

MANUAL ON

**COMMUNITY ORIENTED
POLICING SYSTEM**

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CHAPTER I

UNDERSTANDING COPS

Introduction

The police role in society has increasingly become a significant issue in contemporary policing. The police begin to encompass a greater function considering the complexity of the social problems and enormity of issues confronting peace and security. Public expectations and organizational concerns demand innovative approaches to policing. Criticisms from various sectors require police organization to assess current practices and functions and align them with the needs and values of the community. Global experiences, likewise, assert a shift in policing philosophy and operating style - from the traditional incident-driven to a problem-focused, community based approach.

One of the major limitations of professional policing and its crime control policies is the failure of the police to elicit the full cooperation and participation of community residents, community organizations, and other agencies who share mutual responsibility for crime prevention. Today, police officials and community leaders have introduced innovative policies, strategies, programs, and schemes to remedy this shortcoming.

Community policing or problem-oriented policing is the latest and most popular innovation in the police field in lieu of the traditional "911" approach. Progressive police organizations have realized that they have to accomplish more aside from responding to citizen complaints and emergencies by engaging in planned activities to prevent and reduce crime.

Rosebaum (1990) asserts that community policing and problem-oriented policing represents a philosophy of policing more than a specific set of programs and activities. The central elements of this philosophy include: (1) a broader definition of what constitutes legitimate police work, (2) interactions between the police and the citizenry, (3) greater attention to proactive problem solving and crime prevention strategies, and (4) efforts to restructure police bureaucracies to provide more decentralized planning and service delivery. At the core of this entire orientation is the recognition that "co-production" (i.e., joint efforts to produce public safety) is the most sensible approach to combat crime and Fear of crime given the nature of the problem. The promise of community policing lies in its capacity to address a wide range of social and physical problems that contribute to neighborhood crime and fear of crime. It offers to mobilize numerous individuals and agencies in this effort. The prevention and control of crime are not the exclusive responsibility of the police such that the major challenge facing police administrators is how to mobilize other public and private agencies, community groups, and individual citizens in the fight against crime.

The Philippine National Police, recognizing its role vis-a-vis society and the global trend in innovative and progressive policing, has institutionalized the COMMUNITY-ORIENTED POLICING SYSTEM (COPS) as its dominant managerial and operational style. Its proponent, Police Director General Recaredo Arevalo Sarmiento II, put this at the forefront of the National Strategic Action Plan (POLICE 2000) of the Philippine National Police.

Community-oriented policing stemmed from the continuing assessment of police strategies and practices. Evaluation showed indications that some efforts on organizational effectiveness have indeed created a gap between the police and segments of society. COPS is envisioned as a strategy for bridging that gap while strengthening police effectiveness in preventing and controlling crime. But what constitutes community-oriented policing system? This handbook translates the rhetoric into realistic program components. Emphasizing that COPS requires a change not only in practice but in philosophy, the handbook includes constraints the police is likely to face in its implementation.

Fundamentals of COPS

The underlying framework for COPS is that the community should play a more active and coordinated part in enhancing peace and order. The police nor the criminal justice system cannot bear that responsibility alone. The public should act as "co-producers" of public safety and order. Community policing thus imposes a new responsibility on the police to devise appropriate ways of associating the community with law enforcement and the maintenance of order. (Skolnick and Bayley, 1988)

Scholars insist that COPS is said to exist only when innovative approaches are undertaken that mobilize the community and heightened their participation in crime prevention and control. Police practices should not be referred to as COPS simply because their intent was to lead to greater public involvement. COPS deserves to be recognized if it represents a march off from past practices and if it reflects a new strategic and tactical reality. Community-oriented policing is a philosophy based on the premise that police stations work together with their communities to resolve not only crime, but also quality-of-life issues that are important to the community and will better fulfill the police mission. Community-oriented policing, is an interactive process between the policeman and the residents in specific beats. Together, they develop ways to identify community problems and concerns, and then draw on available resources from both the police station and the community to provide viable solutions. (Perez, 1993)

In order to effect the COPS concept, fundamental changes must be made in the policing strategy. The institutionalization of COPS requires an ongoing, methodical analysis of the police station and the community it serves. In order to implement this approach, a number of organizational changes that support problem solving in the communities must be adopted.

A move to COPS serves to energize the station, stimulate the policemen, produce more satisfaction within the community and establish a contemporary police station. New York Police Commissioner Lee P. Brown described COPS as "the articulation of policing values that incorporate citizens involvement in matters that directly affect the safety and quality of neighborhood life. The culture of the police department therefore becomes one that not only recognizes the merits of community involvement but also seeks to organize and manage departmental affairs in ways that are consistent with such beliefs."

The transformation of a police station to the COPS philosophy should be viewed not as a quick remedy but as long range effort with specific evolutionary phases.

By definition, COPS constitutes a major shift in organizational values and a supportive commitment of police leadership and the individual policeman. These factors, coupled with certain political, economic and social urban realities, could cause problems that effectively preclude the implementation of COPS. (Rush, 1992)

According to its advocates, COPS represents a new way of thinking about policing, founded on the premise that policemen are creative, intelligent individuals who can work with people, identify problems and determine the best solutions to those problems. Unfortunately, although many policemen possess such qualities, few are allowed the organizational latitude and discretion to make creative or independent decisions. This somewhat idealistic formulation does not rest comfortably on traditional organization or with traditional executives.

According to Robert Trojanowicz and Bonnie Bucqueroux, COPS is "a new philosophy of policing based on the concept that police officers and private citizens working together in creative ways can help solve contemporary community problems related to crime, fear of crime, social and physical disorder and neighborhood decay." The philosophy is predicated on the belief that achieving these goals requires that police departments develop a new relationship with the law-abiding people in the community, allowing them a greater voice in setting local police priorities and involving them in efforts to improve the overall quality of life in their neighborhoods. It shifts the focus of police work from handling random calls to solving community problems.

As can be gleaned from the above definition, COPS is comprised of a number of interrelated elements reflecting an organizational commitment to policing that:

- a. is based upon a set of organizational values that reflect beliefs clearly articulated throughout the station as well as the community;
- b. emphasizes a commitment to resolving underlying quality-of-life issues that lead to criminal behavior, rather than simply responding to each incident as it is reported;

- c. recognizes that responses to "911 calls" is not the only measure of police work;
- d. focuses on the neighborhoods as the basic level for delivering law enforcement services;
- e. gives neighborhood residents the responsibility for developing and implementing problem solving strategies;
- f. increases accountability of the police to neighborhood residents, police officers to each other and the agency to the community;
- g. empowers police officers at the lowest level of the organization to solve problems not just report them, by authorizing sufficient discretion to make binding decisions and take action; and,
- h. changes the duties and responsibilities of supervisors and commanders within the police stations to make them facilitators and expeditors of resources. (Perez, 1993)

although the definition of COPS cannot encompass all the problems associated with its implementation, the following principles emerged as a basis for its viability:

1. An admission that the police alone cannot solve the problem, and that direct participation by citizens is also required.
2. A shift in the focus of problem definition to a customer orientation, and a corresponding concentration on those problems identified by the citizens themselves as being of greatest concern.
3. An emphasis on proactive rather than reactive policing, replacing a total preoccupation with 911 calls with efforts targeted at particular problems.
4. The identification and implementation of a range of non-traditional approaches.
5. The redirection of officers from their cruisers into more direct contact with the community, along with the delegation of decision making authority to the patrol officer's level.

Traditional Policing: Characteristics

The motivation for COPS as an underlying philosophy of policing did not emanate from somebody's thought. Instead, it has emerged from the development of the police discipline. Police professionals are continuously challenging the beliefs and assumptions that have dominated the police service in the past. Indeed, this shows police leaders' commitment to ensuring that the strategies being adopted are applicable not only to the present but in the future as well. Only by harnessing what works well and realigning what no longer meets the needs of the community can police organizations face up to the problems and deliver the services that citizens deserve and expect.

Brown (1989) emphasized that the evolution of COPS is not complete. What is commonly called traditional policing remains the dominant practice in most police organizations. It has developed a number of identifying characteristics as follows:

1. The police is reactive to incidents. The organization is driven by calls for police service.
2. Information from and about the community is limited. Planning efforts focus on internally generated police data.
3. Planning is narrow in its focus and centers on internal operations such as policies, procedures, rules, and regulations.
4. Recruitment focuses on the spirit of adventure rather than spirit of service.
5. Patrol officers are restrained in their role. They are not encouraged or expected to be creative in addressing problems and are not rewarded for undertaking innovative approaches.
6. Training is geared toward the law enforcement role of the police even though officers spend only 15 to 20 percent of their time on such activities.
7. Management uses an authoritative style and adheres to the military model of command and control.
8. Supervision is control-oriented as it reflects and reinforces the organization's management style.
9. Rewards are associated with participating in daring events rather than conducting service activities.
10. Performance evaluations are based not on outcomes but on activities. The number of arrests made and the number of citations issued are of paramount importance.
11. Agency effectiveness is based on data-particularly crime and clearance rates-from the uniform crime reports.
12. Police departments operate as entities unto themselves, with few collaborative links to the community.

The growing awareness of limitations of the traditional model of policing stimulated police institutions to experiment with new approaches to reducing crime, stilling fears, improving police-community relations and restoring community confidence in the police. COPS emerged as a follow through of the field experiences and from the understanding that certain development stages have to occur to make it succeed as an overall philosophy of the department.

Institutionalizing COPS

COPS evolves from the reconsideration of traditional policing practices. The evolutionary phases according to Brown (1989) include the (a) implementation of individual programs designed to provide the public with meaningful ways to participate in policing efforts, and (b) more sweeping and more comprehensive changes.

The initial phase does not require a complete change in the organization's operating style or system that supports its policing style. The individual programs are specific entities that does not involve the entire department or affect the entire community. In the final phase, it is not merely programs that are being implemented, it is the department style that is being revamped.

The evolutionary phases operate under a set of values that emphasized problem solving and collaboration with the community which involve redesigning operational activities by experimenting with a variety community-oriented policing programs expected to result in greater community involvement in policing efforts.

After the evolutionary period, the police is required to make an organizational commitment to adopt COPS as its dominant operating style. Easier transition requires that police station accomplish the following:

- a. Break down barriers to change;
- b. Educate police officers on the merits of COPS;
- c. Reassure personnel that COPS concepts being adopted were an outgrowth of programs already in place;
- d. Address specific problems before making full transition to COPS;
- e. Reduce the likelihood that personnel would reject the concept as inappropriate;
- f. Demonstrate to the public the benefits of COPS;
- g. Provide a training ground for COPS concepts and strategies;
- h. Create advocates from among those who will become trainers; and
- i. Demonstrate willingness to experiment with new approaches.

It must be emphasized that police stations have to start COPS with clear understanding what COPS is and how it differs from traditional policing. Table 1 distinguishes COPS from the traditional incident-driven policing. COPS as an operating style and a philosophy of policing contains several interrelated components, namely:

- a. Orientation toward problem solving - because COPS focuses on results as well as process, incorporated into routine operations are techniques of problem identification, problem analysis and problem resolution;
- b. Articulation of policing values that incorporate citizen involvement in matters that directly affect the safety and quality of neighborhood life;

COMPARATIVE ANALYSIS OF POLICE MODELS

Philosophy	Traditional Law Enforcement	Community Policing
1. Police Mandate	Control of Crime: response, deterrence, apprehension	Crime control as a means to community order, peace and security
	Law enforcement Crisis response	Preventives as well as reactive policing
2. Police Authority	Authority from law	Authority from society, community granted through law
	Agency of the CJS	Agency of LGU and community
3. Police Role	Legally defined/limited by law	Socially defined,

	Distinct and separate Law Enforcement Officers/professional crimefighters Addresses crime only	expanded role Legal and social agencies One of a number of agencies of order
		Addresses crime and social problems that affect crime
4. Community Police Relationship	Passive role Supportive, adjunct to police	Active role; policy making Shared responsibility for crime and social order Community as Client
5. Politics	Apolitical Police and political issues separate Fiscal accountability only	Political: mediate interests Responsible to community and political representatives Policy and operational accounting

Developed by the Ministry of Illic Solicitor Gcncnl for C;ui;id;i (1986)

- c. Adequate understanding of what is important to a particular neighborhood thus ensuring accountability to the community;
- d. Responsibility for making decisions is shared by the police and the community;
- e. Beat boundaries are designed to coincide with natural neighborhood boundaries;
- f. Assignments for an extended period are made to allow policemen to become an integral part of the community,
- g. Beat policemen are encouraged to initiate creative responses to neighborhood problems;
- h. Focus on neighborhood or area-specific investigations;
- i. Management is required to support the process by mobilizing the resources needed to address citizen concerns and problems;
- j. Police training emphasizes the complexities and dynamics of the community and how the police fit into the larger picture;
- k. Performance quality is based on the police ability to solve problems and involve the community in crime fighting efforts; and
- l. Understanding that all police resources will be managed, organized and directed in a manner that facilitates problem solving.

COPS is a policing style that is responsive to the needs of the community and involves the redesigning of roles and functions for all policemen. This implies that COPS is an interactive process between the police and the community to mutually identify and resolve community

problems. What is called for under COPS is the formation of a union between the police and citizens committed to improve the quality of neighborhood life. The formation of such partnership requires the police to develop appropriate management systems, use available resources more effectively, and work with the community to resolve problems, and prevent and control crimes. (Brown, 1989).

COPS also can be thought of as a management philosophy by providing a conceptual framework to realize the following:

- a. Cooperative interaction among various police functions;
- b. Collaborative interaction between the police and citizens to reach a consensus on what to do to improve the quality of neighborhood life;
- c. Integrating the expectations of the public with police actions to ameliorate conditions affecting the quality of neighborhood life;
- d. Result-centered action planning; and
- e. Addressing organizational issues.

