occur. Community Policing is actually a philosophy which involves creating a "partnership" between the citizens and the police officers who serve them. While the Department will continue to work within its basic mission of protecting persons and property within the Town, it hopes to accomplish this by working more closely with citizens to provide them with the knowledge and abilities they need to provide for themselves the tools necessary to prevent crime and improve the overall quality of life within their community.

Finally, in considering how Community Oriented Policing programs may figure into future development of this and other law enforcement efforts in this community, it should be noted that the recent Crime Bill currently being debated by Congress designates most of its grant funding to be targeted toward "community based policing programs" throughout the nation.

#### ACTION REQUESTED

Receipt of Report by Board of Aldermen.



## Perspectives on Policing



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John F. Kennedy School of Government, Harvard University

# Community Policing and the Police Officer

By Edwin Meese III

Alvin Toffler, the author of *Future Shock*, and Heidi Toffler have stated that "... almost all the major systems on which our society depends ... are in simultaneous crisis" and the "failure to prepare in advance for the turbulent [nineties] could produce a grave breakdown in public security."<sup>1</sup> For almost a decade, many farsighted law enforcement executives and public safety scholars have been responding to this challenge in what has been described as "a quiet revolution" that is reshaping American policing.<sup>2</sup>

Under a variety of names—strategic policing, problem-solving policing, neighborhood-oriented policing, community policing, and others—police agencies are developing new concepts to better satisfy the demands and needs of the citizens they serve. In the course of the self-examination and creative thinking that are taking place, fundamental questions have been raised about the basic purpose and responsibilities of the police, the capabilities they possess, the types of contributions they can make to society, the optimum methods of their organization and deployment, and the relationship that they have with the communities that employ them. In contrast to a philosophy of "business as usual," police executives sense the need to "redeploy the money and authority entrusted to them in hopes that their organizations will produce greater value for society."<sup>3</sup>

Much has been written about the potential effects of these innovative changes in policing on community involvement, city government, and the police department itself.<sup>4</sup> This paper examines the impact of creative forms of policing on the ultimate key to their success—the individual police officer.

As the emphasis and methods of policing change, the position of the police officer in the organization changes also. Instead of reacting to specified situations, limited by rigid guidelines and regulations, the officer becomes a thinking professional, utilizing imagination and creativity to identify and solve problems. Instead of being locked in an organizational straitjacket, the police officer is encouraged to develop cooperative relationships in the community, guided by values and purposes, rather

Community policing represents a new future for American law enforcement, changing the way our Nation's police respond to the communities they serve. This report, one in a series entitled *Perspectives on Policing*, is based on discussions held in the Executive Session on Policing sponsored by NIJ at the John F. Kennedy School of Government at Harvard University.

The Executive Session on Policing has been developed as part of the Kennedy School's Program in Criminal Justice Policy and Management and is funded by the National Institute of Justice and private sources that include the Charles Stewart Mott and Guggenheim Foundations. The success of the police mission now and in the years ahead is the common goal of those who have participated in the Executive Session. Helping to achieve that goal is the purpose of these reports.

The Executive Session on Policing has brought together police chiefs, mayors, scholars, and many others in periodic meetings to focus on modern strategies that produce better results. The rapid growth of these strategies shows the willingness of American police executives to test new approaches to crime, disorder, drugs, and fear in their communities.

We hope that these publications will challenge police executives and local officials to reexamine their approach to law enforcement, just as those who participated in the Executive Session have done.

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than constrained by rules and excessive supervision. To make this possible, much thought must be given to designing the structure of police organizations and to recruiting, selecting, training, and supporting officers in the field. Changes must be made in all of these areas to create a new police professionalism.

## New strategies require new roles

This new philosophy of police work has been called "community policing," a term intended here to include problem-solving techniques, strategic utilization of resources, and increasingly sophisticated investigative capabilities. But these attributes must be understood in the context of a different view of the status and role of community institutions in guiding and assisting police operations. As Moore and Trojanowicz note, "In community policing, community institutions such as families, schools, neighborhood associations, and merchant groups are seen as key partners to the police in the creation of safe, secure communities. The success of the police depends not only on the development of their own skills and capabilities, but also on the creation of competent communities. Community policing acknowledges that police cannot succeed in achieving their basic goals without both the operational assistance and political support of the community. Conversely, the community cannot succeed in constructing decent, open, and orderly communities without a professional and responsive police force."<sup>5</sup>

The police, then, must be more than a reactive force that responds to crimes already committed. They must develop into a proactive entity that deals with a broad variety of conditions that tend to disrupt the community peace or adversely affect the quality of life.

This description of the police task and the citizen relationships that are required to fulfill it is different from the popular concept of a crimefighter in blue, whose position is reminiscent of the pistol-toting marshal of the Old West. Indeed, the success of new policing strategies depends on the ability of a police agency to recruit, develop, and field a group of officers who not only understand their role as highly visible representatives of governmental authority, but also recognize that their responsibility for community service and peacekeeping is of equal importance to law enforcement and crime suppression. These requirements give new meaning to the notion of a professional police officer in the modern era.

The conflicts that some perceive in the various roles of peacekeeping, community service, and crime fighting are not a new problem. A report to the National Commission on the Causes and Prevention of Violence, published in 1970, states, "Perhaps the most important source of police frustration . . . is the conflicting roles and demands involved in the order-maintenance, community service and crime-fighting responsibilities of the police."<sup>6</sup> Too often officers feel that their efforts are not appreciated or deemed important by either their supervisors or the public.<sup>7</sup> One police executive has even suggested that the police function should be divided into two separate agencies under one department: one agency for law enforcement, the other for community service.<sup>8</sup>

A more sophisticated view of the police function, which is inherent in the concept of community policing, is that community service, peacekeeping, and crime fighting are complementary, not conflicting, activities. Historically, the "patrolman on the beat," maintaining order and communicating with the citizenry, was carrying out a major police priority.<sup>9</sup> In addition, the information obtained through expanded direct contact with citizens, generally on a routine and informal basis, helps to solve crimes and apprehend offenders.<sup>10</sup>

As one police department notes, neighborhood disorder and crime are viewed more and more as slightly different aspects of the same problem. When police officers deal with the symbols of urban decay—abandoned buildings, accumulated rubbish, panhandlers roaming the streets—they mitigate the conditions under which crime and disorder flourish. The result is lessened fear of crime and greater satisfaction with the police among members of the community.<sup>11</sup> The attention of the police to such matters, combined with increased communication between officers and the public, can stimulate community pride and provide the basis for police-citizen cooperation in building safer neighborhoods and an improved quality of life.

## A new professionalism

The changed strategy of policing alters in important ways the content of the police officer's job. Police responsibilities expand beyond attempting to control criminal activity—to preventing crime, promoting order, resolving disputes, and providing emergency assistance in social crises. The officer's methods and resources extend beyond arrests and citations. They now include mediation and negotiation, referrals to other municipal agencies, and community mobilization. As police activity focuses on the neighborhood, the demands on the basic police officer increase, as do the scope of responsibility and the skills required.

More fundamental than the change in skills, however, is the change in the basic position of the police officer. Instead of primarily reacting to incidents, the officer analyzes, plans, and takes the initiative. Instead of constantly looking up the bureaucratic chain of command for guidance and assistance, the community police officer looks out toward the problems to be solved, and toward the community's interests in helping to solve them. In community policing, the *de facto* discretion that always existed (and that often was used well by police officers) is recognized and developed, rather than limited or discouraged.

In both the complexity of the skills and the initiative required of the officers lies a new vision of police professionalism. James Q. Wilson has stated that the characteristics of a professional include the exercise of "wide discretion alone and with respect to matters of the greatest importance" and that this is based on a status "conferred by an organized profession" that "certifies that the member has acquired by education certain information and by apprenticeship certain arts and skills that render him competent" to "handle emergency situations, to be privy to 'guilty information,' and to make decisions involving questions of life and death or honor and dishonor." He goes on to say that a professional "is willing to subject himself to the code of ethics and sense of duty of his colleagues."<sup>12</sup>

Professionalism has been the goal of modern policing for several decades and is indeed a worthy objective. Police have pursued it by trying to develop their technical skills through discipline, training, and apprenticeship,<sup>13</sup> and by the use of increasingly sophisticated methods and equipment. While that is an important part of professionalism, it is only a part.

Another aspect of professionalism, which requires extensive development if community policing is to be successful, focuses on the values that the profession must adopt, the position of the officer in the organization and the community, and the manner in which the police are held accountable for their professional performance. It is a matter of both self-image and community perception. The commitment to constitutional and legal values, to mutual respect, and to service to the community, combined with self-reliance and self-motivation, are the hallmarks of the new police professional.

## **The military model and professionalism**

Ironically, one of the principal factors preventing the development of a strong sense of professionalism among police officers—not only in their own eyes, but in the eyes of the public—may be the military form of organization that the police have adopted from their earliest days.<sup>14</sup> The military system, with its rigid organizational structure and authoritarian management style, increasingly has been called into question as a proper model for modern policing.<sup>15</sup>

In some respects, the military form has served the police well, at least for traditional policing. It has created a structure of discipline within which ordinary people, hired for an exacting job, can be trained, equipped, and motivated to function effectively. It has provided a means of controlling the behavior of “working-level” employees. It has been useful for coordinating large numbers of officers in operations such as crowd control, riot suppression, and investigative searches. And it has enhanced the stature of police as a whole by presenting an attractive image of discipline, skill, and service.

Yet, it has not often been acknowledged that the military model, as it traditionally has been applied by police organizations, inadvertently downgrades the position of the primary figure in police service: the individual officer. Too often the basic police officer is viewed as comparable to a private in the army, the lowest ranking military person, who has virtually no individual authority. Such a perception is understandable when several police officers report to a sergeant who, in turn, reports to a lieutenant, and so on up the chain of command. Sometimes police officers are described as constituting a “squad,” again a reference to those holding the lowest military rank. In some departments the rank of corporal further reinforces the enlisted person versus commissioned officer stereotype. It is little wonder, then, that those holding the rank of police officer often are regarded as something less than professionals and that they are denied individual authority, the presumption of expertise, and the discretion that normally would accompany professional status.

Nevertheless, there are ways in which certain constructive aspects of the military style could be retained, while still affording

the basic police officer the professional standing that modern policing strategies require. Rather than being considered as the equivalent of an army private, the police officer should be given the distinction of an aviator in the military services. Aircraft pilots initially are appointed as lieutenants in the Air Force or ensigns in the Navy,<sup>16</sup> not because of the number of personnel reporting to them (which is usually small or nonexistent), but because of the great responsibility entrusted to them when they are given charge of an expensive and potentially dangerous aircraft. Just as military pilots must exercise considerable judgment on their own and accept that their individual actions may have grave consequences, so police officers on the street should be considered the equivalent of commissioned officers, with concomitant respect, authority, and discretion.

This change in the perception of a police officer—on his or her own part and on the part of police superiors and the public—may be a difficult task in most places, but it is crucial to properly defining the individual officer’s role in community policing. Several Federal law enforcement agencies already have moved away from the military model in their organization and rank structure. The Federal Bureau of Investigation and the U.S. Secret Service classify their basic officers as special agents, a term used for all nonsupervisory positions from entry level through veteran members. All required to be college graduates, special agents are regarded as, and expected to perform as, professionals.

## **Reducing hierarchy and enriching skills**

Organizations of professionals are distinguished by extensive and continuing professional training, by shared understanding of and commitment to the values of the profession, by extensive lateral communication, and—perhaps most important—by the absence of elaborate and complex hierarchies. Organizational structures are relatively flat, but often deep and differentiated in types and levels of skills. How to create such arrangements for policing has been the subject of attention for many years. In 1967, for example, the President’s Commission on Law Enforcement and Administration of Justice recommended changes in personnel practices that would improve the quality and professionalism of the police service.

One such proposal, designed to “attract better personnel, to utilize them more effectively in controlling crime, and to gain greater understanding of community problems,” suggested that police candidates enter departments at three levels of qualification, competence, responsibility, and pay: community service officer, police officer, and police agent. The community service officer would be essentially an apprentice working on the street under close supervision, unarmed and without full law enforcement authority. The police officer would carry out regular police functions, such as response to calls for service, routine patrol, traffic enforcement, and accident investigation. The police agent would handle the basic police tasks that are the most complicated, sensitive, and demanding. Under this scheme, an individual could enter the police department at any one of the three levels, depending upon prior education and experience, and could advance through the various levels and attain the position of police agent without having to compete f



the limited number of supervisory positions available in a traditional hierarchy.<sup>17</sup> Thus, an officer who was good at street policing or investigation could continue performing those types of duties throughout his or her career without having to become an administrator.

Although various aspects of the Commission's recommendations were tried by a number of departments throughout the Nation, the proposal never caught on, and very few police agencies utilize either the concept or the nomenclature today. One defect of the proposal, particularly in the context of the community policing philosophy, is the creation of a structure that relegates community service to the lowest level of the pyramid.

One way to eliminate the view of the police officer as a nonprofessional army private is to revise the police rank system, utilizing nonmilitary titles for some or all personnel grades. Such a revolutionary change may be difficult to achieve, since law enforcement agencies typically are resistant to major change and may be more comfortable with the rank nomenclature that traditionally has been used.<sup>18</sup> Nevertheless, such a change in titles could be used skillfully by enterprising departments as part of their implementation of new policing strategies.

A more limited change in the grade structure would be to substitute another title for the rank of sergeant, to eliminate the non-commissioned officer connotation. Terms such as supervising police officer, master police officer, or inspector (a title historically used in many parts of the country to depict a rank just below lieutenant)<sup>19</sup> could be used for the first level of supervision. This would retain the existing management position while encouraging the view of the basic police officer as a professional.

One major problem of current rank systems is that promotional opportunities and the accompanying financial reward and rise in professional stature are relatively few. They could become even fewer if police organizational structures are simplified as suggested below. It is desirable, therefore, to expand the array of nonsupervisory positions to make a graduated series of opportunities available to most career police officers. The Los Angeles Police Department has done this by creating four grades of police officer and three grades of detective. An officer in that department can earn more than \$50,000 per year without having to attain an administrative position.<sup>20</sup> A system that provides sufficient incentives for the successful police officer throughout a career of basic police work properly recognizes the professional status of the person who is on the street and in the neighborhood, working directly with the public.

## Organizing for empowerment

Changing titles and rank structure, however, is not enough to elevate the professional standing of the basic police officer. Police organizational structures should be revised to decrease the number of levels of authority, particularly at the bottom of the hierarchy. Community policing envisions the empowerment of officers to take independent action to solve problems, work with community leaders, and improve the social environment of the neighborhoods they serve. Such a vision, however, is a far cry from the experience of most officers today. The average

police officer spends an 8- or 10-hour tour of duty sitting in a police car, responding to calls when directed by a dispatcher, and complying with the rigid structure of detailed rules and regulations that will keep the officer from being criticized or penalized by superiors.

As Herman Goldstein notes, "The dominant form of policing today continues to view police officers as automatons. Despite an awareness that they exercise broad discretion, they are held to strict account in their daily work—for what they do and how they do it . . . Especially in procedural matters, they are required to adhere to detailed regulations. In large police agencies, rank-and-file police officers are often treated impersonally and kept in the dark regarding policy matters. Officers quickly learn, under these conditions, that the rewards go to those who conform to expectations—that nonthinking compliance is valued."<sup>21</sup>

These rigid prescriptions for police conduct and limitations on creativity are caused by the desire of both supervisors and command officers to avoid wrongdoing by police officers and to ensure that the activities of subordinates will not result in criticism of or embarrassment to their superiors. Obviously, the successful implementation of community policing requires a major change in attitudes and methods of supervision by managers. The new philosophy requires that officers perform their responsibilities on the basis of shared values and personal commitment to professionalism, rather than by constant supervision and limitations on their authority.

As more discretion and decisionmaking authority are shifted to individual officers, many police executives recognize that the rigid, hierarchical model of organization is obsolete. New structural arrangements, emphasizing streamlined administration and fewer layers of management, are being employed. This has facilitated rapid decisionmaking, more relevant policy guidance, and overall improvement in communication among all ranks.

Community policing has a variety of organizational styles in the United States, Canada, and the United Kingdom. They range from home-beat officers in outlying areas of London, to basic car units in Los Angeles, to crime control teams composed of both patrol officers and detectives, to officers patrolling in pairs on fixed neighborhood beats, as well as numerous other structural combinations. An important ingredient of all organizational patterns, however, is the decentralization of authority to the lowest operational level—to the officers in direct contact with citizens and the community. No longer is the individual police officer merely a report taker who must pass along information about a problem to superiors, who then make the decisions and take the actions for solving the problem. Instead, the patrol officer becomes a decisionmaker, solving the problem if possible or at least participating in decisions about the ultimate response.

In England, for example, the chief superintendent commanding a division in London (an organizational element roughly equivalent to a precinct in a U.S. police department) divided the area of his command into four quarters. He then placed an inspector (the equivalent of a U.S. police lieutenant) in charge of each quadrant. He gave that middle management officer full authority to act as a minichief in implementing community



policing. Specifically, the local inspector was given great flexibility in deploying the sergeants and constables assigned to that area in order to meet the particular needs of the community.<sup>22</sup>

The purpose of changes in the management structure is to create a supportive organizational environment for community policing and to revise the relationship between police leaders and rank-and-file officers. One caveat should be mentioned: new organizational changes imposed by police executives often look good on paper, but the test must be whether they do in fact improve communication and expedite action. For this reason, it is important that feedback be obtained from line officers at each stage of implementation, to determine whether the new structure is providing the intended benefits. Tables of organization and channels of communication should be regarded as provisional, not immutable, until they have been proved in practice. Even then, changes in conditions may require further changes in organizational arrangements.

Whatever the organizational model, it must facilitate maximum participation by the line officer who is in direct contact with citizens of the community. As Herman Goldstein has written, by "making it legitimate for rank-and-file officers to think and be creative in their daily work . . . the potential benefits are of two kinds. The most important is the improvement that this could produce in the quality of the responses that the police make to oft-recurring community problems. In addition, such a change would be directly responsive to some critical needs in the police organization—the need to treat rank-and-file police officers as mature men and women; to demonstrate more trust and confidence in them; to give them more responsibility and a stake in the outcome of their efforts; and to give them a greater sense of fulfillment and job satisfaction."<sup>23</sup>

## Selecting and developing the new professionals

Changes in titles and organization can provide the conditions for improved professionalism, but only human beings can fulfill the potential of the new strategies for police work. Community policing is said to rest "on the belief that no technology can surpass what creative human beings can achieve together." Police departments must deploy the most innovative, self-disciplined, and self-motivated officers directly into the community as outreach specialists and community problem solvers.<sup>24</sup> Furthermore, commanders and supervisors will be supportive of the new philosophy and the accompanying modifications of managerial style only if, in the long run, the people under their supervision justify the increased freedom and greater discretion that are inherent in successful community policing. It must be remembered that the individuals who work most directly with the public and who are perceived as the primary representatives of the police department are patrol officers who occupy the lower ranks in the police agency and who will probably serve out their careers in those positions.<sup>25</sup>

Considerable attention must be given, therefore, to the type of individual who is encouraged to join a police department that emphasizes community policing. Qualities that traditionally have been associated with the higher ranks, such as leadership,

communication skills, and the ability to persuade and motivate others, must now be required of all officers. Recruiters must look for self-starters who possess initiative and imagination, rather than "plodders" who will unquestioningly follow directions and will be comfortable merely by complying with explicit regulations. Indeed, as one of America's foremost law enforcement leaders has stated, "the officer in a modern department today must possess many skills, including those of information processor, community organizer, crime analyst, counsellor, street corner politician, arresting officer, school liaison, and community leader."<sup>26</sup>

## Is college necessary?

An immediate question arises about the selection of the "new" police officer: should a college education be required? This has been a subject of great debate over the years, with advocates on both sides of the question. An argument for college-educated officers is that the department would be composed of people from the general population "who have certain qualities (motivation, self-discipline, general intelligence) that are probably quite useful in a police career and, second, it inculcates certain characteristics (civility, urbanity, self-control) that might be especially desired in an officer."<sup>27</sup>

On the other hand, it also has been argued that college-educated people may not understand the problems and attitudes of lower and working-class persons with whom police officers must deal. That a police career often is unattractive for the college graduate because it is "routine, sometimes dull, frequently unpleasant, and occasionally dangerous"; and that advanced education may produce a higher level of cynicism than would be present among those with less schooling.<sup>28</sup>

Another concern is that the requirement of a college degree might decrease the number of minority citizens available for recruitment into police work. This is a matter of great concern many city governments that are seeking to have the police department reflect the demographic composition of the citizenry.

Most recent studies and commentators, however, have concluded that a college education is necessary, or at least desirable, in contemporary policing. One factor has been a change in society itself. As more of the general public has attended higher education institutions, and as the educational level of the community at large has increased, it is necessary that the educational level of the police also be raised.<sup>29</sup> In addition, a college-educated police force makes a difference in the agency itself. Patrick Murphy has stated, "In general, a police department that has had a four-year college degree as an entry requirement for ten years or more can be quite a different organization from one requiring only a high school diploma. More responsibility can be placed on the officers, and a more collegial style of management can be utilized. The college-educated force sets higher professional standards and goals, which in turn, command public respect and help shape public opinion. Finally, a college-educated police force has the potential to proactively, rather than just reactively, address the crime and drug problems that plague society today."<sup>30</sup>

It is notable that the educational level of police officers has risen considerably during the past 20 years. In 1967, the average educational level for police was 12.4 years, just beyond a high school diploma. The most recent survey indicated that the current average educational level among law enforcement officers was 13.6 years, more than halfway through the second year of college. The study found that 65.2 percent of officers in the responding agencies had one or more years of college, 22.6 percent had earned at least a baccalaureate degree, and 3.7 percent had a graduate degree.<sup>31</sup>

There are various approaches to achieving a college-educated police department, several of which address the matter of attracting minority applicants. Many police executives do not believe that lack of a college degree should absolutely disqualify an individual from entering a department, if the person is willing to seek higher education during his or her career. Many departments help the individual attend college, some by arranging work schedules to permit class attendance, others by providing financial support. One department, for instance, pays half the college tuition of any officer working toward a bachelor's degree. Another pays all the costs of books and tuition for its officers. Some departments require 1 or 2 years of college as an entry requirement, while many provide premium pay for those who have attained a bachelor's or master's degree.<sup>32</sup>

Another approach that has been suggested is to use Federal funds already available:

The U.S. Department of Education now distributes a large amount of public funds in grants and loans for higher education, most of which require no obligation of public service. A portion of these grants and loans should be allocated to young men and women willing to enter the police service, or to those already serving in police departments, who seek higher education. Loan funds could be disbursed with the understanding that repayment would be forgiven if the individual serves two years in the police service for each year of college education. Grants and loans should also be available for veteran officers to pursue advanced degrees, with a requirement of three additional years of service for each year of graduate education.<sup>33</sup>

A variation of this idea is the creation of a Police Corps, which already has been proposed through legislation introduced in Congress. Like the military Reserve Officer Training Corps, the Police Corps would provide educational funding for college students, provided they serve a period of several years in a police agency after graduation. Also, these types of programs that provide higher education benefits for both preservice and inservice police officers could increase the opportunities for minority citizens to attend college and thus expand the pool of qualified applicants for police service.

While the specific selection criteria, types of individuals recruited, and educational background required may vary from department to department, it is clear that "if the new mode of policing is to realize its full potential in crime control and com-

munity service, police departments must attract highly educated persons with broad life experience and an expanded perspective on their position of public service."<sup>34</sup>

## Expanded training programs

If the concept of community policing is to be the guiding strategy for a police department, it must be reflected not only in recruiting, but throughout the training programs as well. This includes both the basic training for new recruits, who presumably have been selected for their potential capabilities to carry out community policing, as well as veterans of the department who essentially have to be retrained in the new philosophy and practices. The revisions that must be made in the curriculum of traditional police academies reflect the range of changes that must be made in the department as a whole. It usually will involve expanding the entire program, lengthening the number of weeks of recruit training, and adding additional periods of inservice training for veteran officers.

Most important is the approach or "tone" inherent in the revised training. Community policing cannot be imposed from "on high," but must become a part of the culture of the department, and thus be reflected in significant attitude changes. As one law enforcement agency phrased it, such attitude changes cannot be mandated through policy, but must come about "through a long series of environmental changes that foster behavior modification which consequently alters attitudes."<sup>35</sup> Officers must understand that community policing helps them to be more effective, that it gives them a greater participation in fashioning their own work environment, and that they, as well as the community, will benefit from the new policing strategy.