Program Components of COPS

Skolnick and Bayley (1988), in reviewing experiences worldwide, identified four components of community-oriented policing, namely; (1) community-based crime prevention; (2) proactive-non-emergency police services; (3) police accountability to local communities; and (4) decentralization of command. These programmatic elements are present in the various programs and schemes under the banner of COPS being implemented by the Philippine National Police.

Community-based crime prevention is the ultimate goal and centerpiece of COPS. Since communities are made up of neighborhoods, Neighborhood Watch has become the centerpiece of community-based crime prevention. Neighborhood Watch is done through the following:

- a. Residents of a defined area are encouraged to get together and act as the eyes and ears of the police. This requires a certain amount of vigilance by residents looking out for suspicious characters and vehicles, and then informing the police;
- b. The police assists the residents in marking their property with individual code. This is intended to deter thieves and to facilitate identification and return of stolen property;
- c. The police visits residence/households and make recommendations for improving security and safety.

Above all, Neighborhood Watch tries to inculcate a feeling of neighborhood identity and therefore of community. This means that an individual who resides in the neighborhood should bear and share some collective responsibility for the safety of other persons and the security of their property, as well as for their own safety and security,

Neighborhood Watch is a part of a larger concept of multi-agency policing. This concept is based on the belief that since citizens and the police have a common interest in stopping crime, public goodwill should be harnessed whenever possible to achieve this end. Multi-agency policing thus involves not only Neighborhood Watch and citizen participation, but also the coordination by the police of various government departments, e.g., LGU offices, education, social services, health, public works.

Neighborhood Watch is only pan of a broader and more expansive vision of the role of police in society: police should be seen to be frontrunners in social change.

Police operations should encourage a deeper involvement with the community. an involvement not instigated predominantly by emergency calls for service. Rather than being deployed as an ambulance service, policemen on patrol should "get to know the community," talk to people in all walks of life, encourage requests for non- emergency services, and become for non-emergency services, and become visible part of the community scene. By doing so, policemen will be able to assist individuals as well as collective self-protection, to intervene at earlier stages to prevent problems from arising, develop a heightened appreciation of community concerns, explain police services more accurately, and solicit information that leads to arrests and prosecution. Police would still handle genuine emergencies, but with much reduced force. The point in effect is to unhook a large portion of field personnel from the emergency response system, so they can engage in proactive crime prevention.

The kind of reorientation of field operations, practiced in the name of community- oriented policing is being accomplished in a variety of ways. The most dramatic change is the redeployment of patrol officers from mobile units into small, decentralized police posts, e.g., koban of Japan, precursor of Philippines' "cops on the block."

An intensive form of community involvement is "house visits," where policemen go door-to-door asking about security problems, offering services, soliciting suggestions about police activity, and sometimes collecting information about residents.

Foot beats are another device for unhooking the police from emergency system, / allowing them to mingle with the public outside a context of demands. Foot beats may not lessen the volume of requests for service, but they extend, deepen, and personalize interaction.

Community policing in practice involves not only listening sympathetically by creating new opportunities to do so. This is a big step for most police forces, who are afraid to open the floodgates to unfair criticism. It also clashes with their cherished belief that they are professionals who know better than anyone else what must be done in order to protect the community and enforce the law. Yet police have discovered that if they want to enlist public support and cooperation, they must be prepared to listen to what the

populace has to say, even if it may be unpleasant. Neighborhood Watch and "getting to know people" will work if police insist on two-way communication. The police must be willing, at the very least, to tolerate public feedback about operations so that community policing will not be perceived as "public relations," and the partnership between police and public will grow wider.

Police forces are establishing an array of liaison officers and consultative councils with groups whose relations with the police have been troubled. Naturally enough, liaison officers spend much of their time fending off potential crises - the uprush of anger, confusion, and violence sometimes generated by police encounters with these communities and develop programs to meet special needs. And they are frequently asked to create educational programs that will increase the knowledge and sensitivity of their colleagues in dealing with non-mainstream groups.

Police are also trying to cooperate more closely with established groups and institutions that have a working interest in crime and order.

Even more far-reaching, police are creating new formal committees and councils to advise them about security needs and operations. They take a variety of forms, but generally are a mix of elected officials and community representatives. The purpose is to mobilize public participation, assess consumer opinion about police services, and communicate information that will help the police carry their duties more effectively.

In short, community oriented policing embraces the expansion of civilian input into policing. Reciprocity of communication is not only accepted but encouraged. Under community policing, the public is allowed to speak and to be informed about strategic priorities, tactical approaches, and even the behavior of individual officers.

A key assumption of community-oriented policing is that communities have different policing priorities and problems. Policing must be adaptable. To accomplish this, subordinate commanders must be given freedom to act according to their own reading of local conditions. Decentralization of command is necessary in order to take advantage of the particular knowledge that can come through greater police involvement in the community and feedback from it. It follows from this that not all decentralization qualifies as a step in the direction of community-oriented policing.

Community-oriented policing uses decentralization to gain operational flexibility needed to shape police strategies to particular areas. Community-oriented policing implies that smaller and more local is better.

The enhancement of decision-making responsibility under community-oriented policing extends beyond subordinate commanders. It involves the rank and file as well. In addition to their traditional duties, beat patrolmen organize community groups, i/ suggest solutions to neighborhood problems, listen unflappably to critical comments, enlist the cooperation of people who are fearful and resentful, participate intelligently in command conferences,

and speak with poise before public audiences. Such duties require new aptitudes. Officers must have the capacity to think on their feet and be able to translate general mandates into appropriate works and actions. A new breed of police officers is needed. As well as a new command ethos. Community-oriented police transforms the responsibilities of all ranks - subordinate ranks to become more self-directing; senior ranks to encourage disciplined initiative while developing coherent plans responsive to local conditions.

COPS and Police-Community Relations: Contrasts

In the early stage of its implementation, policemen may be confused of the concept of COPS and how it differs from police-community relations that has been in place in all police units. Some may consider the idea as a repackaging effort for image building or repolishing certain elements of police-community relations. Trojanowicz (1990) ; argued that "police -community relations was not an evolutionary step on the way to ^ COPS, but an unfortunate detour." He differentiated COPS from police-community { relations to clarify any misunderstanding on the issue. It must be understood, however, 'that COPS as an organizational philosophy and operational strategy cuts across policing dimensions. It does not assume to replace the current police-community relations i .program of the police stations.

Theory. COPS is based on organizational theory, open systems theory, critical theory, normative sponsorship theory, and public policy analysis. PCR is based on conflict theory, intergroup relations theory, and communications theory.

Mission. COPS requires a philosophical commitment to involve ordinary citizens a partners in crime prevention and in so doing contemporary problems, and in efforts to improve the overall quality of life in the community.

PCR is not a philosophy, but rather a limited approach aimed at reducing hostility i toward the police among the public. In essence, PCR implies a narrow, bureaucratic , response to a specific problem rather than a fundamental change in the overall mission of the police station and increased expectations of the community.

Organization Strategy. COPS requires everyone in the police station to explore how they can carry out the mission in practice. Equally important is that the police-station must permanently deploy a portion of its uniformed community policemen in specified areas or beats so they can maintain direct, daily contact with the residents.

RCR is separate specialty unit whose functions are restricted by the narrow definition of their goals. They have limited ongoing intensive outreach to the community and no systematic process to effect change within the police station organization itself.

The Comparison of Community Policing to Police-Community Relations

Community Policing	Police-Community Relations
Goal: Solve problems - improved relations with citizens is a welcome by-product.	Goal: Change attitudes and project positive image-improved relations with citizens is main focus.
Line Function: Regular contact of office with citizens.	Staff Function: Irregular contact of officer with citizens.
Citizens nominate problems and cooperate in setting police agenda.	"Blue ribbon" committees identify the problems and "preach" to police.
Police accountability is insured by the citizens receiving the service.	Police accountability is insured by civilian review boards and formal police supervision.
Meaningful organizational change and departmental restructuring, ranging from officer selection to training, evaluation and promotion.	Traditional organization stays intact with "new programs periodically added, no fundamental organizational change.
A department-wide philosophy and acceptance.	Isolated acceptance often localized to PCR Unit.
Influence is from "the bottom up." Citizens receiving service help set priorities and influence police policy.	Influence is from "the top down" - those who "know best" have input and make decisions.
Officer is continually accessible, in person or by telephone recorder in a decentralized office.	Intermittent contact with the public because of citywide responsibility central headquarters.
Officer encourages citizens to solve many of their own problems and volunteer to assist neighbors.	Citizens are encouraged to volunteer but are told to request and expect more government (including law enforcement) services.
Success is determined by the reduction in citizen fear, neighborhood disorder, and crime.	Success is determined by traditional measures, i.e., crime rates and citizen satisfaction with the police.

(Reference: Robert C. Trojanowicz. Community Policing Is Not Police - Community Relations. FBI Law Enforcement Bulletin, October 1990)

Operational Goals. A commitment to COPS means that police' job must be reassessed in the light of the new mission. Yet, the ultimate success or failure of COPS rests primarily with the new community policemen, the generalists who operate as mini-chiefs within their own areas. They act as full-service law-enforcement officers who react to problems as they occur, but their mandate also requires them to involve residents in proactive efforts focused on the expanded mission of the police. The improvement in police-community relations is an expected result of delivering decentralized and personalized police service, but is not the ultimate goal.

Freed from being isolated in a mobile unit and the uninterrupted demands for service via radio, community policemen act as outreach program and linkage development specialists and problem solvers. The community policemen must both overcome public indifference and restrain vigilantism, recognizing that the police alone cannot maintain order and solve critical

neighborhood problems. Citizens can no longer expect the police to be mercenaries or security guards. They need to cast off their complacency and become actively involved.

Community policemen also have the responsibility to mobilize the citizens individually and in groups including input and assistance from other government agencies and NGO's. Community policemen also involve businesses in developing 'new initiatives. The scope of the community-based, police-supervised local efforts is affected by the time available, the collective imagination and enthusiasm of the community policemen and the citizens involved, and the specific resources available.

Because community policemen work so closely with the neighborhood residents, they build trust and generate more and better information than other policemen and police units. The job, therefore, requires them to share whatever information they acquire with other police units.

In contrast, PCR officers tend to communicate more often with the neighborhood elite and superior officers. The sessions usually focus on resolving formal complaints and discussing issues and concerns, but PCR officers have no direct authority to implement change. Instead they only serve as advisors to the police commanders, which means that results depend less on their specific actions than on the willingness of police commanders to take action.

Since PCR officers do enjoy sustained contacts with the community, they cannot generate specific information on crime, drugs, and disorder to share with the rest of the organization. Conversely, the job does not provide opportunity for policemen to - identify local priorities or to initiate and follow up community-based initiatives. Unlike the community policemen, they do not have a stake in specific neighborhoods and are viewed as outsiders.

Performance Measures. COPS implies moving away from narrow quantitative measures of success-number of arrests, response time, clearance rates, number of complaints against officers-toward qualitative measures, such as citizen involvement, fear of crime, improvement in quality of life, and real and perceived improvement in chronic problems.

Accountability. Community policemen are not only supervised by superiors but the new relationship with the community also means that ordinary citizens can check on their behavior. Community policemen must confront every day the people who care most about whether their new solutions are working.

Since PCR officers have no direct authority to make changes, they are often perceived by the community as a buffer between the community and the police station. Particularly in police stations where there is little commitment to resolving problems, PCR officers often find themselves trapped between angry community leaders and a defensive police administration. The problem

is compounded because PCR officers are not the policemen who respond directly to the crime calls, so people cannot hold them directly accountable.

Scope of Impact. The COPS mission carried out directly by community policemen on the streets can make dramatic changes fast. For example, in the case of illegal drugs, COPS is expected to have the flexibility to respond to emerging problems in creative ways. Involving residents in community-based, police-supervised anti-drug initiatives in the neighborhoods offer new solutions that do not focus exclusively on arrest. Citizens are expected to take an active part in solving many of the social problems, using the policemen as a leader and catalyst to change. In COPS, unlike PCR, the policemen educate citizens on issues like response time and how they can effectively use scarce resources rather than expect increased services.

Also, in COPS, ordinary citizens identify the problems and cooperate in preparing appropriate response. This process often reveals that the community views social and physical disorder as higher priorities than crime. Because they are involved in setting priorities, they are more willing to cooperate in finding solutions.

Within the police station, COPS will have a greater impact than PCR. In PCR, change is limited from the top command who yield the most influence. With COPS, change can start from the bottom. The police station benefits from enhanced understanding about the underlying dynamics and concerns at street level as viewed by ordinary citizens and community policemen when this information reaches the chief and superior officers, it allows them to balance the needs of powerful special interest groups with the needs of many who might otherwise be ignored. The chief of police sees a broader picture and become an advocate for the effective delivery of both law enforcement and social services in the jurisdiction.

COPS most directly addresses the need to restructure and refocus officer selection, training, evaluation, and promotion. As the Year 2000 nears, COPS is seen as the wave of the future because it delivers realistic services and challenges the community to do its share. Trojanowicz (1990) said that the ultimate challenge "will be to drop the "community" from community policing, as everyone recognizes that it is synonymous with quality policing. As the people continue to strive for excellence, community policing is rapidly becoming the standard by which all departments will be judged."

Chapter 2

PLANNING FOR COPS: THE PROBLEM-ORIENTED APPROACH

Introduction

The problem-oriented approach is explained best by its major proponent, Professor Herman Goldstein. This chapter summarizes his approach to improve policing.

The problem-oriented approach to policing is a thought process for defining problems. The process is logical, sound, and realistic. It is nothing more than a careful and thorough examination of the facts in order to determine a problem's true cause. Once the variety of factors contributing to a problem is identified, an equally varied sequence of solutions begin to emerge.

COPS applies the problem-oriented approach to identify and resolve problems of community based fear and disorder. This approach takes COPS beyond the traditional concerns of a police station, and even beyond the traditional concerns of the criminal justice itself. COPS' effectiveness, in fact, derives from the pure provision of service to the community, not just police response.