The content of training programs must provide recruits with an ample understanding of police tasks. It should provide information on the history of law enforcement, the role of police in modern society, and the need for discretion in law enforcement. Rather than preparing officers to perform police work mechanically, it should help them to understand their communities, the police role, and even the imperfections of the criminal justice system.<sup>36</sup> In addition, the following specific skills—which have not necessarily been a part of traditional police training curriculums—must be taught:

- (1) Communications skills: the ability to talk effectively with all types of citizens, from community leaders to ordinary residents, as well as the ability to listen and learn effectively.
- (2) Public speaking: the ability to articulate ideas and motivate others, as well as the art of leading meetings in ways to draw out the thoughts and ideas of the participants.
- (3) Problem-solving techniques: how to identify and analyze problems, as well as how to develop effective responses and solutions.
- (4) Conflict resolution and negotiating: how to help citizens resolve disputes within the community, rather than resorting to violence or "self-help," or engaging formal legal mechanisms.

In addition, two bases of knowledge about the community should be taught:

- (1) Social, economic, and demographic conditions of the community.
- (2) Supporting agencies in the community: the existence of city departments, social agencies, and other resources that can be used for referral of citizens and support for officers in their work.

Two other specialized skills should be included in the training curriculum. One is the ability to type, since more and more police work will involve the use of computer keyboards, whether on mobile digital terminals in police cars or laptop computers. Being able to type quickly and accurately will save a great deal of time during an officer's career. The other specialized skill, which would be adapted to particular community conditions, is language capability. The ability of an officer to converse, or at least understand, the languages spoken in his or her patrol area is not only a valuable attribute but may be necessary for the officer's safety.

Field training, under the specific leadership of qualified field training officers (FTO's), has become a regular part of most recruit training programs. A variation of the traditional training sequence, in which recruits complete the academy phase and then go on the street for training under FTO's, might better relate the two types of training, however. For example, the initial training of the recruits should be in the academy, where they would learn the history and role of policing, as well as specific skills and techniques, such as use of firearms, laws of arrest, police procedures, defensive combat, and others. Then officers might go on the street for field training for several weeks, where they would observe conditions in the community. They could then return to the academy for more advanced training in communication skills, community conditions, techniques of community policing, and other subjects related to their work as members of a community policing team. The street experience between the phases of academy training will make them more knowledgeable about the community they will serve and thus more receptive to learning the police role in dealing with neighborhood problems.

Training in the concepts of community policing is as important for those already in police service as it is for recruits. The way in which new ideas are presented is critical, since the revised strategies that are relevant to problem solving and community orientation will require many officers to change the manner in which they perform their duties. Again, the emphasis on benefit to the officer and increased participation in decisionmaking should be stressed. The formal training in community policing, particularly in the subjects described above, should be continually reinforced by informal discussions at all levels of command. Two-way communication and the opportunity for effective dialog is a vital part of a truly professional organization.

## Quality supervision

The most careful recruiting and selection, accompanied by an enlightened and motivating training program, nevertheless can

be nullified by poor supervision on the street. If the new officers find that the values they were taught in the police academy are not respected by their superiors under actual working conditions, or that their own participation is reduced to mindlessly obeying orders and regulations, the idealism and initiative fostered during the training period will be neutralized, if not destroyed. The climate of the officer's working environment is established to a great extent by the immediate supervisor. As Goldstein has stated, "However strongly the head of an agency may elicit a different style of policing, the quality of an officer's daily life is heavily dependent on how well the officer satisfies the expectations and demands of his or her immediate supervisor."<sup>37</sup>

Changing the supervisory style to reflect the values and techniques of community policing is therefore of critical importance. Supervisors must demonstrate that the objectives and expectations developed in the police academy are carried out in practice. The emphasis on relating to the community, on problem solving, and on the use of creativity and imagination must be fostered by the daily contact that an officer has with the supervisor. Leaders on the street must learn to develop the talents and capabilities of each of their subordinates to the maximum, and must provide guidance rather than simply issuing orders. Since the individual officer has more discretion and is being urged to utilize his or her own skills and judgment to a greater extent, the supervisor's function as a coach and role model becomes even more significant. The new requirement includes being a facilitator, to increase the effectiveness of those who serve under his or her leadership.

Teamwork, flexibility, mutual participation in decisionmaking, and citizen satisfaction are concepts that initially may threaten the supervisor who is more comfortable with the authoritarian role and routinized operations inherent in traditional policing. Thus, the education of supervisors in new styles of leadership and management must be given a high priority if they are to carry out their responsibility for the success of community policing.

This establishment of a new philosophy must go beyond management training. Commanders and supervisors must not only be knowledgeable, but must be committed to the new form of leadership. The values that underlie the culture of the department must be modified and reflected in appropriate statements of policy by the departmental command group. Furthermore, rules and regulations must be streamlined and, generally, reduced in number, so that the flexibility needed by both supervisors and line officers will be possible. Just as the new policing style requires more communication and guidance between supervisor and officer, it also requires continuous dialog and sharing of information between the police chief and command officers and those involved in direct supervision. It is unlikely that improved communication will occur between police officers and citizens if effective communication within the police department has not been established first.

## Maximized participation in decisionmaking

Since the 1970's, police executives have been following the example of private sector business and industrial firms in devel-

oping new mechanisms for participatory management. The Newport News, Virginia, Police Department utilized a variety of task forces and committees to implement its problem-oriented policing project. A management committee, comprising bureau heads and unit commanders, participated in all major patrol decisions. An operations advisory committee, composed of patrol officers and detectives, met regularly with the chief to discuss their concerns. These groups dealt with a variety of issues, from policy development and flexible deployment of officers on patrol beats, to shift scheduling and equipment purchases.<sup>38</sup>

In the London Metropolitan Police, the division chief superintendent held a meeting of all his officers, from constables up through command officers, every 5 weeks to identify and analyze problems in his area and to obtain suggestions from line officers as to their solution. This opportunity to participate in important decisions on police activities not only gave officers of all grades the opportunity to demonstrate their creativity, but by being part of the process they also were more committed to the results. A further extension of this method that was being contemplated was to include citizens of the community in such meetings to broaden the input into police decisionmaking.<sup>39</sup>

The Sheriff's Department of Los Angeles County, California, instituted a new effort called "service-oriented policing." To move the department and its personnel toward a more service-oriented posture, the sheriff established an SOP committee composed of representatives from all elements of the department: command officers, middle managers, supervisors, line deputies, and civilian employees. The committee's task included examination of the department's organization and culture; the expectations, rights, and needs of the service recipients (citizens) and the service deliverers (departmental personnel); and the services that were being provided, as well as how they might be enhanced or expanded. The SOP committee also sought the ideas and responses of the more than 11,000 members of the department.<sup>40</sup>

## Supporting officers in the community

Community policing officers are expected to be on the street during most of their time on duty, communicating with citizens, patrolling neighborhoods and business districts, attending meetings of residents, and conducting other police activities. It is important, therefore, that they have technical and logistic backup in the form of field support units (FSU's). Organizationally placed at precinct or headquarters level, according to the size of the city, the FSU's are a valuable staff counterpart to the officers in the field. They should include crime prevention specialists, who can provide presentations at meetings and technical assistance on specific crime control problems. The FSU can provide publications and materials for neighborhood meetings, as well as specialized equipment such as videocassette recorders, viewgraphs, etc. In addition, it can handle the printing and duplicating of notices and other documents that are needed by community officers for distribution to citizens. The FSU also can serve as a message center for officers in the field, facilitating rapid callback responses to citizens. The leader of the FSU (a sergeant or lieutenant) also can be available to provide advice

and technical assistance to the community policing team leaders and officers, incorporating the experiences and lessons learned of other policing teams

An important responsibility of the field support unit is to provide liaison and followup activity with other elements of the police department as well as the various city departments whose services are needed to resolve community problems. The Los Angeles Police Department has developed a "community enhancement request" form that enables an officer to request specific services from city agencies to handle conditions that may result in crime or community decay (see exhibit 1). When such a request is turned in by a local officer, the FSU forwards it to the appropriate city department or other unit of the police department, then maintains a suspense file on the item until a response has been received and the problem alleviated. If no response occurs within a reasonable time, the FSU itself can stimulate the necessary action. It also can furnish continuing feedback to the officer on the street.

The FSU function is critical to the community policing officer. He or she is on the line with the citizens, responding to their needs and requests. The ability to make something happen when citizens complain directly affects the officer's credibility and ultimate success, as well as that of the police department. The responsiveness of city government, or lack thereof, can result in either personal frustration or a sense of accomplishment for the individual officer. The line officer's effectiveness, therefore, is

### Exhibit 1.

#### Los Angeles Police Department "Community Enhancement Request" form

LOS ANGELES POLICE DEPARTMENT COMMUNITY ENHANCEMENT REQUEST	
<input type="checkbox"/> CITIZEN REQUEST <input type="checkbox"/> BUSINESS REQUEST <input type="checkbox"/> OFFICER INITIATED	DATE & TIME RECEIVED
PERSON REPORTING SECTION (PLEASE PRINT NAME WHEN OFFICER INITIATED)	
LAST NAME, FIRST, MIDDLE	
RESIDENCE ADDRESS	ZIP
BUSINESS ADDRESS	ZIP
BUSINESS PHONE NO.	BUSINESS PHONE NO.
LOCATION OF ACTIVITY/PROBLEM	NO. AREA
COMPLETING OFFICER	SERIAL NO.
TYPE OF REQUEST FOR SERVICE	
DEPARTMENT OF BUILDING AND SAFETY: <input type="checkbox"/> Abandoned/unsafe vehicles on private property <input type="checkbox"/> Unsafe conditions on private property <input type="checkbox"/> Hazardous conditions on private property <input type="checkbox"/> Unsafe buildings/structures <input type="checkbox"/> Vendors on private property/parking lots <input type="checkbox"/> OTHER (Explain in info section below)	
DEPARTMENT OF TRANSPORTATION: <input type="checkbox"/> Abandoned vehicles on street <input type="checkbox"/> Parking enforcement <input type="checkbox"/> OTHER (Explain in info section below)	
DEPARTMENT OF PUBLIC WORKS (Street Work): <input type="checkbox"/> Street repair <input type="checkbox"/> Sidewalk repair <input type="checkbox"/> Tree trimming <input type="checkbox"/> Street lot cleanup <input type="checkbox"/> Street lighting <input type="checkbox"/> Graffiti <input type="checkbox"/> OTHER (Explain in info section below)	
DEPARTMENT OF PUBLIC WORKS (Public Works): <input type="checkbox"/> Trash collection (street/courtyard/property) <input type="checkbox"/> OTHER (Explain in info section below)	
POLICE DEPARTMENT: (Considered) <input type="checkbox"/> Gang activity <input type="checkbox"/> Drinking in public <input type="checkbox"/> OTHER (Explain in info section below)	
OTHER CITY DEPARTMENT	
ADDITIONAL INFORMATION	
SUPERVISOR/OFFICER REVIEWING REQUEST NAME SERIAL DATE CITY DEPARTMENT NOTIFIED DEPARTMENT TIME EMPLOYEE PM EXT. FOLLOW UP INFORMATION DATE CITY EMPLOYEE PM EXT. PROGRESS:	
If the complaint was initiated by a citizen, was the original PR contacted? <input type="checkbox"/> YES <input type="checkbox"/> NO Was the PR satisfied with the response to the complaint? <input type="checkbox"/> YES <input type="checkbox"/> NO COMMENTS OF PR (optional):	

directly proportional to the followup work of the FSU. To perform several of these field support functions, the Los Angeles Police Department has established a community relations officer/crime prevention unit, under a sergeant, in each area's headquarters.<sup>41</sup>

Another type of specialized support needed by the community policing officer involves crime analysis and information about ongoing criminal activities in his or her territory. To fill this need, the London Metropolitan Police have established a Division Intelligence and Information Unit (DIIU) in each precinct-level command. Composed of detectives and support personnel, the DIIU collects, analyzes, and disseminates to local police officers information about criminals and crimes located within their area. This information can be used not only to apprehend specific offenders, but also to develop crime prevention strategies.