Goldstein asserts that the police have been particularly susceptible to the "means over ends" syndrome, placing more emphasis in their improvement efforts on organization and operational methods than on the substantive outcome of their work. More and more persons are questioning the widely held assumption that improvements in the internal management of the police organization will enable the police to deal more effectively with the problems they are called upon to handle. If the police are to realize a greater return on the investment made in improving their operations, and if they are to mature as a profession, they must concern themselves more directly with the end product of their efforts.

Meeting this need requires that the police develop a more systematic process for examining and addressing the problems that the public expects them to handle. It requires identifying these problems in more precise terms, researching each problem, documenting the nature of the current police response, assessing its adequacy and the adequacy of existing authority and resources, engaging in a board exploration of alternatives to present responses, weighing the merits of these alternatives, and choosing from among them. Improvements in staffing, organization, and management remain important, but they should be achieved within the context of a more direct concern with the outcome of policing. One phenomenon is apparent. The police bureaucracy becomes too preoccupied with running the

organizations and getting so involved in the methods of operations that it loses sight of the primary purposes for which it was created.

Efforts to improve policing concentrated almost exclusively on internal management: streamlining the organization, upgrading personnel, modernizing equipment, and establishing more businesslike operating procedures. Even the forerunners in the policing field stressed the need to improve the organization and management of police agencies. Indeed, the emphasis on internal management was so strong that professional policing was defined primarily as the application of modern management concepts to the running of a police organization.

The sharp increase in the demands on the police led to assessments of the state of policing. The published findings contained some criticism of the professional model of police organization, primarily because of its impersonal character and failure to respond to legitimate pressures from within the community. Many recommendations were made for introducing a greater concern for the human factors in policing, but the vast majority of the recommendations that emerged from the reassessments demonstrated a continuing belief that the way to improve the police was to improve the organization. Higher recruitment standards, college education for police personnel, reassignment and reallocation of personnel, additional training, and greater mobility were proposed. Thus the management-dominated concept of police reform spread and gained greater stature. What is ironic is that administrators of police organizations that have succeeded in developing a high level of operating efficiency have not gone forward in addressing the real problems the police are called upon to handle.

Foundation for Problem-Oriented Approach

The police seem to have reached a plateau at which the highest objective to which they aspire is administrative competence. And, with some scattered exceptions, they seem reluctant to move beyond this plateau - toward creating a more systematic concern for the end product of their efforts. But strong pressures generated by several new developments may now force them to do so.

Research Findings. Recently completed research in the international scale questions the value of the major aspects of police operations - preventive patrol and crime investigations. Some police administrators have challenged the findings; others are awaiting the results of replication. But those who concur with the results have begun to research for alternatives, aware of the need to measure the effectiveness of a new response before substantial investments are made.

Growth of a Consumer Orientation. Policing has not yet felt the full impact of consumer advocacy. As citizens press for improvement in police service, improvement will increasingly be measured in terms of results. Those concerned about rape, for example, could not care less whether the police who respond to such calls operate with one or two personnel in a car, whether

the policemen are short or tall, or whether they have a college education. Their attention is on what police do for the victim..

Questioning the Effectiveness of the Best-Managed Agencies. A number of police stations have carried out most, if not all, of the numerous recommendations for strengthening a police organizations and enjoy a national reputation for their efficiency, their high standard of personnel selection and training, and their application of modern technology to their operations. Nevertheless, their communities apparently continue to have same problems as do others with less advanced police organizations.

Increased Resistance to Organizational Change. Intended improvements that are primarily in the form of organizational change almost invariably run into resistance from rank-and-file personnel. Because the costs in terms of disruption and discontent are so great, police administrators initiating change will be under increasing pressure to demonstrate in advance that their efforts will result to quality policing.

The Nature of Police Problem

Problems as defined by Goldstein, mean troublesome situations that prompt citizens to turn to the police, such as holdups, residential thieveries, battered wives, vandalism, speeding cars, street children, accidents, acts of terrorism, even fear. These and other similar problems are the essence of police work. They are the reason for having a police agency.

Problems of this nature are to be distinguished from those that frequently occupy police administrators, such as lack of manpower, inadequate supervision or inadequate training. They differ from those often identified by operating personnel, such as lack of inadequate equipment, frustrations in the prosecution of criminal cases, or inequities in working conditions. And they differ, too, from the problems that have occupied those advocating police reform, such as the multiplicity of police agencies or the absence of effective controls over police conduct.

Many of the problems coming to the attention of the police become their responsibility because no other means has been found to solve them. They are the residual problems of society. It follows that expecting the police to solve or eliminate them is expecting too much. It is more realistic to aim at reducing their volume, preventing repetition, alleviating suffering, and minimizing the other adverse effects they produce.

Developing the Overall Approach

To address the substantive problems of the police requires developing a commitment to a more systematic process for looking into these problems. Initially, this calls for identifying in precise terms the problems that citizens look to the police to handle. Once identified, each problem must be explored in great detail. What do we know about the problems. Has it been researched? If so, with what result? What more should we know? Is it proper

concern of government? What authority and resources are available for dealing with it? What is the current police response? What factors should be considered in choosing from among alternatives? If a new response is adopted, how does one go about evaluating its effectiveness? And finally, what changes, if any, does implementation of a more effective response require in the police organization?

This type of inquiry is not foreign to the police. Many police organizations conduct rigorous studies of administrative and operational problems. A police station may undertake a detailed study of the relative merits of adopting a project. And it may regularly develop plans for handling special situations that require assignment of personnel. However systematic analysis and planning have rarely been applied to the specific behavioral and social problems that constitute the police function.

Defining Problems with Greater Specificity. The importance of defining problems more precisely becomes visible when one reflects on the practice of using broad categories to describe police job. Attacking police problems under a general category as "crime" or "disorder," "delinquency," or even "violence" - is bound to be futile. While the police job is often subdivided by means of the labels tied to the criminal code, such as robbery and theft, these are not adequate, for several reasons.

First, they frequently mask diverse forms of behavior. Thus, for example, incidents classified under "arson" might include fires set by teenagers as a form of vandalism, fires set by persons suffering from severe psychological problems, fires set for the purpose of destroying evidence of a crime, fires set by persons or their hired agents to collect insurance, and fires set by organized criminal interests to intimidate. Each type of incident poses a radically different problem for the police.

Second, if the police depend heavily on categories of criminal offenses to define problems of concern to them, others may be misled to believe that, if a given form of behavior is not criminal, it is of no concern to the police. The problem is a problem for the police whether or not it is defined as a criminal offense.

Finally, use of offense categories as descriptive of police problems implies that the police role is restricted to arresting and prosecuting offenders. In fact, the police job is much broader as in the case of robbery, to encourage residents to secure their premises, to eliminate some of the conditions that might attract potential thieves, to counsel victims of crime on ways they can avoid similar attacks in the future, and to recover and return stolen property.

Until recently, the police role in regard to the crime of rape was perceived primarily as responding quickly when a report of a rape was received, determining whether a rape had really occurred and attempting to identify and apprehend the perpetrator. Today, the police role has been radically redefined to include teaching women how to avoid attack, organizing programs to provide safe movements in areas where there is a high risk of attack and perhaps, most important providing needed care and support to the

rape victim to minimize the physical and mental damage resulting from such an attack. Police are now concerned with sexual assault not simply because they have a direct role in the arrest and prosecution of violators, but also because sexual assault is a community problem which the police and others can affect in a variety of ways.

It is desirable in the development of problem-solving approach to improved policing to press for a detailed breakdown of problem as possible. In addition to categorizing different forms of behavior and its concomitant motivation, it is helpful to be much more precise regarding the locale and time of day, the type of people involved, and the type of people victimized. Different combination of these variables may present different problems, posing different policy questions and calling for radically different solutions.

In the analysis of a given problem, one may find, for example, that the concern of the citizenry is primarily fear of attack, but the fear is not warranted, given the pattern of actual offense. Where this situation becomes apparent, the police have to deal more effectively with the actual incidents where they occur, and to respond to the groundless fears. Each calls for different response. One major value of problem specification is that it gives visibility to some problems that warrant more careful attention.

Researching the Problems. Without a tradition for viewing-in the various problems making up the police job, gathering even the most basic information about a specific problem can :be extremely difficult-

First, the magnitude of the problem and the various forms in which it surfaces must be established. One is inclined to turn initially to police reports for such information. But overgeneralization in categorizing incidents, the impossibility of separating some problems, variations in the reporting practices of the community, and inadequacies in report writing seriously limit their value for purposes of obtaining a full picture of the problem. However if used cautiously, some of the information in police files may be helpful. Police stations routinely collect and store large amounts of data, even though they may not use them to evaluate the effectiveness of their responses. Moreover, if needed information is not available, often it can be collected expeditiously! v in a well-managed police unit, owing to the high degree of centralized control of field operations.

How does one discover the nature of the current police response? Administrators and their immediate subordinates are not good sources. Naturally, they have a desire to provide an answer that reflects well on the police, is consistent with legal requirements, and meets expectations of both the public and other agencies that might have a responsibility for the problem. Likewise, police administrators are often so distant from field operations that they would have great difficulty in describing police responses accurately.

Inquiry, then must focus on the operational level. One must consider the individual practices of policemen and the vast amount of knowledge they acquire about the situation they handle. Taken together, these are extremely rich resource that is often overlooked by those concerned about improving the quality of police services. Serious research into the problems police handle

requires observing policemen over a period of time. This means accompanying them as they perform their regular assignments and cultivating the kind of relationship that enables them to talk candidly about the way in which they handle specific aspects of their job.

Considerable knowledge about some of the problems with which the police struggle has been generated outside police agencies by researchers. But the police have not employed these studies because they have not expected to address specific problems in a systematic manner. If the police were pressured to examine in great detail the problems they are expected to handle, a review of the literature would become routine. If convinced that research findings had practical value, police administrators could contribute to upgrading the quality and usefulness of future research efforts in policing.

Exploring Alternatives. After the information about a specific problem is analyzed, a search should be made for alternative response to improve what is currently being done. This is made so that the problem will be better defined and understood and the commitment to past approaches will be fine-tuned. The search for alternatives should be much broader, extending beyond the realm of policing.

However, experience showed that those inclined to improve the operations of the criminal justice system and the operational efficiency of police recommend that the problem simply be shifted to other agencies who are better equipped to handle the problem. But the mere shifting of responsibility for the problem, without assurance that more adequate provisions have been made for dealing with it, achieves nothing.

The search for alternatives obviously need not start from scratch. There is much to build on. Crime prevention efforts of the police should be reassessed as to their impact on specific problems and those that appear to have the greatest potential should be explored for each problem. Consider the following foundations.

Physical and Technical Changes. Can the problem be reduced or eliminated through physical or technical changes? Efforts have already been introduced to reduce through environmental design, factors that contribute to deviant behavior that requires police action.

What additional physical or technical changes should be made that would have an effect on the problem? Should such changes be mandatory, or can they be voluntary? What incentives might be offered to encourage their implementation?

Changes in the Provision of Government Services. Can the problem be alleviated by changes in other government services? Some of the problems the police handle originate in the policies, operating practices, and inadequacies of other public agencies the scattering of garbage because of delays in collection, poor housing conditions because of lax enforcement, the interference with traffic by children playing because they have not been

provided with adequate playground facilities. Most police agencies developed procedures to relay such conditions to the appropriate government service. But relatively few police agencies see their role as pressing for changes in policies and operations that would eliminate the recurrence of the same problems. Yet the police are the only people who see and who must become responsible for the collective negative consequences for such policies.

Converted Reliable Information. What many people want when they turn to the police with their problems, is simply reliable information. Even if citizens do not ask specific questions, the best response the police can make to many request for help is to provide accurate, concise information.

Developing New Skills among Police Officers. The greatest potential for improvement in the handling of some problems is by providing police officers with new forms of specialized training. Against the background of recent developments, one should ask whether specialized training can bring about needed improvement in the handling of each specific problem.

New Forms of Authority. Do the police need a specific limited form of authority which they do not now have? Police are called upon to resolve common problems but their authority is questionable unless the behavior constitutes a criminal offense and even then, it may not be desirable to prosecute the offender,

Developing New Community Resource. Analysis of a problem may lead to the conclusion that assistance is needed from another government agency. But often the problem is not clearly within the province of an existing agency, or the agency may be unaware of the problem or if aware, without the resources to do anything about it. In such cases, since the problem is likely to be of little concern to the community as a whole, it will probably remain the responsibility of the police, unless themselves take the initiative, as a sort of community agent, in getting others to address it.

The pattern of creating new services that bear a relationship with police operations is now well established, and one would expect that problem-oriented policing will lead to more services in greater variety.

Increased Regulation. Can the problem be handled through a tightening of regulatory codes

Increase Use of Local Ordinances. Does the problem call for some community sanction less drastic than a criminal sanction

Use of Zoning. Most policing involves resolving disputes between those who have competing interests in the use of a given area. Conflicts in land can be resolved by zoning. Zoning has been used by a number of LGUs to confine beerhouses in a specific area. However, experimentation is needed before any judgment can be made as to the value of zoning.

Implementing the Process

A fully developed process for systematically addressing the problems that make up police business would call for more than the three steps just explored - defining the problem, researching it, and exploring alternatives. The focus is on these three because describing them may be the most effective way of communicating the nature of a problem-oriented approach to improving police service. A number of intervening steps are required to fill out the process: methods for evaluating the effectiveness of current responses, procedures for choosing from among available alternatives, means of involving the community in the, decision making, procedures for obtaining the approval of the local executives to whom the police are formally accountable, methods for obtaining any additional funding that may be necessary, adjustments in the organization and staffing of the police station that may be required to implement the agreed-upon change, and methods for evaluating the effectiveness of the change.

How does a police agency make the shift to problem oriented policing? Ideally the initiative will come from police administrators. What is needed is not a single decision implementing a specific program or a single memorandum announcing a unique way of running the organization. The concepts represents a new way of looking at the process of improving police Functioning. Once introduced, tills orientation would affect subordinate, gradually filter trough the rest of the organization, and reach other administrators and agencies as well.