Information support for the officer in the community must go beyond crime analyses. The full resources of the police agency's records and identification facilities must be available quickly and conveniently. Computer equipment in the field, such as mobile digital terminals in patrol cars and laptop units equipped with telephone connections, can save valuable time in preparing reports and can provide immediate access to essential data. In addition, officers should receive timely information on municipal government actions (such as ordinance or regulation changes affecting neighborhood residents and businesses), as well as facts about public and private health, welfare, and education resources that might be used for referral or assistance.

## Relationships within the police department

An important part of the community policing officer's success and personal satisfaction is the relationship that he or she has with the rest of the police department. Particularly important is the working relationship between patrol officers and detectives. The functions of report taking, information collecting, crime investigation, and apprehending criminals become more integrated under community policing, and the distinction between patrol and detective operations should diminish considerably. In some agencies, detectives are part of the neighborhood crime control teams.

The officer in the community is able to obtain valuable information, both from citizen input and his or her own observations, about crime conditions, particular offenses, and criminal suspects. The officer can use neighborhood-based information for followup investigations within the local community, including the arrest of perpetrators found there. Information also can be passed on to detectives investigating crimes over a broader geographical area. When an officer's information has assisted in the identification and apprehension of a suspect and in a conviction, feedback should be given to the patrol officer to validate the value of those efforts and to motivate the officer to continue to provide such information. Similarly, by continual communication with street officers, detectives can alert them to crimes committed, information needed, and suspects to be sought.

Through this exchange of information, the solution to many crimes and the arrest of criminals increasingly can be accom-

plished by officers working in neighborhoods. Centralized detective activities then can focus more on problem solving—identifying the nature of criminal activity in the community and designing crime reduction strategies that will affect different types of crimes.

The police officer working in a particular neighborhood should be supported by other specialized elements of the police department. As conditions require, special investigative units such as narcotics, juvenile, and gang units should be available for specific crime problems. The officer should be able to call upon staff units such as criminal intelligence, crime laboratory, and records and identification for their expertise. The planning and research staff should assist the community policing effort as a whole, through citywide operational research and evaluation programs to improve the effectiveness of the agency in handling the problems of the community, as well as through assistance to individual field officers in solving specific problems in the neighborhoods they patrol.

Assistant Chief Robert Vernon, Director of Operations for the Los Angeles Police Department, has described this relationship between specialized units of a police agency and the field officers responsible for community policing in terms of a medical model: the patrol officer in a specific neighborhood or beat area is like a general practitioner physician who has the principal interface with the individual citizen. Surrounding and supporting the police general practitioner is a series of specialists—detectives, juvenile investigators, narcotics officers, headquarters staff units, and others—who are available for consultation or referral of the case.<sup>42</sup>

## Quality assurance

Under the traditional style of policing, with a quasi-military environment and rigid sets of rules and regulations, inspection and control are relatively easy functions to perform. Regular inspections and audits are conducted to determine whether officers are complying with regulations. The more mechanically the individual adheres to the letter of the rules, the less likely he or she will get into trouble. Displaying unusual creativity, going beyond minimal requirements of the job, or exercising individual judgment are at odds with the rule-compliance mode. It is easy to see, then, that community policing—with its emphasis on self-motivation and individual initiative—requires a new approach to the inspection function.

Nevertheless, the importance of that function—maintaining the quality and integrity of the police force—is in no way minimized by the new concepts of policing. Indeed, the greater freedom of action afforded the individual officer places greater reliance on effective systems for monitoring, evaluating, and, when necessary, disciplining police conduct. If the community is to sustain satisfaction with and confidence in the police department, executives must insure that internal wrongdoing is prevented and that sufficient safeguards are established to preserve the integrity, efficiency, and effectiveness of the force.

The philosophy of community policing, in recognizing the professionalism of the police officer and emphasizing greater opportunities for job satisfaction, is ideal for making a commitment to essential values the basis for maintaining necessary standards of conduct. The concept of values in policing is discussed in an issue of *Perspectives on Policing*.<sup>43</sup> Such value orientation is an essential component of achieving professional responsibility within the force.

Beyond the delineation and promotion of values, mechanisms for quality control—monitoring of performance and investigation of complaints—must be part of overall management controls. In a professional organization, the model should be the “quality assurance” programs of modern business and industrial institutions, where the emphasis is less on rigid compliance with rules than on successful results. Techniques such as self-evaluation by individuals and patrol teams, citizen surveys, and performance audits should be used to stimulate analysis and improvement, rather than as negative instruments of penalization.

At the same time, investigation and resolution of complaints or indications of misconduct should be prompt, thorough, and decisive. A professional police organization cannot tolerate betrayal of its values or breaches of integrity. When such incidents occur, the factual situation should be analyzed carefully so that candid information about the matter can be incorporated into future training sessions to prevent other officers from becoming enmeshed in wrongdoing.

## Conclusion

Community policing is now an established concept of modern law enforcement doctrine. While much experimentation and innovation continues to occur, the benefits of this strategy are being proclaimed by more and more cities throughout the Nation. But “making the transition from a traditional reactive, incident-driven style of policing to a more contemporary proactive, problem-directed style of community-oriented policing requires a comprehensive strategy that is based on long-term institutional change.”<sup>44</sup>

The practice of community policing, and the implementation planning that inaugurates it, must recognize the pivotal role of the individual officer. As an article in *Footprints: The Community Policing Newsletter* states, “we must always remember that

it is the Community Policing Officers themselves who make the system work . . . All the theories, strategies, and tactics associated with Community Policing that the experts discuss ultimately boil down to a single officer on the street, intervening one-on-one in efforts to . . . make the community safer.”<sup>45</sup>

By lifting some of the constraints under which police officers in the field now operate, and by giving them the freedom to make decisions, innovate, and be problem solvers, community policing promises great benefits for the community in terms of quality of life and for the officers in terms of job satisfaction. By focusing on the person in the front lines of police service—the individual patrol officer—the community policing strategy will be built on a solid foundation.

## Notes

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The National Institute of Justice is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, Bureau of Justice Statistics, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.



13. Rubin, "Police Identity," n. 7 above: 22.
14. Note that while in the early days of an organized police in England, ranks such as inspector and superintendent were substituted for the military titles of lieutenant, captain, etc., the same basic hierarchical structure of command was retained, with the position of sergeant as the first level of supervision.
15. William L. Tafoya, "The Future of Policing," *FBI Law Enforcement Bulletin*, January 1990: 15.
16. In the Army, a helicopter pilot usually is appointed as a warrant officer, a professional rank just below second lieutenant, but pay and career status rise in parallel to officer ranks.
17. *The Challenge of Crime in a Free Society*, Report of the President's Commission on Law Enforcement and Administration of Justice, Washington, D.C., U.S. Government Printing Office, 1967: 107-109.
18. See Dorothy Guyot, "Bending Granite: Attempts to Change the Rank Structure of American Police Departments," *Journal of Police Science and Administration*, September 1979: 253-284.
19. The rank of inspector has had several different usages in the United States. In many police departments, particularly in the West, it was the title assigned to detectives, placing them between sergeants and lieutenants in the hierarchy. In other departments it was an executive rank above captain. Because of this confusion, the term has fallen into disuse in many parts of the country, but still is common as a command rank in the Northeast.
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39. Author's interview of Commander Monk, n. 22 above.
40. Los Angeles County Sheriff's Department, n. 35 above.
41. Los Angeles Police Department, unpublished briefing paper on community policing provided to author, March 14, 1990.
42. Author's interview of Assistant Chief Robert L. Vernon, Los Angeles Police Department, March 14, 1990.
43. Robert Wasserman and Mark H. Moore, "Values in Policing," *Perspectives on Policing* 8, Washington, D.C., National Institute of Justice and Harvard University, November 1988.
44. National Law Enforcement Leadership Institute Bulletin on "Community-Oriented Policing Implementation Strategy Session," August 1990.
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The Executive Session on Policing, like other Executive Sessions at Harvard University's Kennedy School of Government, is designed to encourage a new form of dialog between high-level practitioners and scholars, with a view to redefining and proposing solutions for substantive policy issues. Practitioners rather than academicians are given majority representation in the group. The meetings of the Session are conducted as loosely structured seminars or policy debates.

Since it began in 1985, the Executive Session on Policing has met 12 times; some of the members changed in 1990. During the 3-day meetings, the participants energetically discussed the facts and values that have guided, and should guide, policing.

NCJ 139164

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# Does community policing add up?

## *Need seen for ways of gauging effectiveness*

By Jacob R. Clark

The term "community policing" has become a catch-phrase for a wide range of philosophies and strategies aimed at bringing the police and the community together in a closer working relationship to reduce crime and make neighborhoods safer.

As with many an evolving discipline, however, there is always the question of how to gauge the success of theoretical outcomes, and that principle appears increasingly to apply to community policing. Despite its rapid and widespread acceptance in recent years, there is still simmering uncertainty as to just how effective community policing strategies are in reducing crime and increasing public safety, and, more important, just how to gauge that effectiveness.

"Nobody is really measuring this in a formal way," said Chief of Personnel Michael Julian of the New York City Police Department, who, prior to his recent promotion, spent one year coordinating the NYPD's nascent community-policing program. "The academic studies talk about what you should measure, but they don't tell you how to measure."

Some work has occurred or is currently under way in several police departments, but police researchers readily admit that further study of community-policing evaluation methods is needed.

"There's not enough research being done," said Wesley G. Skogan, a professor of political science and urban affairs at Northwestern University who is currently involved in a three-year project to evaluate the Chicago Police Department's community policing efforts, which are now under way in five "prototype" neighborhoods. "President Clinton is talking about putting 100,000 more cops out there to do this, and they are doing this without a clue to its effectiveness."

### Old Dilemma, New Paradigm

To Boulder, Colo., Police Chief Thomas Koby, a key player in the development of the Houston's pioneering Neighborhood-Oriented Policing program of the early 1980's, the evaluation of community policing programs presents the same dilemmas as any effort to gauge the effectiveness of police work.

"We've never had a way to measure police effectiveness, and community policing is not different policing. Policing is policing. We're talking about trying to approach something differently so we can have more effect than we've had in the past — which assumes that what we've been doing in the past wasn't effective. I'm not sure we know that. I assume it hasn't been, but it's difficult to prove

because we've never evaluated policing before," he said.

Mark Moore, a professor of criminal justice policy and management at Harvard University's Kennedy School of Government, said the shift in the "paradigm of policing" — from the professional law enforcement or crime-fighting model to one that incorporates efforts to reduce fear — requires rethinking of traditional evaluation methods, such as response times and statistics such as crime, arrest and clearance rates.

New measurements will need to consider fear as well as crime reduction, Moore contends. "Those things are now unmeasured by the traditional measures that we use," he told LEN. "Until we can find ways of measuring them, the new theory of policing in some sense will remain untested and probably unproduced, because the measurement of these things will produce this new form of policing as well as test it."

It's not a task that is going to occur overnight, Moore added. Police planners and administrators will need to "experiment with the different properties of these different measurements, just as we had to do for a long time on reported crime, response times and clearance rates. We went through a long

*Continued on Page 8*

Continued from Page 1

of development for those measures, and we'll probably go through a period of development for these native measures as well."

### The Attraction of Numbers

Problem-solving efforts — like turning around criminogenic conditions in neighborhoods — are a big part of community-policing, and evaluations need to be devised that can focus on as well these hard-to-quantify efforts as being carried out, said Bonnie Bucqueroux, the associate director of the National Center for Community Policing at Michigan State University's School of Criminal Justice.

Bucqueroux, who with her late colleague, Robert Trojanowicz, co-authored the recent book, "Community Policing: How to Get Started," says that traditional measures such as crime rates and arrest rates may not give a clear picture of the effectiveness of community policing efforts.

"All too often, people — particularly politicians — are drawn to countable items because they are easier to run on," she said. "What [police] really need to do are more qualitative outcomes to find out whether people actually feel safer. The police have always been very good at quantifying activity. A much tougher challenge is to look at outcomes achieved at the street level."

### Talk to the Customers

Bucqueroux and others interviewed by LENO say that citizen surveys can provide a useful means of assessing the outcome of problem-solving and community-policing efforts. Bucqueroux argues that such surveys need to be department-specific and must be developed with community input.

While conferring with other agencies to develop evaluation methods may be useful, Bucqueroux pointed out, there is no "cookie-cutter evaluation process" that can be applied to every agency. "I really resist the idea that there is one sort of universal form out there that you can say, 'Here, just follow us,'" she said. "Police agencies like to that. But the reality of community policing is that there are differences in character of different police agencies. It has to be an organic process of development within each agency."