Success will depend heavily on the use of planning staff for systematic analysis of substantive problems requires developing a capacity within the organization to collect and analyze data and to conduct evaluation of the effectiveness of police operation.

Effect on the Organization

In the context of this realigning of police priorities, efforts to improve the staffing, management, and procedures of police agencies must continue. The problem-oriented approach to police improvement may actually contribute in several important ways to achieve their objectives.

The approach calls for the police to take greater Initiative in attempting to deal with problems rather than resign themselves to living with them. It calls for tapping police expertise. It calls to the police to be more aggressive partners with other agencies. These changes, which would place the police in a much more positive light environment within the police organization. An improved working environment increases the potential for keeping qualified personnel and for bringing about needed organizational change.

Focusing on problems, because it is practical and concrete approach, is attractive to both citizens and the police. By contrast, some of the most frequent proposals for improving police operations, because they do not produce immediate and specifically identifiable results, have no such attraction. A problem-oriented approach, with its greater appeal, has potential

for becoming a vehicle through which long-sufficient organizational change might be more effectively and more rapidly achieved.

Advocated change in the structure and operations of the police organization have been achieved because of concentrated concern with a given problem. Probably the support for any of these changes could not have been generated without the problem-oriented context in which they have been advocated.

An important factor contributing to these successes is that a problem-oriented approach to improvement is less likely to be seen as a direct challenge to the police establishment and the prevailing police value system. As a consequence, rank-and-file personnel do not resist and subvert the resulting changes. Police officers are much more likely to support an innovation that is cast in the form of a new response to an old problem - a problem with which they have struggled for many years and which they would like to see handled more effectively. It may be that addressing the quality of the police product will turn to be the most effective way of achieving the objectives that have for so long been the goal of police reforms.

Problem-Oriented Policing: Sara JM odd

The problem-solving approach to policing represents a significant evolutionary Step in helping law enforcement to work "smarter, not harder". Rather than approaching calls for help or service as separate, individual events to be processed by traditional methods, problem-oriented policing emphasizes analyzing groups of incidents and driving solutions that draw upon a wide variety of public and private resources. (Stewart, 1987) Careful follow-up and assessment of police performance in dealing with (lie problem completes the systematic process.

But problem-oriented policing is as much a philosophy of policing as a set of techniques and procedures. The approach can be applied to whatever type of problem is consuming police time and resources.

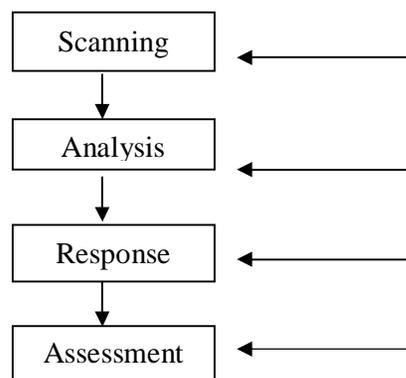
While many problems are likely to be crime-oriented, disorderly behavior, situations that contribute to neighborhood deterioration, and other incidents that contribute to fear and insecurity in the neighborhoods are also targets for the problem-solving.

Problem-oriented policing integrates knowledge from past research on police operations that has converged on these main themes increase operational effectiveness by attacking underlying problems that give rise to incidents that consume patrol and detective time; reliance on the expertise and creativity of line officers to study problems carefully and develop innovative solutions; and closer involvement with the community to make sure that the police are addressing the needs of the citizens. Problem-oriented policing suggests that police can realize a new dimension of effectiveness. By coordinating a wide range of information, police administrators are in unique leadership position in their communities, helping to improve the quality of life for the citizens they serve. The strategy consists of four parts.

1. Scanning. Instead of relying upon broad, law-related concepts, policemen are encouraged to group individual related incidents that come to their attention as "problems" and define these problems in more precise and useful terms.
2. Analysis. Policemen working on a well-defined "problem" then collect information from a variety of public and private sources - not just police data. They use the information to illuminate the underlying nature of the problem, suggesting its causes and a variety of options for its resolution.
3. Response. Working with citizens, businesses, and public and private agencies, policemen tailor a program of action suitable to the characteristics of the problem. Solutions may go beyond traditional criminal justice system remedies to include other community agencies or organizations.
4. Assessment. Finally, the policemen evaluate the impact of these efforts to see if the problem were actually alleviated.

The SARA Model as problem-solving approach was tested by the National Institute of Justice and the Police Executive Research Forum when they sponsored the Problem-Oriented Policing Project at Newport News (Virginia, USA) Police Department. The results of the project were encouraging. (Spelman and Eck, 1987)

Title Problem-Solving Process: SARA Model



Under the traditional incident-driven policing, police stations typically deliver service by reacting to individual events reported by citizens; gathering information from victims, witnesses, and offenders; invoking the criminal justice process; and using aggregate crime statistics to evaluate performance.

No police station operates solely in this reactive fashion but all do it to some extent all the time. The way it was tested at Newport News illustrates how problem-oriented policing minimizes the limitations of traditional concepts in the conduct of police work.

The focus on underlying causes - problems - is not new. Many policemen do it from time to time. The new approach, however, requires all officers to implement problem-solving techniques on a regular basis.

Problem-oriented policing pushes beyond the limits of the usual police methods. The keystone of the approach is the "crime analysis guide." The checklist includes many of the usual factors familiar to police investigators - actors, locations, motives. But it goes further, prompting policemen to ask far more questions than usual and in a more logical sequence. The results give a more comprehensive picture of a problem.

The process also requires policemen to collect information from a wide variety of sources beyond the police station and enlist support from community and private organizations and groups - initially to describe the problem and later to fashion solutions that meet public needs as well as those of the criminal justice system.

The experimental approach to problem-oriented policing follows four basic principles:

Participation. Policemen of all ranks, from all units, should be able to use the procedures as part of their daily routine.

Information. The system must encourage use of a broad range of information not limited to conventional police data.

Response. The system should encourage a broad range of solutions not limited to the criminal justice process.

Reproducibility. The system must be one that any police station could apply.

As stated above, the process has four stages. Police officers identify problems during the scanning stage, collect and analyze information during the analysis stage, work with other agencies and the public to develop and implement solutions in the response stage, and evaluate their effectiveness in the assessment stage. The results of the assessment may be used to revise the response, collect more data, or even redefine the problem.

The heart of the process is the analysis stage. A problem analysis model was designed, breaking the events that constitute a problem into three components - actors, incidents, and responses - with a checklist of issues that policemen should consider when they study the problem.

The Problem Analysis Model

Actors	Incidents	Responses
Victims	Sequence of events	Community
Lifestyle	Events preceding act	Neighborhood affected
Security measures	Event itself	by problem

taken	Events	following	City as a whole
Victimization history	criminal act		People outside the city
Offenders	Physical contact		Institutional
Identity and physical description	Time		Criminal justice agencies
Lifestyle, education, employment history	Location		Other public agencies
Criminal history	Access control and surveillance		Mass media
Third parties	Social context		Business sector
Personal data	Likelihood ;iid probable		
Connection to victimization	actions of witnesses		
	Apparent attitude of residents toward neighborhood		

All policemen should be trained in the model, the use of the systematic process, and the research background. The training should also emphasize encouraging police initiative in uncovering problems, collecting information, and developing responses. Policemen throughout the police station then begin to apply the process.

Problem-oriented policing helps to ensure that police respond to a wide variety of problems affecting the quality of life, not just crime. It lets line officers use their experience and knowledge to improve the communities they serve.

Police stations that adopt and refine this approach will continue to respond to specific criminal events. But they will go beyond this step, preventing future incidents by solving the problems that would otherwise lead to crime and disorder.

The problem-oriented police station thus will be able to take the initiative in working with other agencies on community problems when these problems touch on police responsibilities. Such a police station can make more efficient use of its resources when it needs fewer policemen to patrol the neighborhood. This police station will be more responsive to community needs, enjoying better public relations when citizens see the police demonstrating concern for their day-to-day needs. The result will be a more effective response to crime and other troubling conditions in the neighborhoods.

Chapter3

ORGANIZATIONAL CHANGES FOR COPS

Introduction

While COPS had been introduced as part of the PNP National Strategic Action Plan, only a handful of police stations have actually applied the concept. Some may claim to have implemented COPS, but expected changes in their organizations are not visible. Police personnel may think they know the meaning of COPS, yet they have attached various interpretations to it. Inkster (1991) commented that "the essence of community-based policing still eludes some of us and many of our efforts do not yield results because we have not properly understood the concept we are trying to apply."

Just like in other organizations, change in the police organization is difficult. It is hard to break traditional patterns of rationalizing and doing things. But why the need for change? Because police service is at the crossroads. Society and the environment are becoming diverse and complex. Demands are placed upon the police to align their thoughts and actions with the continuing changes and development in order to survive and deal with reforms and innovations.

Likewise, values change as an offshoot of complexities. Modern society is knowledge- and information-based. Technological knowledge is a requisite to routine organizational and individual functioning and lack of it leaves many to powerlessness.

Changing society demands that the policeman be educated, thoughtful, articulate, culturally sensitive and knowledgeable in several disciplines. Policemen must act from a base of knowledge about their profession, about the cultural values of the community in which they work, about people individually and collectively, and about the larger world in which they live. This will enable them to communicate and understand the people they serve.

In this context, policemen are expected to consult with the people on the planning and mode of service delivery. They will also have to give priority to the alleviation of human problems than on crime control in order to lessen the burden of social unrest.

Return to the Basic: Peel's Principles

Peel's principles relate police service to public acceptance rather than to regulations. The principles taken as a whole emphasized the responsibility of the community to manage its own affairs, the dependence of the police on the community for their legitimacy, and the police objective to enhance the well-being of the community. Inkster (1991) emphasized that Peel's principles summarized below are in fact, the essence or COPS.

- The duty of the police is to prevent crime and disorder.
- The power of the police to fulfill their duties is dependent on public approval

and on their ability to secure and maintain public respect.

- Public respect and approval also mean the willing cooperation of the public in the task of securing observance of the law.
- The police must seek and preserve' public favor not by pandering to public opinion, but by constantly demonstrating absolutely impartial service to law.
- The police should strive to maintain at all times a relationship with the public that gives reality to the tradition that the police are the public and the public are the police.
- The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with these problems.

What is needed towards the direction of COPS is a flattening of the organizational structure and a delegation of work and decision-making authority. If a police station is to provide COPS, its personnel must be out in the community and the lines of communication between the community policeman and chief of police must be as short as is reasonably possible. Before organizational flattening can start, personnel have to appreciate the meaning of COPS. In other words, there must be reeducation as well as reorganization. (Inkster, 1991)

The Solicitor General of Canada, in promoting a national strategy for meeting The policing challenge of the future, prescribed these operational standards for COPS which are also relevant in the Philippine setting.

- Police officers are peace officers rather than merely law enforcement officers involved in crime control.
- Policing is founded on partnership with the community.
- Proactive policing identifies local crime and disorder problems.
- Crime and disorder problems are addressed by problem-oriented policing.
- The underlying causes of crime require a broad response.
- There is interagency cooperation for problem solving.
- Police officers are interactive information managers exchanging information with the community.
- Tactics are developed to reduce the unfounded fear of being victimized.
- Police can be generalists rather than specialists.
- Police officers have responsibility and autonomy for solving problems at the community level.
- The structure of a police organization is flattened to emphasize the operational level.
- There is accountability to the community for the achievement of priorities identified by the community.

Many police executives are interested to implement the concept of COPS within their jurisdiction . They may have realized that COPS is a philosophy and an organizational strategy and not merely a new program, or they have understood that to solve existing problems in an innovative way, the police must involve the citizens in the process of policing themselves.

The Need for Change

Police stations who lend themselves to COPS concept are more receptive to innovation than traditional organizations with autocratic structures. Therefore, police stations interested in community policing must first consider changes to reshape their internal organizations and consider the benefits that can be realized from a change in philosophy toward a new partnership with the community. (Fox, 1992)

Initially, the chief of police and his staff should examine their approaches to internal problem solving. This requires these officers to make difficult decisions to change the routine. Those affected may feel that these changes are too drastic. This may result to some disagreement, but COPS' requires that partnership and collaboration must begin within the organization.

This does not imply that lines of authority cannot exist. A lot of organizational scenes need to be handled according to regulations and control processes. It does imply that organization wide decision making or problem solving propels changes on the day to day routine.

However, not all organizational components must change. What is needed is creativity and imagination in the innovation process. The organization already provides solid foundation where the police can build COPS as a new philosophy and strategy.

COPS philosophy requires that police officers make certain definite changes within the organization. These changes provide for a smooth transition to the COPS concept.

There must be a redefinition of the police role in their community. In some cases, this may be the first time police administrators give specific thought to the role of the police within their communities. It is important, that the police work as partners with the citizens they serve to solve problems that relate to the quality of life, as opposed to simply enforcing the law.

Once the police role is defined, officers should be trained on the principles and philosophy of COPS. Police officers can take a hands on approach to the training in an atmosphere more conducive to good communication and understanding.

Police administrators must evaluate community policemen differently than those who work in more traditional police environments. For example, in addition to productivity, the evaluation should include credit for creativity. The officers should show a firm commitment to solve problems in innovative ways. Police supervisors, on the other hand, should make all community policemen aware of how they rate certain elements of the job. They need to meet with community policemen on a regular basis to discuss improvement in any particular areas.

In order to give community policemen some sense of personal responsibility, the police chief should assign them to a particular beat. Areas should be strategically divided so as to preserve the unique identity of specific

neighborhoods. Mixing of different types of neighborhoods together in the same area of responsibility should be avoided.

Assigning beats may pose a special challenge to police stations that are generally fortunate just to have enough officers to provide necessary services and to handle calls. As a possible solution to this problem, police stations should attempt to identify areas where the responsible community policemen could not make personal contacts to identify specific problems and possible solutions, even though they must also answer calls for service, throughout a larger area.