"It won't fly without the community," added John Clark, a professor of sociology at the University of Oregon who is helping the Portland Police Bureau to develop performance measures for community policing in a project funded by the National Institute of Justice. "Wise officers have known this forever, even during the era of strongman professionalism."

### Surprise Answers

Citizen surveys offer a variety of outcome measurements for police departments, as outlined by Moore. "We get a better measurement of criminal victimization than we do with reported crime — and potentially, a lot more information about circumstances. We get a very good measure of whether people are afraid or not, and that's the only way we can get that. We can find out whether citizens are satisfied with quality of service and whether they have a trusting relationship with the police department. We could find out something about the self-defense mechanisms citizens are relying on in

their own lives — whether they are relying mostly on the police or whether they're doing something on their own [such as] buying guns or locks or banding into groups."

Officials in community-policing agencies indicate that citizen surveys do indeed provide valuable information about what the public wants from police and how well the police respond to those needs. Some have learned that the perceptions of the two groups can be surprisingly different, as Assistant Chief David Sinclair of the Lansing, Mich., Police Department confirmed.

"What we found in the beginning was that the things that we thought were very important, which primarily centered around Part I crimes, wasn't necessarily true," Sinclair told LENO. Lansing police officials found from the survey that people were more interested in the quality-of-life issues, such as uncollected trash, barking dogs, broken streetlights and hot-rodding teen-agers, he said. "It turned out that a lot more of those kinds of quality-of-life issues affected the vast majority of the population."

The San Jose, Calif., Police Department, whose community-policing effort turned one year old last month, is another agency that is still wrestling with ways to measure success. An initial survey of 1,600 citizens sought to determine the level of satisfaction felt toward the Police Department and the city in general, said Deputy Chief Tim Skalland, commander of the agency's Bureau of Field Operations.

The Lansing Police Department's experience repeated itself in San Jose, where residents seemed more concerned about quality-of-life issues, such as prostitution and homelessness. "The kinds of things we sort of always low-keyed were the things that were really important to them," said Skalland.

### What Officers Think

Equally important to some researchers is measuring the perceptions of individual officers as to their effectiveness in carrying out assignments and solving problems on their beats. Some agencies use the "management by objective" method, whereby officers and supervisors jointly plot goals to be met over a specific period of time. Afterward, they review accomplishments and shortfalls, and the supervisor gives advice on ways to achieve agreed-upon goals. "That method has proven the most successful for us," said Sinclair.

Sinclair added that the Lansing department's job description for its community police officers also serves as a basis for evaluating performance. Officers are expected to accomplish certain tasks, but are given the flexibility and the latitude they need to get the job done because supervisors know that some can accomplish more in less time than others.

That attitude is reflected in the trend away from the traditional "rigid, controlled" performance evaluations that tend to place officers and supervisors at odds, noted Bucqueroux.

"A lot of performance evaluation is really a hedge against lawsuits for unfair dismissals or disciplinary action," she noted. "Shifting the focus from trying to develop a system that's focused on the small number of bad actors to a system that really tries to encourage people to be as creative as they can requires a lot of rethinking."

### Team Players, Not Subordinates

In this arrangement, sergeants become "facilitators," and officers are treated as professionals and team players, not as subordinates. Citizens evaluate officers, and officers evaluate their supervisors. This was the kind of performance evaluation system that was implemented as part of Houston's Neighborhood-Oriented Policing program. The new system was the subject of a study released last month by the National Institute of Justice, which found that officers evaluated under the new procedures had more positive attitudes toward their NOP assignments and forged closer relationships with the citizens with whom they had contact.

In Houston, officers and sergeants were given a packet containing six forms used to measure performance. They included: the patrol officer's bi-annual assessment report, designed so that sergeants could evaluate officer performance across 22 different criteria reflecting the agency's expectations under NOP; the patrol officer's monthly worksheet, a tool used to guide the officers' on-duty actions; a community information form that was completed by citizens who worked closely with officers on projects; a calls for service/feedback form, which allowed the sergeant to obtain information on that most frequent form of citizen-officer contact; an investigator questionnaire designed to obtain information about the officer's knowledge and performance of preliminary or follow-up investigations; and the immediate supervisor assessment form, which gave the officer a chance to provide information about his sergeant's performance so that trends in their relationship could be identified.

Researchers Mary Ann Wycoff, a project director for the Police Foundation, and Timothy N. Oettmeier, acting director of Houston's Police Training Academy, found that the officers evaluated under the new process "reported having initiated problem-solving activities and having discussed area problems with other department personnel more frequently than did officers in a comparison group who were evaluated with the department's established evaluation process."

### Speaking Out

Surveys, while useful for gauging the strengths and weaknesses of community policing, can also be expensive. Police officials interviewed by LENO pointed to a number of less costly ways to get an idea of community policing's effectiveness, but again, the involvement of citizens in the process plays a crucial role.

In Fort Worth, Texas, the Police Department's Citizen on Patrol program of 1,800 volunteers was credited with contributing to a 24-percent reduction in crime last year. The volunteers, who serve as the "eyes and ears" of the police, are divided into groups who submit monthly reports on what they observe while on patrol, said Lieut. Pat Knebllick, a police spokeswoman.

Although the agency would like to conduct more citizen surveys, regular "community forums" give residents a chance to be heard and afford police brass an opportunity to learn whether programs are working. "Forums give citizens direct access to the upper ranks," Knebllick noted.

Such forums are also used by the Portland Police Bureau, and provide a

impetus for citizens to give police input on dealing with community problems. "It's not easy to encourage cooperative problem-solving," noted Clark, the University of Oregon sociologist. "The public is not well-informed and most have more compelling things to do. We must put more effort into the sensible involvement of the public."

Some departments prepare "before-and-after" videotapes of neighborhoods to show the physical changes that occur after a community-policing effort is implemented. The Madison, Wis., Police Department routinely sends postcard surveys to citizens who have had contact with police in an effort to measure client satisfaction and get ideas on how to improve service.

### Less Obvious Indicators

Some agencies look at other, perhaps less obvious, indicators of effectiveness. "I know of one community that was going to look at whether library usage has gone up to find out if people feel safe enough to go out on the streets and take books out of the library," said Bucqueroux. "They wanted to look at some of the convenience stores and see whether they had more customers — particularly females — in the evening than before to get a handle on whether women felt safer on the street at night."

One of the first neighborhoods targeted by the San Jose PD's community policing effort was the Poco-McCreary section, which Skalland called "the worst neighborhood in the city." The deputy chief said an important indicator of the effort's effectiveness came last Halloween, when local children were able to trick-or-treat in the neighborhood for the first time in 25 years.

"We didn't have to lock them in a school building and provide armed

on — but when you have that, officers begin to pay attention to it."

### Getting Ambitious

Police agencies that have the money may want to turn to an outside consultant to gauge their programs, Skogan suggested, because they are generally more objective and are unfettered by the political agendas of community organizations and municipal officials.

"Program evaluation is harder and more expensive," he said. "There, you're talking about whether outcomes are different than if the agency decided not to proceed [with community policing] or whether the outcomes are different if they had tried something else — the expensive, high-tech end of evaluation. There, you really need consultants. They're expensive and probably not everybody should use them. But everybody should consume it, study it and learn from it when it's done."

In New York, police planners are developing an ambitious, high-tech system for evaluating community policing, partly in response to critics who say it is ineffective and lacks means to ensure accountability. Chief Julian said the change will include setting "objective criteria" and standard definitions for gauging police response to citizen-identified problems, and will shift the responsibility for assessment from the precinct commander to residents.

Previously, precinct commanders submitted quarterly, narrative reports on "priority conditions" in precincts — accounts that lacked objectivity, he said. "It was a creative writing experiment more than anything else. In every case, things always got 'better,' but nobody ever defined what doing better meant. In fact, they all used different terms to define success."

Under the proposed system, resi-

**"People — particularly politicians — are drawn to countable items because they are easier to run on. What [police] really need are more qualitative outcomes to find out whether people actually feel safer."**

— Bonnie Bucqueroux

of the National Center for Community Policing

guards around the school so the kids could have some kind of Halloween function," he said. "They were actually able to go door-to-door. I'm not very scientific at this, but when kids can go out and trick-or-treat, I think that's a success."

Stephen Mastrofski, an associate professor of justice administration at Penn State University and a visiting fellow of the National Institute of Justice, suggests that an alternative evaluation measure lies in the level of citizen complaints filed against police officers for rudeness. Mastrofski, who conducted an NIJ-funded research project in Richmond, Va., to find out "what community policing looks like at the street level," said that complaints for rudeness make up the bulk of citizen complaints against officers.

"There's some considerable hope that community policing programs could increase the civility of the police toward the public, and, reciprocally, the public toward the police," he said.

"That's not an easy thing to measure — that's one of the things we're working

dents will tell police what they feel their neighborhood priorities should be, and strategies will be developed to solve problems based on community input. Forms will be used to measure and compare the success of police efforts to address like problems in all of the city's 75 precincts.

The information from the forms will eventually be entered into a department-wide data base. Computer file will document efforts made by police to address a particular problem and will provide contacts that encourage more information-sharing between precincts and ultimately, Julian envisions, between police departments.

"What we'd like to come out of this is not only a measurement tool, but an encyclopedia of successful, non-convictional strategies for each type of problem. This way, when [an officer] comes up with a problem in his district he doesn't have to reinvent the wheel. He'll be able to go to files that will show what was done in a very user-friendly system. If he needs further information he can go directly to the source."

### Community Policing Leading Officers into Danger?

By Stephen M. Springer

**W**hile traditional methods of policing fail to provide desired levels of crime control and public safety, police departments across the Nation search for new and innovative ways to provide law enforcement services to their communities. In recent years, community-oriented policing (COP) has emerged as the method of choice for many law enforcement agencies.

As part of the conversion from traditional policing methods to community-oriented policing, agencies have become more reliant on a "new breed" of police officers better suited for performing proactive, citizen-oriented policing functions in their communities.<sup>1</sup> For the officers involved, the COP approach places a premium on specific qualities, such as being personable, even-tempered, and service-oriented. In addition, these officers must possess good communication and problem-solving skills and be conservative in the use of force.

However, these qualities describe not only a good candidate for community policing but also an excellent candidate to be killed in the line of duty.<sup>2</sup> For this reason, police administrators owe it to their departments, their communities, and most importantly, their personnel to ensure that officers engaged in COP receive ongoing survival training that adequately addresses the challenges they face.

#### Good COP, Bad COP

Building closer and more trusting relationships between the police and communities is not only desirable but also imperative if law enforcement is to improve its effectiveness. However, this closeness and trust should not be achieved at the cost of placing officers in undue jeopardy. Unfortunately, the heightened level of police-citizen interaction that makes community policing an effective approach also creates potentially serious safety problems for officers.

Basic survival training teaches that police officers should not become complacent, lax, or too

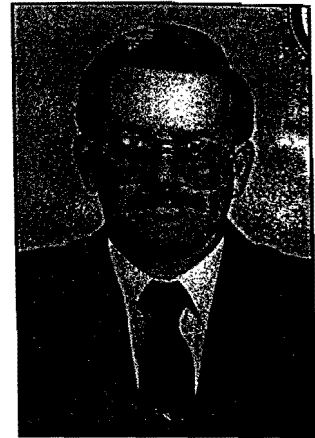
comfortable with a situation.<sup>3</sup> However, it is difficult for officers to "keep their guard up" and to stay alert when trying to develop close ties with community residents and project a friendly, nonthreatening demeanor—basic components of community policing.

At the same time, research reveals that officers assigned to community policing feel safer, more confident, and better able to read people than do officers not involved in community policing.<sup>4</sup> As any veteran officer knows, a fine line exists between being "at ease" and being lax when following standard survival practices. Community policing officers, therefore, must remain vigilant not to be lulled into a false sense of security and subsequently place themselves in perilous situations.

#### Walking into Danger

A recent analysis of 51 line-of-duty deaths conducted by the FBI's Uniform Crime Reporting Program reveals striking similarities in many of the slain officers' approaches to policing. *Killed in the Line of Duty*,<sup>5</sup> a report based on the study's findings, provides various behavioral descriptors of the slain officers. These descriptors indicate that a majority of the victims shared similar qualities and characteristics. Most of these officers were described as being:

- Well-liked by the community
- Conservative in the use of force
- Hard-working



Sergeant Springer serves with the Fairview Heights, Illinois, Police Department.