This method of policing develops a sense of ownership of particular geographic areas, and it allows the policemen to look seriously at the problems that occur in "their" areas. It allows one or two policemen to work more closely with the community to solve problems.

Police stations may have to evaluate and prioritize the calls that require a police response and ease the community into assuming more of the responsibility for resolving problems. Small police stations benefit greatly from this system of prioritizing calls, in as much as they have fewer policemen to respond to calls.

COPS requires that police stations tailor their work to the particular needs of the community. Therefore, police administrators should assess the need of the station in relation to the needs of the community.

In order to do this successfully, police administrators must seek legitimate citizen input. Policemen assigned to operational job should work with citizens and businessmen in both neighborhoods and business districts to build revitalize working relationships, and police administrators can parallel the more accessible police/ neighbor relationship with a more visible role as community leaders.

In addition to the concrete changes that police administrators should make, there are other possible ways to enhance the success of COPS. They must lead the change toward COPS. Subordinates must see that leaders have the commitment and the willingness to take risks in order to provide quality policing.

They must also use their positions of leadership to promote new relationships with the communities they serve.

The police can quickly institute complex programs, but the change to a new philosophy of policing requires more time. It takes time for the policemen to view the community as a partner and to develop ways to act out the partnership.

One way police administrators can move gradually toward a COPS policy is to first institute problem oriented policing. Essentially, problem-oriented policing asks policemen to think independently to look for underlying

dynamics behind a series of incidents, rather than focus on the individual occurrences," POP does not require the depth of police/community partnership or substantive structural changes in the police station to function effectively.

Police stations implementing COPS should adopt a clear mission statement that reflects a police-community partnership. The mission statement sends the message to police officers that the police station is serious in its COPS effort.

The success of COPS depends greatly on the acceptance of the mission statement by the entire organization. Policemen who see the positive results of the program may adapt easily to the philosophy. However, some policemen may believe that COPS and social work are much the same.

COPS requires changes in long-established norms and generally requires a more emotional and cognitive commitment by policemen to work with the community. When a problem of acceptance exists, management should involve the policemen in the change process. They should have decision making power and the freedom to learn from their mistakes. They should also receive credit for good work and creativity, and constant encouragement.

Police officers should assess the needs of the communities they serve so that they can efficiently plan their COPS strategies. One method of doing this involves the development and use of a community analysis worksheet. This worksheet should track the general demographic, socio-economic, and institutional characteristics of a community. It will also help police analysts to examine crime-related social conditions.

COPS produces a new vitality and deeper fulfillment in police' relationship with the public, emphasizing a partnerships. I: eliminates adversarial relationships between the two. However, police officers who look at COPS merely as a handy program to increase their popularity with the public are not looking at the risks or the long-term commitment necessary to make COPS work. The positive feedback and improved public relations that result from the program should not be the priority goals. Partnerships and problem solving are the major priorities.

COPS offers a concept that emphasizes the police as part of the community. Police station who adopt COPS as a binding philosophy and strategy respond positively to the needs of the communities they serve, and they help to restore the quality of life. Yet, they do not surrender the crime investigation and other law enforcement functions.

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Chapter 4

IMPLEMENTING COPS

Introduction

For an institution as large as the Philippine National Police, the change from the incident-driven response policing to COPS requires a fundamental systemic change.

It requires change in policing style, from one which the police respond anonymously from incident to incident, to one which they get out in the communities and become problem solvers in the neighborhoods they serve.

Everyone in the police organization is expected to support community policemen and to engage in problem-solving efforts themselves. By the time COPS is fully implemented, each street or group of streets in every neighborhood will be the responsibility of an officer or group of officers, making them and their supervisors officers accountable for what transpires there.

COPS is defined as a working partnership between police and the law-abiding public to prevent crime, arrest offenders, find solutions to problems and enhance the quality of life. To inculcate the philosophy of community policing throughout the police organization means systemic change. It means recruiting young men and women who are interested more in service than they are in adventure. (Brown, 1992)

For policemen already on the job, COPS requires adaptation and training. Institutionally, it means evaluating and rewarding people differently.

Strategies

Traditionally, police effectiveness are measured in narrow terms such as rapid response times, arrest-to-complaint ratios, clearance rates and the like. However, these traditional measurements do not give us a complete or accurate picture of police effectiveness. There are numerous elements beyond the control of the police such as education deficiencies, economic conditions and family disintegration.

While the traditional measures concerning crime do not give a complete picture, they can provide a backdrop in the implementation of COPS. While crime and crime prevention remain as priorities, reducing the fear of crime and restoring a sense of security within neighborhoods are important objectives of COPS as well.

Increased visibility of policemen, increased access to them by people in the neighborhood, and the increase predictability of policemen on specific beats are all being used to reduce fear and increase a sense of neighborhood security.

In the implementation of strategies COPS, there is need to establish neighborhood management teams composed of neighborhood residents and the police to identify problems, set priorities, recommend action, and evaluate the results of problem-solving strategies.

In identifying problems and setting priorities for corrective action, the neighborhood management team works with reports from individual policemen comments by supervisors, issues raised by the community, and information that arises from the meeting of the neighborhood management team itself.

Once the problems have been identified, the community policemen, working with the management team develops strategies to attack the problems. The team then regroups to measure the effectiveness of the strategies used.

One way to determine success is to document whether complaints about the location continue. Others include observations by community policemen and affected residents. Once a problem is evaluated as either "corrected" or "significantly improved," the community policemen, working with his management team replaces it with another problem from the list of priorities. The process continues month after month, year-in and year-out.

By the end of the initial phase of implementation, the community policemen is expected to have intervention plans for at least five major problems identified jointly by the police and the community. Other police officers will assist in getting internal and external support where appropriate - to implement the problem-solving strategy. Reports containing evaluations of problem-solving efforts will be submitted to the chief of police or immediate supervisors

One innovation to support COPS is to require policemen and supervisors assigned / to desk jobs to return to uniformed patrol duties an average of once a week. Another is to steadily increase the number of policemen assigned to permanent foot patrol beats.

There is a need to define foot patrol beats in every locality. Policemen assigned to mobile units will be assigned steadily to the same sector. Specialized functions, such as crime scene investigation, warrants, crime prevention and traffic safety, will be performed by foot patrolman. Plainclothes policemen will be assigned to geographic zones within their precincts.

Although COPS requires some innovative ways of measuring effectiveness, traditional measures-patrol strength, crime rate, arrests, warrants, traffic accidents and reaction times are also useful, provided they are employed in ways suited to COPS goals.

The objectives and goals of COPS fear reduction, heightened community involvement, enhanced quality of life-do not lend themselves as readily to traditional measurements, for some people. For example, the simple

act of going out to the corner store at night may be postponed until morning because of the fear of crime. That kind of paralyzing fear can become so familiar that it is no longer recognized as fear, but simply caution. That is clear-out evidence of an erosion in the quality of neighborhood life.

How do the police know if they have successfully addressed that fear? If people who once stayed in their homes begin to come out at night, and this nighttime activity become common, this may be a measurement of fear reduction. Surveys can be developed to measure these and other less-traditional indicators. Similar measures may be taken to gauge community involvement in meetings or participation in neighborhood watch, the police auxiliary (Tanod) and police- community programs and projects.

Police administrators must conduct follow-up interviews to determine whether people who recently called (lie police were satisfied with the service they received. They can ask questions as : Did the police respond in a reasonable amount of time? Were you treated courteously and professionally? What was the outcome? Was your concern handled to your satisfaction? As the project is refined, community surveys will become a formal management tools of the police.

Quality of service at the station headquarters must also be examined, especially noting how telephone inquiries are being handled, as well as how individuals who have problems are treated. These reviews will be used to gauge public satisfaction with police service.

One of the central objectives of COPS is to end the cycle of responding to the same locations to handle the same or similar complaints, instead, to address the underlying problem that produces the repeated complaints. Of course, strategies will vary from location to location.

Before police stations can successfully implement community-oriented policing, administrators must lay a foundation by ensuring that a high level of police credibility exists within the community. To accomplish this, all police response to community needs-whether reactive or proactive-must meet the most stringent standards of discipline and professionalism. Police administrators can ensure that their policemen respond in this manner through careful personnel selection and training, especially in the area of police discretion. (Walters. 1993)

When policemen continually conduct their duties in a highly professional manner, police administrators can allow a wide latitude of officer discretion. However, maintaining a wide latitude, while continuing to enjoy the respect and cooperation of the community, requires that policemen be personally accountable for the highest standards of professional behavior. If a policemen fails in this regard, all will suffer the consequences of low community confidence in the police. Citizen confidence in the police sets the stage for instituting the police strategies inherent to COPS.

Response to incidents requires policemen to react to crimes of emergency incidents. In order to promote citizen confidence in the police, policemen should swiftly respond to any such incidents and establish and maintain control over the situation. This requires officers to respond proactively to crime patterns.

If the police do not carefully manage the response to incident strategy, their stations can quickly be overwhelmed by community demands. In order to manage increased calls for police service, police administrators need to monitor demand and then research as many creative ways as possible to respond to these calls.

There are many ways to respond to calls for assistance that do not require the immediate dispatching of a mobile unit or personnel of assigned to specialized functions. Other, less expensive responses may satisfy the request just as effectively.

Managing the limited resources of departments to respond effectively to incidents and calls for service, while producing the greatest advantage for their communities, requires police officials to make informed, professional decisions. And, while managers must ensure that their policemen can respond rapidly to incidents, they must balance their efforts with the problem-oriented approach to policing.

Problem-oriented approach to policing discussed in Chapter 2 is the concept that police must be more responsive to the causes of crime, rather than merely dealing with the results of crime. Maintaining neighborhood safety can be more beneficial to the community than merely treating isolated neighborhood problems. This approach represents a significant shift in how both the public and the police view the role of the police in the community.

Problem-oriented policing is a proactive, decentralized approach to providing police services designed to reduce crime and disorder, and by extension, the fear of crime. The police achieve this by assigning policemen to specific neighborhoods on a long-term basis. Long-term involvement between the officers and neighborhood residents fosters the development of credible relationship based on mutual trust and cooperation. It also allows a high-level exchange of information between citizens and police officers,. As well as mutual input concerning policing priorities and tactics for specific areas of the community.

Problem-oriented policing also distributes police services more effectively across the community and targets high-crime areas for problem-solving approaches that allow the police to define and deal with the causes of crime. This helps to neutralize the undue influence of special interest groups that can be the recipients of preferred services when no system of community-based priorities exists.

The police can achieve a balance between response to incidents and problem-oriented policing by applying the differential police response tactics.

This involves the analysis of demand patterns made on the police by residents of the community. After analyzing the demand patterns, the police then develop alternatives to traditional police responses-alternatives that provide improved community police services at a lower cost than traditional rapid response.

Once the police expand their range of possible responses to community needs, a balance police administrators should allocate resources to ensure the best and most comprehensive need to understand the approach and act in the ways that support the police goals and priorities.

Potential Obstacles

As police administrators pursue COPS, they should also understand that the road ahead harbors many potential obstacles. To avoid disaster, police administrators should maintain a proper perspective concerning crime. The administration of justice, and the potential of law enforcement impact to criminal activity. In short, they must learn to walk the minefields of COPS. (Joseph, 1994)

Although the arguments put forth by the proponents of the COPS appear logical and very appealing, police administrator should exercise caution. Given that some hail COPS as a common sense answer to rampant crime, there should be an effort to evaluate carefully what this "new orientation advocates. It -appears that the law - enforcement community has made a commitment to the ideals encompassed in COPS. The real question remains: Can the police meet this commitment and make a real difference?

The answer, actually will be determined in future evaluations of the efforts of individual police stations. However, there exist some "realistic implications of the COP philosophy that require immediate consideration. As with crime prevention programs in general. COPS has a number weak areas.

Approach. The first potential weakness rests in the specific approach to be when adopted, COPS becomes an underlying foundation of law enforcement effort as opposed to merely a strategy that can be applied to real-world situations within the community. But, making COPS an underlying foundation, the police risk subordinating all prevention efforts to a single philosophy that police organizations are responsible for solving the social problems traditionally linked to crime. Should this philosophy prevail and follow the same path as many previous crime prevention programs, COPS could become a program of symbolism instead of substance.

In the past, police administrators often talked very forcefully in support of crime prevention only to fail, for whatever reason to establish realistic, goal-oriented management practices. These officers fell short of fully integrating these units into the overall structure of police organizations because crime prevention personnel worked outside the organization's operational hierarchy. The results created the perception, especially among operational units, that crime prevention was not "real police work."

The risk is that a COPS effort could become simply another specialized function within the police station from other police activities. Such an approach almost undoubtedly would doom a police station's efforts.

Evaluation. Without question, the greatest potential problem posed by COPS philosophy take that posed by traditional crime prevention efforts, is the question of evaluation and accountability. What methods and measures will be used to determine success or failure? And, will such strategies be politically motivated or public safety- oriented?

In reality, the issue of methods and measures will take place on two different and distinct levels. The first level is that of the police station or organization; the second, that of the individual officer.

On the department level, evaluation efforts must be comprehensive. To the end, police administrators should obtain citizen and police perceptions as well as data, concerning crime rates. Depending on. an police strength and the expertise available for such analysis, administrators may deem it more realistic to assign the responsibility of evaluation to an outside organization, say the POC, rather than to a component within the police station. Generally, outside evaluation lends credibility and standardization to an analysis.

The second level of evaluation, that of individual police performance, does not lend itself to the more "packaged" approach possible "with organizational analysis. Because COPS programs remain somewhat open to empirical question, the issue of how to evaluate police performance becomes an important consideration. If COPS is to become the way policemen perform their duties, performance evaluations become the overall equation and strategy.