- Public relations and service-oriented
- Easygoing, and
- Willing to bend the rules regarding arrests, vehicle stops, handling of prisoners, and waiting for backup.

In addition, these officers consistently looked for the good in others. They believed that they could "read" people or situations and relax their guard in certain circumstances.

Many of these traits are exactly what administrators look for when selecting officers for community-oriented policing. In fact, these qualities—when balanced with appropriate levels of caution and discretion—are desirable in any officer who has regular contact with the public.

As the report emphasized, though, factors that jeopardize officer safety do not stem from these characteristics themselves but from actions that these traits may lead officers to take. The study discusses five areas relating to procedures and training that may be affected. They are:

- 1) *Absence of procedure*—situations in which an agency had no formalized procedures to handle the circumstance leading to a fatal assault.
- 2) *Conflicting procedures*—situations in which an agency had established procedures that were in conflict with officer safety.
- 3) *Procedural errors*—situations in which the victim officers failed to comply with accepted law enforcement procedures.
- 4) *Correct procedures*—situations in which the victim officers complied with accepted procedures but were still vulnerable to assault.
- 5) *Training*—situations that suggest agencies should provide additional officer safety training.

The study further separates officers' handling of the fatal incidents into two broad categories:

Improper approaches to vehicles or suspects and failure to control persons or situations. During fatal encounters, 41 percent of the slain officers made improper approaches, 65 percent were unable to properly control persons or situations. Further, according to the study, only 2 of the 51 victim officers—or approximately 4 percent—made *no* procedural errors. These statistics reinforce the importance of maintaining effective officer safety and security measures, regardless of the situation.

### Enhanced Training

The increased interaction with a broad range of citizens inherent in community-oriented policing requires that officers be prepared to assess and respond quickly to a multitude of scenarios. However, few departments provide the training necessary to accomplish this complex task fully.

Many of the procedural errors noted in *Killed in the Line of Duty* can be addressed through regular safety and survival techniques training. Departments should ensure that, at a minimum, all officers engaged in community-

oriented policing receive this training on a regular basis. This instruction should range from defensive maneuvers to tactical strategies for approaching vehicles, buildings, and subjects.

But training should not stop there. Although many use-of-force continuums list verbal control as a key level in the escalation of force, most departments devote little, if any, training to developing this skill.

This is a needless—and potentially dangerous—oversight. A number of innovative techniques for dealing with confrontational subjects and traffic stops have been developed. The Verbal Judo approach—an excellent means of instruction in control and de-escalation—is gaining acceptance in police departments around the Nation. To provide officers with an effective alternative to physical confrontation, departments should periodically conduct training in these areas, as well as in basic communication skills.

“  
...officers engaged in COP should receive specialized instruction in proper community-oriented policing techniques, as well as periodic safety and survival training.  
”

## Conclusion

Community policing represents an innovative form of policing that shows great promise in many communities around the Nation. It can be extremely beneficial to all parties involved—municipalities, communities, police departments, and individual officers. However, this method of policing also harbors some potentially lethal side effects—especially if implemented at the expense of officer safety training.

For this reason, officers engaged in COP should receive specialized instruction in proper community-oriented policing techniques, as well as periodic safety and survival training. Only a holistic approach to training will ensure that officers engaged in community-oriented policing are adequately prepared to respond to the challenges presented by this style of law enforcement. Otherwise, in their haste to improve efficiency and regain the support and trust of their communities, police departments across the Nation could be inadvertently training their officers to die. ♦

## Endnotes

<sup>1</sup> Robert Trojanowicz and Bonnie Bucqueroux, *Community Policing: A Contemporary Perspective* (Cincinnati, Ohio: Anderson Publishing Company, 1990), 313-328.

<sup>2</sup> *Killed in the Line of Duty*, United States Department of Justice, Federal Bureau of Investigation, Washington, DC, 1992, 32.

<sup>3</sup> Ronald J. Adams, Thomas M. McTernan, and Charles Remsberg, *Street Survival Tactics for Armed Encounters* (Northbrook, Illinois: Calibre Press, 1981), 46.

<sup>4</sup> *Supra*, note 1, 224.

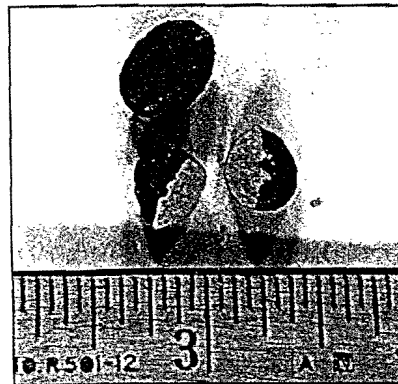
<sup>5</sup> *Supra*, note 2.

**Sound Off** provides a forum for criminal justice professionals to express alternative views on accepted practices or to address emerging, and perhaps controversial, issues. Law Enforcement provides this platform to stimulate thought within the law enforcement community and to encourage administrators to consider new ways of addressing such issues. However, ideas expressed in **Sound Off** are strictly those of the author; their appearance in Law Enforcement should not be considered an endorsement by the FBI.

## Bulletin Alert

### Hidden Heroin

During the seizure of a heroin shipment, special agents of the FBI's Cleveland Office found tightly wrapped heroin packets secreted in what appeared to be coffee beans. Subsequent laboratory analysis by the Drug Enforcement Administration showed that the "beans" were, in fact, high-grade pellets of heroin. Because the pellets emitted the same aroma as genuine coffee beans, they may have been altered to confuse drug-sniffing dogs. ♦



### ***PROJECT WORKSHEET***

**PROJECT:** Further Discussion of Community Policing

**ASSIGNED BY:** Board of Aldermen

**WHEN:** 1994 Retreat

**ASSIGNED TO:** Police Department

**OBJECTIVE:** To provide the Board of Aldermen with further information about community oriented policing and how the Police Department plans to implement it within Carrboro.

**PROJECT LEADER:** Chief Callahan

**PROJECT STAFF:** Chief Callahan, Capt. Hutchison, et al

#### **WORK PLAN:**

Present to the Board of Aldermen more information concerning community oriented policing, both the positive and the negative aspects of the program. [Chief Callahan] [July or August, 1994]

Visit other towns which have implemented COP and observe their programs. [Chief Callahan, Capt. Hutchison, et al] [July, 1994]

Continue to gather written information concerning COP and how it is being implemented within the U.S. and North Carolina [Chief Callahan]

Approval of positions to be assigned as CPO's [July 1, 1994]

Departmental education concerning COP [July 1, 1994] (ongoing)

Begin selection process for COP's [July, 1994 - August, 1994]

Begin hiring process for new officers to replace CPO's - [July - August, 1994]

Board of Aldermen to approve the Police Department's plan for implementation of the COP within Carrboro. [Chief Callahan] [August, 1994]

Begin community education about community oriented policy (neighborhood meetings, surveys, media contacts) [September, 1994] (ongoing)

Set up neighborhood advisory board(s) which will assist in implementation of COP in selected neighborhood(s) [September, 1994]

Begin training of officers selected as COP's [September - December, 1994]

Locate and select facilities which would be used as COP "storefronts" in area(s) selected for COP [September - October, 1994]

Work out details for gaining use of facilities [October - December, 1994]

Fix up facilities selected [October - December, 1994]

Work on scheduling, allocation of other department resources, etc. which will be part of COP [September - December, 1994]

Develop instrument(s) for monitoring effectiveness of COP [September - December, 1994]

New recruits complete training [December, 1994]

Assign CPO's to area(s) designated for implementation of COP [January, 1995]

**PROJECT BEGINS: July 1, 1994**

**PROJECT DEADLINE: On-Going**

## BOARD OF ALDERMEN

ITEM NO. F(2)

### AGENDA ITEM ABSTRACT

MEETING DATE: August 23, 1994

**SUBJECT: Fence at Baldwin Park**

<b>DEPARTMENT:</b> Recreation/Parks	<b>PUBLIC HEARING:</b> YES ____ NO <u>x</u> ____
<b>ATTACHMENTS:</b> Memorandum from Doris Murrell, Memorandums from Richard Kinney	<b>FOR INFORMATION CONTACT:</b> Richard E. Kinney, Recreation and Parks Director, 968-7703

#### PURPOSE:

On May 26th certain Town Officials met with residents of the Broad Street neighborhood area to discuss problems associated with crime and the quality of life in this area. One request from the residents in attendance was the desire for the town to install a fence at the Henry W. Baldwin Park to discourage foot traffic and use of the park for drug trafficking. The Board decided to defer the matter to tonight's meeting for further deliberation.

#### SUMMARY:

- At a subsequent budget meeting the same night as the neighborhood meeting, the Recreation and Parks Director was asked by the Board to research the matter and send to the Board an analysis of specific information in regards to this request. The attached two memorandums from the Recreation and Parks Director were sent to the Board as a basis to discuss this matter during ensuing budget deliberations since there were sizable costs associated with the request. The Board deferred the matter to tonight's meeting.
- The Recreation and Parks Commission discussed the matter at their regular July meeting and asked that Doris Murrell, Chair submit their recommendations and reservations to the Board.

#### ANALYSIS:

The two memorandums from the Recreation and Parks Director reflect a thorough analysis of the issues surrounding the request to install a fence on public park property (Baldwin Park) and certain private properties.



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Agenda Item Abstract F(2)  
August 23, 1994

**ADMINISTRATION'S RECOMMENDATION:**

The Town provided funds for the initiation of the "Community Policing" concept in the Broad Street neighborhood. The consideration of the fence is but one of many possible remedies to correct the problems existing in this neighborhood. It is recommended that the Police Department review with the Board at a pre-determined interval all considerations that should be evaluated prior to funding this particular request.

**ACTION REQUESTED:**

That the Board of Aldermen accept the administration's recommendation and determine a reasonable time-frame for the Police Department to report on the situation, provide a list of remedies with costs, and prioritize them in regards to timing of implementation.

MEMORANDUM

TO: Mayor and Board of Aldermen

FROM: Doris J. Murrell, Chair *DM*  
Recreation and Parks Commission

SUBJECT: Fence at Baldwin Park

DATE: August 12, 1994

The Recreation and Parks Commission discussed the consideration of installing a fence at the Baldwin Park as one method to help eliminate the drug-related crime plaguing this neighborhood. Each Commission member is aware of and concerned for the residents living under these conditions and hopeful that the Town can assist them in overcoming the situation and make the Lloyd-Broad Street neighborhood a safe and enjoyable place to live once again. It is commendable that you as the policy-makers for the Town of Carrboro have recognized this and have been so deeply involved in trying to find successful solutions.

We discussed the fence in context of being a part of an overall successful solution and feel strongly that we should give you our recommendation. In discussing this item, the Commission unanimously felt that any kind of normal fence would not work or be capable of withstanding an effort to force an opening in the public or private portion. We passed a motion that stated.. "In our judgement, we have serious reservations regarding the adequacy of installation of fencing as a solution to help solve the problems of this area."


During this discussion, it came to our attention from our school representative that a fence had been suggested for the Carrboro Elementary School-Park site as a potential remedy to the drug and alcohol use on this site. We felt that this underscored the concern for precedent setting that may lead to other requests to fence our parks.

The Commission feels that your discussion to possibly spend money in this way exhibits your commitment to the neighborhood. I believe that we are all in agreement that something must be done. Our recommendation is to let you know that our concern centers on the belief that a fence is projected to not be a viable option in solving the problems there. The same commitment in terms of dollars may be better used in another manner so that we would ask that the Board move cautiously in spending funds for a fence and in consideration of the possible precedents that may be established.

On behalf of the Commission, thank you in advance for your consideration of our recommendation. Please contact me if I can provide you with additional information. Thank you.

MEMORANDUM

TO: Mayor and Board of Aldermen

FROM: Richard E. Kinney, Recreation and Parks Director 

SUBJECT: Fence at Baldwin Park/Additional Information

DATE: June 9, 1994

The Board of Aldermen directed that administration provide them with a figure to install subject fence at the Departmental Budget Hearing on May 26, 1994. Please see the attached memorandum that was included in your agenda packet for the June 7th meeting responding to your request. Additional information follows in regards to Board discussion on this subject at the June 7th meeting.