Traditionally, police performance has been evaluated through easily quantifiable measures, such as the number of suspects arrested, calls handled, and cases cleared, as well as the evaluation of desirable traits. Realistically, such measures no longer may be of value to a police station that incorporates the COPS approach. A police station that trains and expects personnel to perform as community policemen should develop performance instruments that measure crime prevention activities, as well as problem-solving initiatives.

Training and Tactics. Training and tactics must reviewed with any commitment to a COPS philosophy. Obviously, if COPS is adopted as the way policemen perform their duties, proper training become a crucial factor to success. Policemen must be adequately trained in community policing methods. In terms of tactics, postponements of COPS may suggest that this approach changes only the practices of policing.

In order for these programs to be effective, police administrators must recognize that such programs can go beneficial only if they become part of the operational practices of individual police stations. Likewise, the techniques

and strategies should be integrated into the daily operations of all operational personnel. If pursued properly, this orientation should help to create the desired partnership between the police and the community.

An additional word of caution is necessary. The most perilous dangers posed by COPS reside in the same quagmire that has often engulfed other government attempts to deal with major social problems, especially conditions related to criminal behavior. The first rule of order with government attempts to confront a social problem should be that they do no harm. Government programs often do unintended damage to segment of the population that the programs were designed to assist.

All programs, including COPS, contain built-in flaws. Therefore, before instituting any program, regardless of the government level, police administrators must answer some basic, but easily overlooked, questions. What kind of behavior will this program encourage? Does the program promote individual responsibility or dependency? Will this program provide effective assistance to public order, or will it simply divert funding to additional levels of bureaucracy?

Finally, police administrators must decide whether COPS functions represent an activity with which police stations should be involved. Only by addressing these concerns can police officials fully prepare themselves, their organizations, and their communities for COPS.

Whether COPS delivers and helps rebuild the nation's infrastructure of social order remains a question yet unanswered. However, police administrators should remember that enhancing safety and order represent the first responsibility of the police. To promise communities unconditionally that the police can solve the social problems associated with crime—the very problems that more grandiose and more fully funded programs have failed to resolve—is to mislead citizens in a most serious way.

Operational Guidelines

In adopting COPS, police implementors should consider the following issues:

1. COPS requires full-time commitment to its mission to identify and solve community problems. COPS strategies to stabilize neighborhoods, identify causes of crimes and fear of crime, promote citizen partnership and interaction, and implement solutions that can be effectively carried out if not interrupted.
2. COPS does not only emphasize a strong working relationship among police function but the internalization of its philosophy and values throughout the organization.

3. COPS should not be viewed as another specialized function within the police organization nor be seen merely as an elite project to boost the image of the police.

After these issues were taken seriously, the organization is now ready to deploy community policemen in specified areas under a supervisor to address the problems of crime and related social disorders. The COPS units, under the guidance of the chief of police, should establish an effective working relationships with various segments of the community and other police functional units.

Each of the COPS unit should be staffed by a considerable number of qualified police personnel. The allocation of personnel should not be based on any formula which designates personnel requirement to implement COPS. The number should be based on the specific areas divided in terms of geographical significance and in the number of calls for police services in each of the area.

Community policemen should be selected from among the experienced police personnel. They should possess qualities and attributes necessary to achieve the optimum goals of COPS.. Training and exposure should also be provided to police recruits to assume the responsibility for COPS when the need arises.

The chief of police, being responsible for the overall operation of COPS, sets priorities for personnel selection and assignment, reviews the action plans to solve neighborhood problems, coordinates all functional units to support COPS, and monitors progress. He has the discretion to commit available resources to address specific community problems.

The COPS supervisor reports directly to the chief of police and has the Responsibility for maintaining effective personnel. He attends neighborhood meetings to respond to questions and obtaining feedback on current neighborhood issues. The COPS supervisors facilitates brainstorming sessions of his community policemen and the development of written action plans. He coordinates COPS activities and interaction with other police units, and conducts and reviews results of action plans with members.

The community policemen carry out the daily operation of the COPS unit. They are involved in developing and implementing the action plans. They conduct door-to- door neighborhood surveys, enlist the support and commitment of the community, engage in high visibility patrol, maintain close contact with the residents, work with other government agencies and the private sectors.

The mission of COPS is to identify and resolve community problems related to crime and the fear of crime and other social disorders through close interaction with the community and by engaging in crime prevention, criminal apprehension, and other activities which support routine police functions. These activities may include some traditional police strategies, but are

primarily problem-solving processes. Community policemen pursue these basic objectives:

1. To identify community problems caused by crime and other factors contributing to social disorder;
2. To engage in high visibility policing strategies and tactics to stabilize communities by enhancing the citizen perception of police presence; and
3. To lessen the impact of problems or its causes through interaction with citizens and the introduction of appropriate actions by itself or with other sectors.

In addition, community policemen are expected to thoroughly investigate on- scene crimes and incidents, respond as back-up units to emergency calls in their areas and assist in crowd control whenever necessary.

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Appendix "A"

THE POLICE BEAT SYSTEM - REALIZATION OF POLICE COMMUNITY RELATIONS OBJECTIVES

The Police Beat System: What is it?

The Police Beat System or simply PBS is really nothing new. In today's parlance, one can say that the PBS is simply the "Koban" of Japan, the "Neighborhood Watch" of Singapore, etc. In truth and in fact, the PBS, consistent with the Community Oriented Policing System (COPS) under our POLICE 2000 Program, is nothing but the Police Patrol System of old which our post-war policemen observed. Significantly, the word PATROL can be an acronym which stands for:

P - Policeman
A - Assigned
T - To
R - Restore
O - Order in the
L - Locality

Scope of Police Beat

A Police Beat consists of any contiguous inhabited area defined by identifiable boundaries within the area of operation of a police block (or sub-station) which a policeman can effectively patrol during his tour of duty. In rural areas, a Police Beat can consist of several barangays within a particular municipality. In urban areas, it can consist of blocks of residences such as a portion, a whole, or a number of barangays. There is no fixed area for a Police Beat. What is important is that its area can be effectively patrolled on foot and policemen are able to respond to calls for police assistance within a matter of minutes.

-As a general rule, the determination and designation of Police Beats shall be left to the discretion of the Chief of Police upon the recommendation of the Sub-Station or Block Commander concerned taking into consideration the foregoing guidelines and, in commercial and industrial areas, daytime and nighttime Police to Population Ratio.

Identification of Police Beats

For uniformity and immediate identification of Police Beats established under this program, the numbering system as explained herein shall be accordingly adopted.

49

A. Police Beats for the National Capital Region Command

For NCRC, Police Beats shall be identified by a five (5) digit number. The first (1st) digit shall refer to the numerical number assigned to the District, to wit:

- 1 - Northern Police District
- 2 - Eastern Police District
- 3 - Western Police District
- 4 - Southern Police District
- 5 - Central Police District

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The second (2nd) digit shall refer to the number assigned to each of the cities/municipalities within the District with the third (3rd) digit referring to the number assigned to a particular Block. The fourth (4th) and fifth (5th) digits shall refer to the numerical number assigned to a particular beat. For this purpose, the number zero (0) shall precede the numbers one (1) to nine (9) for the first nine (9) beats of the block. Thereafter, the number zero (0) shall be dropped.

B. For Regional Commands

For the Regional Commands, Police Beats shall be identified by a six (6) digit number. The first two (2) digits shall refer to the number of the Region with CAR carrying the number fourteen (14) and ARMM the number fifteen (15). The third digit shall refer to the number assigned to a particular province within the Region. The fourth (4th) digit shall refer to the number of the Block with the fifth (5th) and sixth (6th) numbers referring to the Beat. The number zero (0) shall precede the numbers one (1) to nine (9) for the first nine (9) of regions and beats. Thereafter, the number zero (0) shall be dropped. The assigning of numbers for provinces, cities/

municipalities, blocks, and beats shall be left to the discretion of Regional Directors.

The Importance of the PBS in Changing the Image of the Police

Improving the image of the PNP is the concern of every policeman and not just those assigned in PCR offices. In fact, winning the people's "hearts and minds" lies largely on the shoulders of our policemen on the street, primarily the Beat Policeman. If only our policemen would start to live by what the word POLICE stands as indicated herein, the image problem confronting the PNP today will be a thing of the past:

P - Person
O - Of

L - Leadership,

50

I - Integrity,
C -- Courage.
E - Efficiency

Significantly, the PBS is also one way of giving substance to the strategy of "Confrontational" Police Community Relations which, in plain and simple terms, consists of immediate positive action at the lowest level of command to preempt the development or putting to rest of an issue or issues which could later on be the cause of bad publicity for the PNP in general or any of its units in particular. It is perceived, that the PBS, if properly implemented, would result to positive views about policemen. On the short term, members of the community would begin to realize that policemen can be counted on as their friends and protectors as well as their partners in the quest for progress and development. On the long term, respect and admiration for the ordinary policeman in particular and the PNP as an organization in general will be regained.

Component Activities of the PBS: Guidelines and Procedures

The implementation of the PBS as envisioned in this effort shall consist of the

following component activities:

1. Enhancement of the self-image of Beat Policemen.
 - A. Roll Call Training

Roll Call Training, or what ordinary policemen would call as "Fall in", is simply that activity whereby policemen who have just finished as well as those due to start their tour of duty are made to stand in formation at the vicinity of their block headquarters to give their commander the opportunity to check the physical appearance of personnel, be apprised of what transpired in the AOR, and/or give out information, instructions and orders to members of the unit.

For this effort, the conduct of Roll Call Training shall be considered a must as this activity will ensure that outgoing personnel are able to inform the unit commander, the PCR Officer, and their counterparts in the incoming shift of what problems were encountered during their tour of duty. Also, it will give the commander the opportunity to check on the presentability of uniforms and completeness of individual items of equipment of incoming shift personnel which are deemed important in the projection of a respectable and efficient police force. In the absence of the Block Commander, Roll Call Training may be conducted by either the Desk Sergeant or the Patrol-in-Charge/Inspector.

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B. Uniform and Individual Items of Equipment

In addition to the basic PNP uniform (including prescribed headgear, socks and shoes) which everyone would like to see worn as presentably as could be, the following items should be prominently worn/displayed.

- 1) PNP Badge
- 2) Whistle "
- 3) Name Plate
- 4) Pistol Belt with Holster
- 5) Service Pistol
- 6) Baton
- 7) Raincoat and/or Flashlight (as appropriate)

C. Notebook and Journal Entries

The notebook is one basic piece of equipment which a number of policemen nowadays fail to appreciate and utilize. Under this effort, the notebook shall be playing a significant role as all subsequent actions expected of the Block PCR/O (and even personnel from higher headquarters) will depend on matters recorded in the notebook which eventually will have to be reflected in the PBS Journal. (See sample format at back.)

Journals exclusively for the PBS shall be maintained at each Block. While recording matters in the Journal shall be the individual responsibility of every Beat Policeman, taking action and reporting matters reflected therein shall be the duty of the Block CRO.

Entries in both [lie notebook and the journal shall answer the basic questions of WHAT, WHO, WHEN, WHERE, WHY and HOW of an incident or problem encountered by a Beat Policeman particularly those problems as will be discussed in succeeding sections hereof

2. Establishment of close working relationships with Beat Officers.

The implementation of the PBS will entail the support and participation of Barangay Officials and Tanods. Barangay Chairmen, as duly elected public officials acting as the Chief Executive Officer of government within his jurisdiction, are persons in authority. And since policemen are but mere agents of persons in authority, it goes without saying that policemen are expected to subordinate themselves to a certain degree to the Barangay Chairman when it comes to enforcement of the law and keeping the peace within his jurisdiction.

Barangay Tanods are residents of the community they serve and, in all probability, are recognized if not known by the members of the community. Since getting acquainted with and being known by members of the community is a component activity under the PBS, setting Barangay Tanods involved in this process would help to remove whatever apprehensions or resistance that may exist on the part of the community especially in the early stages of this effort. Also, when trouble erupts in a community, the presence of policemen assisted by Barangay tanods who are normally armed with batons would definitely mean a lot in the immediate restoration of peace and order in the community.

3. Development of personal relationships with community residents.

As soon as the community has been divided into beats, policemen assigned to same shall not be relieved from such assignment for a period of at least six (6) months. This gestation period is necessary to give Beat Policemen ample time to be known by members of the community and, at the same time, for him to get acquainted and establish personal contacts with the following personalities residing within his beat in particular

- Lawyers, Doctors, Nurses, Midwives, Engineers, Religious Leaders, and Government Officials.

Soon after Beat Policemen shall have established themselves in the community, constant dialogues with Barangay Officials and concerned citizens shall be undertaken as a regular activity. This will ensure that friendships earlier established will develop and build up the feeling of absolute trust and confidence in the police. Hopefully, it will also bring out from among the residents the sense of volunteerism and support for the police.

During this phase, Beat Policemen may well be inspired by this thought:

When you see your policeman

He will be GOOD to you. Be GOOD to your policeman,
He will SERVE you BETTER. TREAT your policeman BETTER,
He will GIVE you his BEST. When you APPRECIATE his BEST,
He will GIVE his LIFE for you!

4. Identifying problems of community residents.

n. Crime-Prone Areas and "Problem" Personalities:

Doctors often say that "an ounce of prevention is worth a pound of cleverness." This dictum can very well be adopted by Beat Policemen in keeping the peace in a community. By knowing beforehand where crime-prone areas are located and where "problem" personalities hang around, regular presence of Beat Policeman in such areas would definitely serve to deter criminal elements from perpetuating their evil intentions. Under this effort, Beat Policemen shall take notice of the following:

- 1) Abandoned buildings
- 2) Places where alcoholic drinks are served
- 3) Suspected gambling dens
- 4) Suspected fronts for prostitution
- 5) Suspected daig dens
- 6) Others

In addition, Beat Policemen assigned in tramc prone areas shall undertake positive actions to dismantle illegal obstructions along public roads and sidewalks; prevent the proliferation of illegal terminals; have illegally parked and abandoned vehicles towed away; patch-up minor potholes; etc.

Remember: Pence nnd order in your bent is your individual responsibility."

B. Service to (he Community:

Other than crime prevention and suppression, policemen, because they are the most visible agents of government on the streets and maybe also due to traditional concepts about police organizations worldwide, are somehow expected to assist in the delivery of basic services to the community. And since policemen cannot run away from such perception by the public, they might as well do their share in this

regard In the light of the foregoing. Beat Policemen shall record in their notebooks the following matters for subsequent action of Block PCROs:

- 1) Busted bulbs for street lighting
- 2) Open/Uncovered Manholes
- 3) Flooded areas
- 4) Cut electric/telephone wires
- 5) Bad/Unrepaired roads
- 6) Leaking water pipes/fire hydrants
- 7) Uncollected garbage
- 8) Abandoned diggings/excavations
- 9) Others

5. Acting on identified basic service problems with the help and participation of the community, concerned government agencies, and non- government organizations.

Knowing fully well that Beat Policemen will not have the time to take action on public service problems noted, they having to go home and rest after their tour of duty, it shall be the responsibility of the Block PCRO to take concrete steps

to bring to the attention of concerned government agencies and public service companies such problems noted. As a general rule, actions to be taken by Block PCROs shall either be in the form of letters/endorsements or telephone calls sent/made directly to the office concerned.

if the problem noted is one which could be solved by members of the community themselves, Beat Policemen are encouraged to solve the problem utilizing the "Bayanihan" spirit Filipinos are known to have.

6. Reporting actions taken and/or seeking assistance of mass media practitioners in the solution of identified problems of (lie community.

Mass media today plays a vital role in the delivery of basic services. It will be noted that most, if not all, radio and television stations carry public assistance programs in the likes of "Aksyon Ngayon", "Hoy Gising", etc. Whereas the PNP has always been in the receiving end of complaints aired in such radio and TV programs, actions taken by Beat Policemen as well as the matter of bringing to the attention of concerned

government agencies basic service problems noted shall be reported/coursed through such public assistance programs. It shall be the responsibility of Block CROs to call up radio/TV announcers/commentators on board such programs and air accomplishments of a Beat Policeman or the nature of problems noted which need action by concerned government agencies or public utility companies. Notably, this act of reporting to media will instill in the minds of the public that our policemen are doing their job and on top of the situation.

7, Feedback to the members of the community.

For every problem noted solved and/or reported to the agency concerned, Beat Policemen shall make it a point to give a feedback to the citizens affected/concerned about such problems. This act will complete the PCR concept of "Doing Best and telling the People About It. "

8. Sustaining PCR activities.

Since this effort will be implemented at practically the lowest level of command - the Block/Substation - sustaining the effort will have to be done at Barangay level. For this purpose, continuing dialogues with key personalities in the community will have to be undertaken with regularity as the weeks and months go by. It shall be the individual responsibility of each Beat Policeman to initiate such dialogues which can

serve as vehicles for members of the community to actively participate in crime prevention and suppression in accordance with precepts of our country's Criminal Justice System.

The Challenge to and Answer of Every Beat Policeman

When Mt. Pinatubo erupted and the all of Olongapo City was covered with ashfall, then Mayor Dick Gordon rallied the people of Olongapo to literally rise

from the ashes. In exhorting his constituents, he posed the question "Di ka ba kakasa sa niundo?" and followed this up with the answer "Kakasa Tayo!"

The statements of Mr. Gordon very well fits into this particular effort. Following is the essence of his exhortation:

Ang Tanong: DI KA BA KAKASA SA MUNDO?
DI - Diyos

Ano man ang kinasasapian mong relihiyon o pananampalataya. (Katoliko, Protestante, Kristiyano, Iglesia ni Kristo, Muslim atb) ang paniniwala sa Diyos ay nakakapagbigay ng lakas sa bawat tao. Sa ating pagsisiibi sa Pambansang Pulisiya, dapat nating isapuso ang inga aralin ng ating Diyos upang tayo ay maging mabuti at matapat sa lahat ng mai-namayan na ating pinagsisiibihan. Dapat natin tandaan na ang bawat alagad ng batas ay laging nasa bingit ng panganib at kamatayan tuwing siya ay magpapatupad ng kanyang sinumpaang tungkulin. Dapat lang na taglay niya ang kalasag at kalinga ng Diyos tuwing siya'y haharap sa bawat pagsubok.

KA - Katahimikan

Ang bawat alagad ng batas na may pagkalinga sa Diyos ay walang ninanais kung hindi katahimikan. Angganitong pag-iisip ay magdudulot sa mamamayan ng katahimikan ng isipan ano mans oras ng araw at gabi. Higit sa lahat, nagiging panatag ang kanilam mga loob sa oras na siya'y pansamantalang nawawalay sa kaniyang mga anak.

Walang ibang makikinabang sa katahimikan na dulot ng isang matapat na paninilbihan at katapatan sa tungkulin kung hindi ang sariing mong Bayan o Bansa, ang Pilipinas. Dito ka nabubuhay pati na rin ang lahat ng iyong mga mahal sa buhay. Ang bansang may katahimikan na bunga ng pagmamalasakit natin bilang mga pulis ay isa na siguro sa mga inaasam-asam ng bawat mamamayang Pilipino.

KA - Kapwa

Ang iyong kapwa, sila ang dahilan ng lahat ng iyong pagsisikap at pagmamalasakit. Dito magmumula ang isang bagong lahi na siya mong masasabing isa sa malaking mga nagawa bago ka man mawala sa mundong ito. Taas na mong masasabi sa iyong mga anak, at supling ng iyong mga anak, na ikaw ang siyang nagdulot ng kapanatagan at katahimikan para sa iyong kapwa. Lumipas man ang mga panahon, alaala mo'y di mawawala. Iyong isapuso ang matapat na pagtupad sa tungkulin ng walang alinlangan at pangamba at makatitay ka, sa tulong at gabay ng Diyos, walang pasubali, pagmamahal ng kapwa ay iyong makakamtan. Lalapit ang kanilang damdamin sa iyo at muli nating maipanunumbalik ang tiwala ng mamamayan. Sila ang lalapit at makikipagtulungan para sa ikalulutas ng isang hidwaan.

KA - Kandiigo

Bakit ka nagnanais na mabigyan ng katahimikan ang iyong kapwa? Simple at wala ng iba pa kundi sila ay iyong kadugo ai kalipi, maging siya man ay maputi, maitim o kayumanggi, ano man ang kanyang kulay, siya ay tao na iyong kadugo, kapcitid sa turing at nagmula sa isang lahi. Lisang dugo ang nananalaytay sa ating mga ugat at dapat lamang na siya'y paglingkuran, sapagka't sa kanila mo naisumpa ng ikaw ay pumasok sa ganitong larangan, ang iyong na iyong kadugo, sila ay dapat pangalagaan na paraang maging ang buhay man ay iyong ilalaan.

Sa lahat ng mga nabanggit na panitik magmula sa paniniwala mo sa Diyos na may isang adhikain at ito ay ang katahimikan para sa nag-iisa mong bansa na kung saan ay dito nakatira ang iyong kapwa na siyang dahilan ng lahat ng iyong pagsisikap pagkat ang kapwa mong ito ay siya mong kadugo na sa kanya mo iniaalay ang sarili mong buhay kung kinakailangan, makamtan lamang ang hinahangad na kapayapaan.

Ikaw ang tinutukoy sa huling bahagdan ng pagpapatupad ng isang tapat na tungkulin at layunin. Ang sarili mong ito ang siya mong gagamitin, hindi ibang lahi, hindi taga ibang bansa kundi ikaw bilang Pilipino. Ikaw ang dapat magpunyagi para sa kapakanan ng daraiing pang mga iahi na mabuhay sa isang matahimik na lugar, vvala ng iba pa kundi tayo, tayong mga Pilipino, ang ating sarili, na kung saan ay umaasa ang mahigit na 65 milyong Pilipino ng isang mapayapang bansa.

Marami ang dumating at ibinigay ang kanilang sarili para mapaglingkuran ang ating kapwa, subalit, kaunti lamang ang napili at ito ay tayo, ikaw, ang iyong sarili. Ikaw ang Pilipino, ikaw ang pulis dito sa mundo. Ikaw na isang ama ng tahanan - pag- asa ng iyong pamilya ay taas noong makakaharap sa mundo na may pagmamalaki! Kaw din ang magiging punyagi ng iyong mga anak na matutuwa at may pagmamalaking sila ay anak ng isang pulis.

Ang sngot: KAKASA TAYO!

KA - Kung

SA - Sama-sama

Kung ang lahat ng ito ay nakatanim at taos sa iyong puso at damdamin, ang matapat na paglilingkod, handa ka na kaibigan ko, na harapin ng matibay at matatag ang lahat ng suliranin na sa buhay mo ay darating. Puwede na nating isigaw sa mundo na kaka'sa layo. Bngamat maaaring hindi mo ito kayang nagiisa, kasama mo ako, kami kaibigan, ating sabay-sabay na sagutin: KAKASA TAYO!

Appendix "B"

NEIGHBORHOOD WATCH: THE BAGUIO PROJECT

Introduction

In November of 1991, a group of Baguio residents led by Ms. Remedies Soriano presented a peace and order program to the city officials including

the city mayor, police regional director, city chief of police, and members of the city council. The concerned officials felt that the plan is substantive enough to improve the peace and order of Baguio City. The plan was accepted with modifications after a series of consultations with police sub-station commanders, barangay captains and various sectors. However, the project implementation was delayed with General Manuel Lopez, one of the major proponent, was transferred to another command. The group decided to present the project proposal to PNP officials during the launching of Crimewatch in Manila on January 1992. The plan was applauded and a directive was

issued to Benguet PNP Command and the Baguio City Police Station to undertake the project. After several coordinating conferences, the project was implemented effective October 1, 1992. The zeal and enthusiasm of the provincial director added vigor to the project. The city government under Honorable Maurice Domogen was very -----

Foundations

The concept of community-based police project was based on studies undertaken by Ray Dean Salvosa of Baguio City who have observed and researched on police operations in two medium-sized cities in the United States. Zoning and extended assignment of police personnel in a specified zone were integrated in the current program. To make the concept more responsive, the Filipino values of "pakikisama" and "bayanihan" were interwoven in the system of community support that creates interdependence between the police and the community, thus making the police and the community integral to each other. The prolonged assignment of a policeman to a specific area is accomplished through the following:

responsibility for policing a definite area or territory within the city. He is expected to know his area or neighborhood through modes of socialization. The policeman should manifest distinct responsibility and accountability for public safety of his area.

2. The neighborhood is expected to provide the policeman with the necessary material support and moral encouragement through the organization and mobilization of neighborhood watch groups and creating a network of interdependence between various community groups and the police.

The key concepts that need to be operationalized are accountability and interdependence. This stems from the realization that the police and community need each other. The police can only be as effective as the community wants them to be because not all requirements and support systems for policing are available to the police. The community can play an active role in skills development and training that are compatible with local conditions and in grant of incentives and rewards. In the final analysis, the community takes a complementary stance to enhance stability and productivity in police organizations. This implies that the citizenry and the police should "own" the social problems besetting community and should see

themselves as co-producers of peace and order and safety in the communities, neighborhoods and families.

Basic Outline of the Program

- a. Division of the city into interdependent and autonomous police districts:
- b. Uninterrupted assignment of police personnel to the districts for a minimum of two years;
- c. Officers assigned to the district wear a distinctive patches to identify their operational area. They operate only within the specified zone boundaries, except during hot pursuit of criminals or when asked to render assistance to the adjoining districts where they are allowed to cross lines.
- d. Use of logistical equipment like weapons, radios and vehicles are confined to the district and are allowed to be utilized outside boundaries during hot pursuit or when responding to emergencies and requests for assistance. Vehicles and equipment are marked with distinctive logo/seal for easy identification.
- e. A minimum of four police officers are detailed on an eight-hour shift. One stays in the permanent converging area or post with two officers operating on foot or in bicycle and one mans the mobile unit.
- f. Response time to calls for services are made within 3 to 10 minutes with this kind of decentralized set-up. The policeman can respond directly to incidents without the unnecessary bureaucratic interference. Likewise, it is preventive in nature as most criminals are hesitant to enter areas where police response is visible.

- This plan guarantees police omnipresence and accessibility in the area thereby preventing the occurrence of crime and reducing the fear of crime among the residents.

Organization of Neighborhood Watch Scheme By Streets

Training in community organization was conducted for policemen and leaders of various community sectors. The object is to prepare cohesive and organized communities to respond to crime and other emergencies with the public safety component entrusted to the police. To ensure success, Neighborhood Watch Scheme requires street level implementation.

Neighborhood Watch starts with a meeting of street residents and police where problems are discussed including capabilities and resources. Consensus is obtained as to the activities to be undertaken. It is more than an "eye and ear" activity. It involves neighbors working together to report suspicious activities observed and to see to it that each household is equipped with "hue and cry" systems for concerted response in the event of crime incident or emergency. This will work only in neighborhood where everybody agrees to work together for the betterment and safety of the community. Experience shows that criminals are wary of well organized neighborhoods with the adequate police protection.

Establishment of a Crimewatch Program in the Business District

Separate substation is established for the central business district. The officers assigned are trained and have developed expertise in all aspects of commercial security. A Business Crimewatch Program involving the commercial establishments and their private security guards can be organized and integrated with the community-based crime prevention programs. It is paramount to train both police, private security guards and business personnel, supervisors, cashiers, clerks, salespersons, in techniques to detect and prevent shoplifting, petty theft and armed robberies. For example, a retail businessmen can help prevent crime and reduce business losses by organizing and putting together a "Buddy Alert Systems" so that neighboring merchants can be alerted to contact authorities whenever one of them is being robbed. An alarm system can be linked between two adjoining business establishments so that the one being robbed can relay alert signals to the other who in turn call the attention of the police. This can be done at a minimal expense if all sectors agree to cooperate and work together.