Purpose: The intended purpose of the fence is to prohibit drug related foot traffic through the southeast portion of park. The Police Department feels that the area is used to access the neighborhood from the Chapel Hill side and exit through the park if approached by Carrboro Police Officers from the direction of Broad Street.

Fencing Types: Chain-link fencing is recommended. Wood fencing of any type can be burned and is deemed hazardous for this reason. Masonry or stone walls are 3-4 times the linear foot cost when compared to chain-link.

Survey and Clearing Costs: Corners would have to be located by a professional survey firm and projected rough estimates were provided by a local firm. Most of the property boundaries would have to be cleared to install any fencing. The undergrowth is extremely thick and, without privately-owned heavy equipment, unrealistically time consuming for Public Works staff to attempt to clear.

Donations and In-kind Labor: Chain-link construction is somewhat specialized and the in-kind time for Public Works staff to do this work would take a full crew from regular duties. A deficit to normal park, grounds or street maintenance would be created. The Board may desire to solicit by letter donations from private businesses and/or fencing contractors for money, materials, and even labor. The Board may wish to request that the neighborhood raise the funds and/or provide the manpower to install the fence on Town and the private property discussed next.

Private Properties: To fence the park would prohibit the foot traffic through the park. People would then simply walk around the corner of a fence on park property and walk up the side of the fence on the lot next to the park (see the attached map). Unless the fence was on park and adjoining private properties outlined as Option B in the attached memorandum, the fence would not serve the

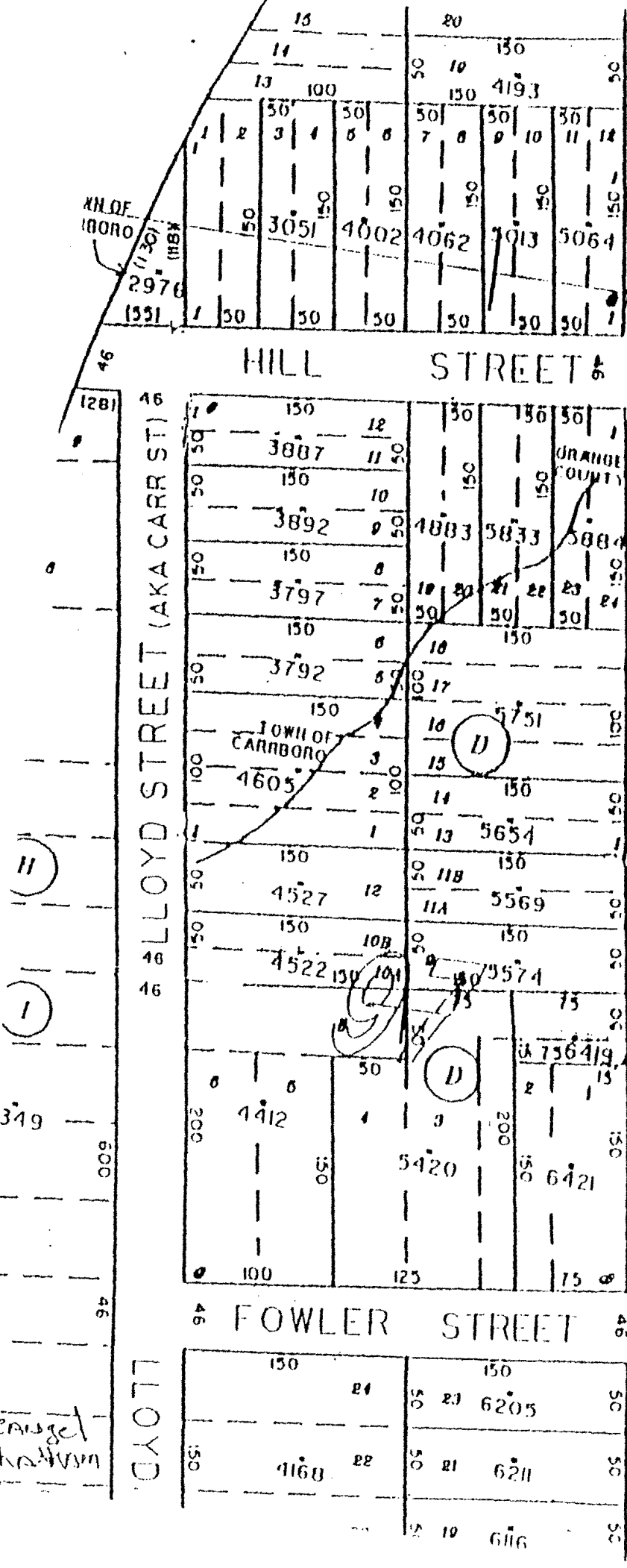
purpose. The Town Attorney has asked that I emphasize his concern regarding using public funds or resources for improvements on private properties. There has already been a request made for the town to install a fence in another area of the same neighborhood. I also received a request to consider fencing a section of Wilson Park property today. Fencing requests are not unusual and the department has denied all requests thus far in regards to park property.

Options: The purpose of the fence is to serve as a barrier. There are few legal types of barriers to consider beyond man-made and natural barriers. A vegetative barrier offers less resistance to invasion than does a fence. The maintenance of the fence or any barrier is troubling in that the amount proposed in the memorandum attached could be used up very quickly if a concerted effort is made to break through.


The pros and cons of this action are discussed in both of these memos. The idea of any barrier withstanding a concerted effort to break through is out of the question. It is projected that there would be a concerted effort to eliminate the barrier and for that reason, this concept appears to offer little hope of benefitting the movement to clear up the problems in the Broad Street neighborhood.

Without actually visiting the site it is difficult to envision the concept and needs discussed above. I will be glad to meet individually or collectively with any and all members of the Board on Monday (June 20, 1994) or June 21, 1994 at the park site. If you wish to set-up a time during the day or after 5:00 p.m., please call Cynthia Leach, our Program Support Assistant, to arrange a time. I will be out of the office next week and she has been informed that you may call. Please let her know if you wish to meet at Town Hall first or Baldwin Park.

As always, I will be happy to answer any questions or provide additional clarification where needed. Thank you.



MEMORANDUM

TO: Robert W. Morgan, Town Manager 

FROM: Richard E. Kinney, Recreation and Parks Director

SUBJECT: Baldwin(Broad St.) Mini-Park/Fencing

DATE: May 27, 1994

The following costs to erect a fence along borders of Baldwin Park and the option to include three properties adjoining the park is provided per your direction. The Police Department recommends eight-foot fencing. All fencing will be "knuckle-down" at the top. This is similar to fencing styles used in public parks and other areas. The fence priced is chain-link construction. All other fencing types are more expensive and more difficult to maintain. It is presently anticipated that fencing on park property will have to be in front of the landscape buffer at the rear of the park to eliminate the need to remove much of this buffer for installation. The following attachment graphically displays the two options described below:

Analysis:

Option A - Fence to be installed between points 1-2-3-4 (see attachment), surrounding three sides of the Park.

Costs:

Survey	\$ 1,200
Grading/Clearing	2,000
Fence Installation	8,900
Annual Maintenance	<u>1,200</u>
	\$13,300

Option B - Fence to be installed as above and also between points 3-5 (see attachment) across private property to Starlite Drive.

Costs:

Survey	\$ 1,500
Grading/Clearing	2,880
Fence Installation	1,460 (footage price w/above work)
Annual Maintenance	<u>1,200</u>
	\$ 7,040
Add Option A	<u>13,300</u>
	\$20,340

Prices for surveying are to correctly verify corner locations to accurately locate fence on Town property. A higher cost for the three properties is anticipated due to four properties being involved. These costs, as all above, are preliminary and subject to vary. Grading and clearing must be done in both cases due to heavy undergrowth and trees in the northeast corner of the park and all along the line behind the private properties. A bulldozer with tracks is necessitated and must be provided through a private vendor. Linear foot costs for fencing Option B are stable only in

conjunction with the volume of fence materials included in Option A.

Recommendation:

Although fully recognized that this need is unique, the department cannot recommend either option for the following reasons.

- 1) Fencing any public park property boundary potentially creates a negative precedent.
- 2) No fencing exists that eliminates potential damage. Maintenance costs proposed in the options will not be adequate nor effective in keeping the fence in repair.
- 3) People will walk by the southeast corner of the fence, onto the first private lot, and proceed parallel along the fence to Broad Street, thereby entering the park or other areas of the neighborhood. Option B would discourage this action.
- 4) Fencing the private properties causes some concern over public funds used on private properties. The Board of Aldermen has considered this concern with other issues in the past.

In conclusion, if fencing was projected to have a high potential to mitigate this problem, the department might view its recommendation differently. It is projected that any kind of fencing, acceptable for public properties, will fail in accomplishing the intended purpose.

Please contact me if there are questions or clarification needed.  
Thank you.





# BOARD OF ALDERMEN

ITEM NO. F(3)

## AGENDA ITEM ABSTRACT

MEETING DATE: August 23, 1994

**SUBJECT:** REVIEW OF THE NEED TO SEEK SPECIAL LEGISLATION TO  
REDEFINE THE TOWN LIMITS

<b>DEPARTMENT:</b> PLANNING DEPARTMENT	<b>PUBLIC HEARING:</b> YES _____ NO _____	
<b>ATTACHMENTS:</b>	<b>FOR INFORMATION CONTACT:</b> Roy M. Williford, 968-7713	
<b>THE FOLLOWING INFORMATION IS PROVIDED:</b>		
(X) Purpose	(X) Action Requested	(X) Analysis
(X) Summary	(X) Recommendation	

### PURPOSE:

The Board of Aldermen, at their 1994 Annual Retreat, requested a review of the need to seek special legislation to redefine the Town Limits for the purpose of incorporating areas "doughnut holes" surrounded by in-town properties. In completing its review, the Board of Aldermen should consider if they wish to 1) further pursue the issue of seeking special legislation to redefine the Town Limits to incorporate "doughnut holes", 2) designate areas to be included in the legislation, and 3) set a public hearing for October 18, 1994.

### SUMMARY:

1. At its 1994 Annual Retreat, the Board of Aldermen requested a review of the "doughnut hole" boundary definition.
2. Eight areas in Town have been considered. Five areas totaling 88.01 acres and 22 lots were considered previously and three new areas have emerged totaling 37.03 acres and 11 lots.
3. The tax value for the previously considered area is \$1,243,178 and at the current tax rate will produce \$8,576 in revenues. The value of the new area is \$951,142 which will generate \$6,685 in revenues.
4. Based on this review, the Board of Aldermen is requested to select possible boundary changes and discuss setting a public hearing for October 18, 1994 before seeking legislative action.

### ANALYSIS:

#### Unincorporated Areas Encircled by Town Limits

"Doughnut Holes" represent unincorporated areas which are encircled by the town's corporate area. These areas have been created through the voluntary annexation of surrounding properties leaving certain areas unincorporated.

#### I. AREAS PREVIOUSLY CONSIDERED

Five separate unincorporated areas currently surrounded by the town's corporate area have previously been reviewed by the Board.

Three of these areas could be annexed on an involuntary basis and all five could be annexed on a voluntary or legislative action (charter amendment redefining the town limits) basis. The three areas which meet the

involuntary annexation criteria include the Hillsborough Road area, the Estes Drive area, and the Business and Professional Women's Club property.

The five "doughnut hole" areas are described as follows:

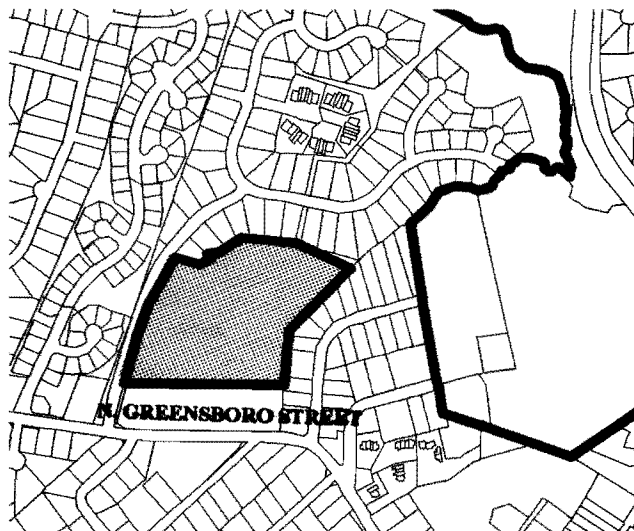
a) Hillsborough Road Area

- i) Location: west of Webbwood Subdivision, south and east of the Fair Oaks Subdivision, and north of Hillsborough Road.
- ii) Size: 26.37 acres -- # of lots over 5 acres = 1; % of lots over 5 acres = 7%.
- iii) Total Number of Lots: 13; vacant = 3, occupied = 10.
- iv) Total Tax Value: \$696,154
- v) Town Tax at a \$0.0069 tax rate: \$4,803
- vi) Eligible for involuntary annexation.