Establishment of 3 Crimewatch Program for the University District

Students often fall prey to muggers, thieves, snatchers and con artists of all sorts. Areas where the students converge, pass to and from school are identified and it is necessary to establish a specialized group within the police, (preferably young police officers who are attending schools, who will not only patrol the areas but also pose as students) to prevent, intercept and arrest perpetrators victimizing students. The specialized group is tasked to integrate campus security personnel and student informants into a network for effective crime prevention and law enforcement.

Community Support and Linkages

This system will work if the communities and the police develop a healthy working relationship. One of the objectives of the program is to make the policeman a vital part and regular member of the community. He can fully integrate himself by earning the respect of the residents.

The system will operate unhampered if interdependency exists between the police and the community. The community exerts all efforts to provide logistical or material service support to the police. For example, the community can augment the meager gasoline allowance through voluntary contributions and requests for donations. Other support modes are in the form of basic necessities such as food stuff and the physical presence of volunteer patrol groups from the community to accompany the policeman on his beat.

In Baguio, the officials proposed to organize a foundation to undertake fund raising campaigns to support the financial requirements of the program. This is to augment insufficient fund support to the LGU and the police headquarters. They intend to ask the City Council to come up with a taxation program where each household in Baguio will be assessed a 10 peso monthly tax to go into a special fund for police operations.

Likewise, civic clubs and business establishments will be tapped to support the undertaking by giving annual contributions. Financial support from the schools, colleges and universities will be requested through the Baguio Education Council. The students and pupils will be asked a P 1.00 donation subject to approval by DECS, LGU and the PTA. Multi-national corporations and tourism-affiliated establishments will be tapped through their local representatives/associations. The rationale is simply to - create a homogenous working climate to keep the police officers committed and responsive. built-in mechanism will be put in place to account for all funds and disbursements.

The foundation will also undertake the task of monitoring police performance and coordinating community support for crime prevention programs. Community involvement can be fostered by encouraging individuals to support their club or group in fund raising campaign for community-policing; to pinpoint crime causing factors in their homes and neighborhoods; to volunteer for the Neighborhood Watch Program; to attend City Council hearings called for such a purpose; to organize a group to get involved in data gathering activities; and assist the police as citizen volunteers.

Institutionalization of the Program

The success of the project is highly dependent on the willingness of the community to continuously sustain the program as its support base. The project requires the utmost willingness of both the citizen and the police to work together for a common goal. This can be facilitated by the basic features of the project-community-based and systems approach —; which are free from personal or group vested interests. This set-up encourages the active participation of NGOs and police support groups (REACT, Pugad Lawin, etc.) to fill in the gaps resulting from the shortage of required services, facilities and equipment.

It is necessary to impress upon the citizenry that this program can operate only if they do their share in providing the material and non-material support the police needs to protect their communities. On the other hand, the police can only get the support by doing what is expected of them. It is imperative for the police and community to develop independence. As an operational indicator, this interdependence should create a discernible closeness of this system can be seen in exclusive Manila villages (Forbes Park and Dasmarinas Village) with the private security guards playing the police role. However, it entails so much cost to the village association to sustain the scheme. Implementing the Baguio Project costs less because the basic elements are already available — a police force with logistical capability and a mobilized community.

Essentials of Neighborhood Watch

Neighborhood Watch is a crime prevention strategy where citizens and the local law enforcement agency, directly participate in the detection and

prevention of crime. Neighborhood Watch, which may be termed as "Citizens Crime Watch", "Home Alert" or "Block Watch", flows from the basic concept of citizens actively involved in policing their community.

Neighborhood Watch Groups are trained how to recognize suspicious or criminal ;

activities and to report these activities to the police. Neighborhood Watch Groups provide valuable information to the local law enforcement agency needed in the investigation of crimes, apprehension of offenders and prevention of deviant behavior.

Neighborhood Watch is not a group of vigilantes or lawless people taking the law into their hands nor do it takes the place of the police station in the locality.

Why Neighborhood Watch Work?

The appreciation of Neighborhood Watch stems from one's understanding that the local enforcement agency is limited in manpower and logistics. The Neighborhood Watch scheme helps the local police to overcome its manpower shortage by mobilizing residents to act as their eyes and ears and as a resource base for citizen volunteers.

Police Officer Availability

Practically, a lot of policemen are not actively involved in patrolling their communities. Police responses are mainly incident-driven and policemen are preoccupied with other tasks such as investigate work, administrative duties, traffic enforcement, report writing court appearances, etc. These functions limit the utilization of police manpower for neighborhood patrol.

Obviously there are more citizens than there are policemen. Ifoperationalized successfully, Neighborhood Watch becomes an extension of the police station in the delivery of public safety services.

Unlimited Citizen Availability

Neighborhood Watch provides unlimited manpower resources needed to secure the neighborhoods. Citizen involvement in crime prevention puts the criminal element off balance because of two-fold concerns, his fear of police presence and his anxiety over community efforts for crime prevention.

How Neighborhood Watch Operates?

Neighborhood Watch operates in two basic ways: The volunteers observe their neighborhood and immediately notify the police ifap criminal activity is

taking place. Likewise, members may measures such as alarm system to limit opportunity for

What Does Neighborhood

Generally, Neighborhood Watch costs nothing. The equipment such as binoculars, spotlights, flashlights, facilitate information kits, and hand-held radios to strengthen their capability. Members are encouraged to share the use of their equipment to others. Neighborhood Watch offers opportunities for volunteerism which does not necessarily require the use of the equipment.

Who May Participate in Neighborhood Watch?

The bulk of neighborhood residents are encouraged to join the Neighborhood Watch be they children, teenagers or adults. No age group is exempted from crime nor the responsibility for preventing it. Neighborhood watchers are from all walks of life — housewives, blue-collar workers, business professionals, retirees and students. In short, the Neighborhood Watch is the community itself. Neighborhood Watch knows no color, religion, nationality or social status. Neighborhood Watch is citizens working together to make their community a better and safer place to live.

When Does Neighborhood Occurs?

Neighborhood Watch operates on a daily basis. Also, Neighborhood Watch Program are activated for special situations or events that warrant citizen involvement such as patrolling in crime-prone areas or in disturbance control operations.

How to Join Neighborhood Watch

Interested parties can contact any policeman in the area to participate in the Neighborhood Watch. Information materials are available to acquaint prospective members-of their role and responsibilities and specific tasks including the names of contact persons and block leaders. The block leader, normally a policeman, organizes and manages Neighborhood Watch operations in a specific block or district. Depending on the size of the group, an assistant block leader and other officers maybe designated. If there is no organized Neighborhood Watch Group in the area, the interested party may initiate the move and encourage other residents to get involved.

Personal Attitude

One must understand that effective crime prevention and detection rest on the cooperative efforts between the community and local law enforcement agency. Crime prevention starts with the community and the police developing the proper mental attitude that commitment can make a difference. Active involvement in Neighborhood

Watch creates a positive attitude and feeling that everybody is doing his part in ensuring safety of the community.

In order to effectively participate in the Neighborhood Watch Program, it is necessary that members are well informed of the neighborhood and the community at large. This can be done by keeping an open ear and a watchful eye. Talking to neighbors, encouraging them provide information on any suspicious or unusual occurrences, and exchanging information with them is beneficial to the success of the program.

Attendance to Neighborhood Watch meetings is necessary to discuss matters relevant to the program as well as to foster friendship among the group. Likewise, readings enhance members capability to cope with situations and assess problems correctly. Local information source provide useful data such as crime patterns and victimization and arrest rates.

Other Neighborhood Watch Activities

The following are complementary programs and activities to strengthen the Neighborhood Watch;

1. Crime Prevention education to residents with emphasis on detection and deterrence.
2. Community dialogues to identify problems and priorities, resolve issues, analyze crime patterns and decide on crime prevention strategies.
3. Home security surveys to detect security lapses.
4. Recruitment and training of Neighborhood Watch volunteers to enhance productivity.
5. Special protection strategies to special populations (senior citizens, disabled, street children, economically disadvantaged groups, cultural communities, etc.)
- 6 . Shelter homes development to cater to after-school activities and other projects for the youth.
7. Residential inspection of houses whose owners and occupants are in vacation.:
8. Mainta'imng'hot line/radio frequency with civilian radio gcouys-tQ facilitate
9. Media liaison to communicate crime prevention efforts to various sectors.
10. Victim assistance to lessen the impact of victimization.
11. Visibility of Neighborhood Watch signs, posters and logos in residences and strategic places to send signals to criminals that the community is protected by Neighborhood Watch.
12. Liaison with community leaders, government officials and legislators to hasten enactment of crime control measures.
13. Property marking efforts to hasten identification recovery and prosecution.

-END-

**PHILIPPINE NATIONAL POLICE MANUAL
PNP-DS-O-8-95 (DHRDD)**

**COMMUNITY-ORIENTED
POLICING SYSTEM**

VOLUME I

Republic of the Philippines
National Headquarters, Philippine National Police
Directorate for Human Resource and Doctrine Development
Camp Crame, Quezon City 1111
1995

Republic of the Philippines
DEPARTMENT OF THE INTERIOR AND LOCAL GOVERNMENT
EDSA Corner Reliance St., Mandaluvone, Metro Manila

MESSAGE

As the nation draws closer to its grandiose vision of Philippines 2000, the PNP has adopted, a revolutionized concept of policing which is anchored on community empowerment. This is a new concept that puts primacy on community-police partnership.

This handbook meets the standard for comprehensive reference governing the various aspects of police operation particularly in the delivery of the basic police services to the people.

I therefore endorse the approval and adoption of this COPS handbook. Any member of the PNP who would like to orient himself with the different aspects of Community-Oriented Policing System must treat this handbook as a ready reference.

I am confident that through this handbook, we can appreciate the significance of our task in our desire to further establish and strengthen the police community teamwork.

Through this handbook, our efforts for a peaceful environment could be realized, Since police service is basically people oriented, the only indicator of PNP's success is in the people's satisfaction. Thus, it is imperative for every police personnel to be of service to the people.

RAFAEL M ALUNAN III
Chairman, NAPOLCOM/
Secretary, Department of the
Interior and Local Government

Republic of the Philippines
Department of the Interior and Local Government
National Police Commission
NATIONAL HEADQUARTERS, PHILIPPINE NATIONAL POLICE
Camp Crame, Quezon City

FOREWORD

The Police is the most visible representative of the government. As uniformed member of the premiere law enforcement agency of the country, day to day decorum is demanded. As such, a knowledge of basic policing concepts is necessary to guide all his actions.

The Philippine National Police must consistently respond to the nature, dynamics, and characteristics of the fast changing times. Its primary concern is focused on crime prevention, and among the new approaches it has recently adopted is the community-based policing dubbed as COPS. Community-Oriented Policing System (COPS) is a revolutionized concept in modern policing designed to improve the efficient delivery of basic police services. It adheres to the basic concept that the police and community are co-producers of the police services hence, peace and order is a shared and joint responsibility of both.

This handbook provides clear understanding of the interdependency of roles of both the police and the community. Basically, it contains set of principles that encourage as well as promote better police-community partnership. Also, this handbook is designed to provide the PNP members the basic ground rules to enhance effectiveness.

The community-police partnership is being encouraged to enhance the PNP's community based crime prevention programs. Members of the PNP must internalize and apply this basic COPS concept in order to sincerely pursue its noble purpose.

I enjoin the readers and practitioners of COPS to institutionalize and put into actual practice the tenets and principles contained herein. Suggestions to further improve the contents are most welcome. Please direct them to the Director, Directorate for Human Resource and Doctrine Development, Telephone Numbers: 725-3217, 723-0401 up to 20 local 5683, 5663 and 3873.

RECAREDO A SARMIENTO H
Police Director General
Chief, PNP

Republic of the Philippines
Department of the Interior and Local Government
National Police Commission
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Camp Crame, Quezon City

PREFACE

Community-Oriented Policing System (COPS) capitalizes not only on the active police and community partnership as antidote to criminality but also underscores the proactive approach in policing which zeroes in the root causes of the problems and their solutions.

This handbook on Community-Oriented Policing System provides the general guidelines and it answers the basic questions which every police officer should know. It contains a comprehensive set of guidelines and norms necessary for its successful implementation as an organizational philosophy and operational strategy.

The implementation of COPS is geared towards the attainment of uniformed strategy at all levels of police commands. Efforts were also made to synergize the actions of the police and the community to gain a more realistic and positive approach in crime prevention.

Every member of the PNP must contribute his share of responsibility towards attaining a peaceful, orderly and progressive environment in our society.

CRISOGONO RIFRANCISCO
Police Sr Superintendent, MNSA
Director

16 January 1996

TABLE OF CONTENTS

Message	i
Foreword	ii
Preface	iii

Chapter 1 UNDERSTANDING COPS

Introduction.....	1
Fundamentals of COPS	2
Traditional Policing; Characteristics.....	5
Institutionalizing COPS.....	6
Program Components of COPS	10
COPS and PCR; Contrasts	13

Chapter 2 PLANNING FOR COPS: THE PROBLEM ORIENTED APPROACH

Introduction;.....	18
Foundation for Problem-Oriented Approach.....	19
The Nature of Police Problem.....	20
Developing the Overall Approach.....	21
Implementing the Process.....	25
Effect on the Organization.....	26
Problem-Oriented Policing: SARA Model.....	27

Chapter 3 ORGANIZATIONAL CHANGES FOR COPS

Introduction.....	32
Return to the Basic; Peel's Principles.....	32
The Need for Change	34

Chapter 4 IMPLEMENTING COPS

Introduction.....	38
Strategies	38
Potential Obstacles.....	42
Operational Guidelines.....	45
Bibliography	47
AppendixA - Police Beat System.....	49
AppendixB - Neighborhood Watch: The Baguio Project.....	60
AppendixC - COPS Five-Year Master Plan.....	69
AppendixD - COPS Implementing Guidelines.....	81
AppendixE - PNP Anti-Crime Strategy (LOISANDIGAN 10/93).....	89