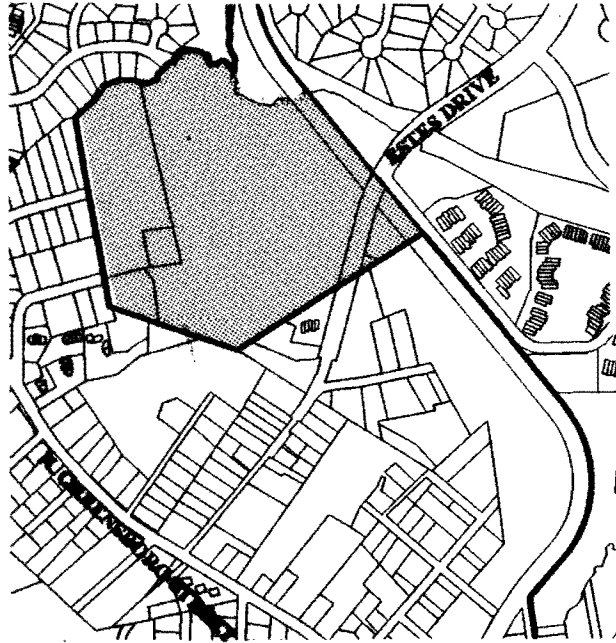
b) North Greensboro Street

- i) Location: west of Hanna Street, east of Quarterpath Trace, south of Bolin Forest, and north of North Greensboro Street.
- ii) Size: 14.80 acres -- # of lots over 5 acres = 1; % of lots over 5 acres = 100%
- iii) Total Number of Lots: 1; vacant = 0, occupied = 1.
- iv) Total Tax Value: \$197,452
- v) Town Tax at a \$0.0069 tax rate: \$1,362
- vi) Not eligible for involuntary annexation.



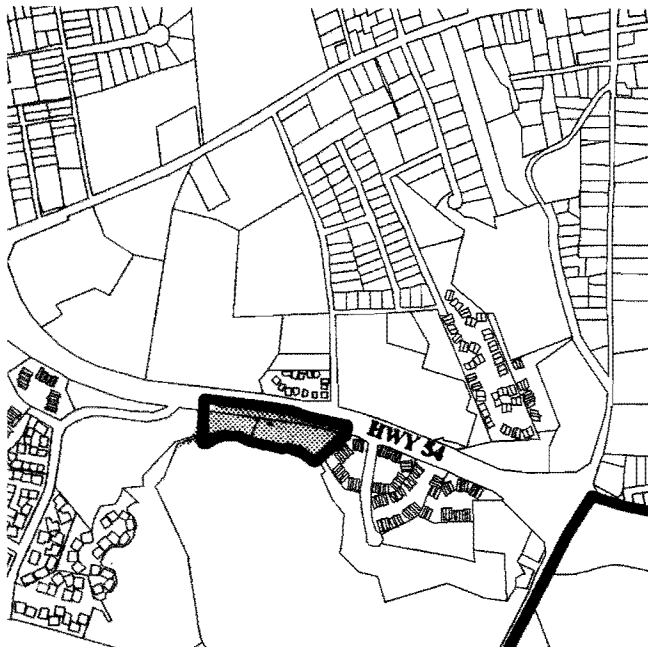
c) Estes Drive Extension

- i) Location: west of Estes Park Apartments and Estes Drive, east of Hanna Street and Walters Road, north of Wilson Park, and south of Bolin Creek
- ii) Size: 40.62 acres -- # of lots over 5 acres = 2; % of lots over 5 acres = 40%
- iii) Total Number of Lots: 5; vacant = 3, occupied = 2.
- iv) Total Tax Value: \$207,054
- v) Town Tax at a \$0.0069 tax rate: \$1,429
- vi) Eligible for involuntary annexation.



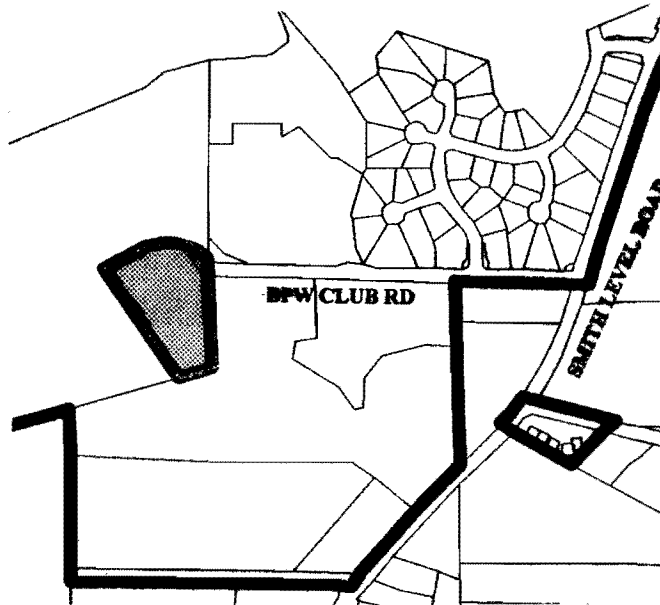
d) Highway 54 Bypass

- i) Location: west of Canterbury, east of Weatherhill, north and west of Morgan Creek, and south of Highway 54 Bypass
- ii) Size: 1.91 acres -- # of lots over 5 acres = 0; % of lots over 5 acres = 0%
- iii) Total Number of Lots: 2; vacant = 2, occupied = 0.
- iv) Total Tax Value: \$39,474
- v) Town Tax at a \$0.0069 tax rate: \$272
- vi) Not eligible for involuntary annexation.



e) **BPW Club Road**

- i) Location: north and west of The Villages, east and south of the Highlands Apartments.
- ii) Size: 4.03 acres -- # of lots over 5 acres = 0; % of lots over 5 acres = 0%
- iii) Total Number of Lots: 1; vacant = 0, occupied = 1.
- iv) Total Tax Value: \$103,044
- v) Town Tax at a \$0.0069 tax rate: \$711
- vi) Eligible for involuntary annexation.

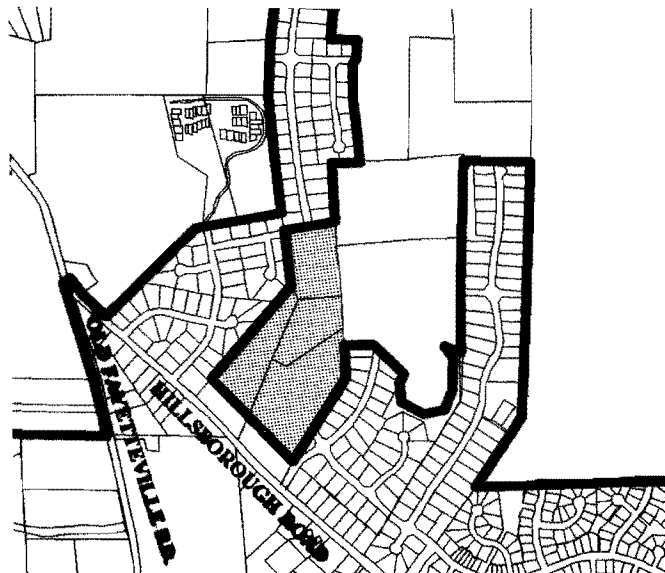


**II. NEW AREAS FOR CONSIDERATION**

Since the Board's last review of candidate "doughnut hole" annexation areas, several new areas are being created due to surrounding voluntary annexation activity. New areas include:

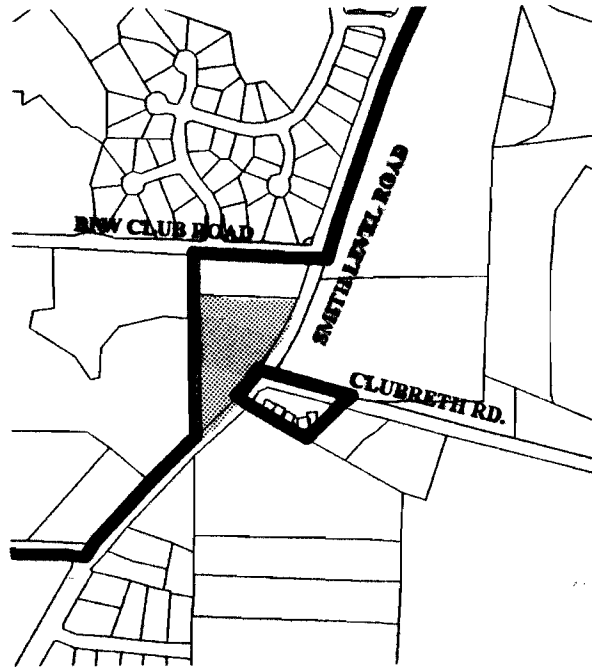
a) **Northern Hillsborough Road**

- i) Location: west of Cates Farm, east of Barrington Hills, south of Wexford, and north of Hillsborough Road.
- ii) Size: 24.75 acres; # of lots over 5 acres = 2; % of lots over 5 acres = 50%.
- iii) Total Number of Lots: 4; vacant = 0; occupied = 4.
- iv) Total Tax Value: \$438,683.
- v) Town Tax at a \$0.0069 tax rate: \$3,027.
- vi) Not eligible for involuntary annexation.



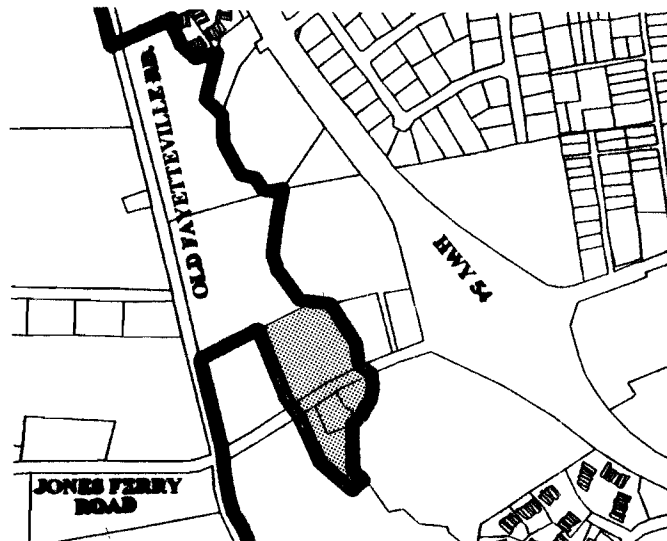
**b) Smith Level Road West of Culbreth Road**

- i) Location: west of Smith Level and Culbreth Road; east of the Villages and south of BPW Club Road.
- ii) Size: 6.13 acres; # of lots over 5 acres = 1; % of lots over 5 acres = 100%.
- iii) Total Number of Lots: 1; vacant = 0; occupied = 1.
- iv) Total Tax Value: \$120,944.
- v) Town Tax at a \$0.0069 tax rate: \$2,826.
- vi) Not eligible for involuntary annexation.



**c) Jones Ferry Road**

- i) Location: both sides of Jones Ferry Road southwest of Tom's Creek and north of Willow Springs Rest Home and Poplar Place Apartments.
- ii) Size: 6.15 acres; # of lots over 5 acres = 0; % of lots over 5 acres = 0%.
- iii) Total Number of Lots: 6; vacant = 5; occupied = 1.
- iv) Total Tax Value: \$409,515.
- v) Town Tax at a \$0.0069 tax rate: \$2,826.
- vi) Eligible for involuntary annexation.



**ADMINISTRATION'S RECOMMENDATION:**

The Administration recommends that the Board of Aldermen consider if they wish to 1) further pursue the issue of seeking special legislation to redefine the Town Limits to incorporate "doughnut holes", 2) designate areas to be included in the legislation, and 3) set a public hearing for October 18, 1994.

**ACTION REQUESTED:**

That the Board of Aldermen select areas to be considered in redefining the Town Limits through special legislation and set a public hearing for October 18, 1994.