

C.O.P. TALK

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Eastern Kentucky University

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A Message From Our Assistant Director....

While 1999 may be the last year of the millennium, it is also a year of new opportunities. The RCPI at Eastern Kentucky University will be involved in promoting new technologies in law enforcement, new funding for school-based problem solving, new strategies for domestic violence response, new opportunities for partnering with school districts for employment of school resource officers (SRO), and scholarship opportunities for students interested in serving as police officers. All this and more will be found in this issue of *C.O.P. Talk*. The "spotlight" article provides an overview of effective community policing strategies implemented by the Danville Police Department.

Technology issues will be addressed, in part, by the offering of Geographic Information Systems (GIS) training to a limited number of participants in the upcoming year for the purpose of developing training modules applicable to the policing needs of small towns and rural areas. The utility of crime mapping and crime analysis for smaller agencies is likely to expand as new partnerships are forged with other providers of services. As agencies consolidate communications systems with emergency medical services (EMS) and fire services and incorporate computer aided dispatch (CAD) systems, the value of GIS and global positioning systems (GPS) becomes more evident.

An announcement has been made by the Office of Community Oriented Policing Services (OCOPS) concerning new funding opportunities for the development of School-Based Partnerships. As many as 150 awards will be made to police departments or

school districts willing to work in partnership on problem-solving projects. Project awards will not exceed \$150,000. More information is available at the COPS office web site, or by calling (202) 514-2058. We are strongly encouraging agencies in Kentucky to take advantage of this opportunity.

Police executives should also be aware that the Center for School Safety, located at Eastern Kentucky University, will provide grants to school districts interested in hiring school resource officers (SRO). Some police agencies may wish to form partnerships with school districts to facilitate these projects. See page seven for more information.

The RCPI has been awarded additional funding to develop a model for conducting conferences on Community Response to Domestic Violence. This unique initiative will bring together nationally recognized experts from the areas of community policing and domestic violence response to create a functional model for the dissemination of information on effective community strategies.

A description of the requirements and benefits for participants in the 1999 Kentucky Police Corps Scholarship program is also provided in this issue. Look for information on page two regarding financial incentives to police agencies hiring graduates of this outstanding program.

Please continue to provide information which can be shared with our readers regarding successful program implementation. I hope this issue of *C.O.P. Talk* provides you with useful and interesting information.

Mitchell Smith
Assistant Director

Hazard Police Department Creates Office of Community Coordinator

by
Steve Burton

January brought a new year and a new opportunity for communication between the citizens of Hazard and the Hazard Police Department. The creation of the office of "Community Coordinator" expands the possibilities of citizen input and broadens the range of communication links for this eastern Kentucky city.

Hazard Police Chief Rod Maggard announced the hiring of community leader Roy Combs as the first community coordinator in Kentucky. This pilot project is funded by the Regional Community Policing Institute at Eastern Kentucky University. Mr. Combs will include the 20 hours per week as community coordinator into his already busy schedule as a teacher at Hazard High School.

The Hazard Housing Authority has joined in the community effort by donating the use of office space for the community coordinator. The recently renovated office is located in the Liberty Street Housing Community and will also serve as a substation for the Hazard Police Department. A computer laboratory for neighborhood children is also provided at the site as a service of Hazard Community College. The Liberty Street Housing Community has been the scene of several community policing efforts, the success of which has been due to resident participation and cooperation with the police department.

The community coordinator will also have access to the headquarters of the Hazard Police Department and sites in the Walkertown Housing Community and Allie Daniel Gorman Towers to use for meetings and training. Training will be provided by RCPI staff, Hazard Police Department, local service agencies, and other providers as needed.

This project is a unique venture and has the potential to increase community involvement in the safety and well-being of the citizens of Hazard. The leaders of this progressive community have demonstrated insight and faith in the citizenry and have been rewarded by a continuing community wide effort to improve quality of life. The office of community coordinator is another example of that effort.

The 1999 Kentucky Police Corps

The Police Corps is a national effort to motivate highly qualified young people to serve our cities and counties for four years as police officers on community patrol. Successful applicants receive up to a total of \$30,000 in college scholarships, as well as full salary and benefits during the four years of service.

The Police Corps is funded by the U.S. Department of Justice. Kentucky Governor Paul Patton has appointed the Department of Criminal Justice Training as lead agency to administer the Police Corps on behalf of the Commonwealth of Kentucky.

The Program

The Undergraduate program in Kentucky is for full time students at an accredited 4-year college or university. Students accepted into the program receive up to \$7,500 a year for the educational expenses of their freshman through senior years. Senior applicants will receive up to \$7,500 for their last year of college and be reimbursed for the other three years after they begin the required police service. Reimbursement will begin at the end of the first year of service, on a year-for-year basis, subject to the \$7,500 per year limit. After graduation, Police Corps participants complete a rigorous 16 week residential Police Corps training program. During training, each participant is furnished with living quarters, meals, uniforms, other required items, and receive a stipend of \$250 a week. Upon completion of the Police Corps training program, participants will serve a Kentucky police department or sheriff's office in an area of need for a four year period. The law enforcement agency receives \$10,000 for each year of a participant's required service.

For information on participant qualification requirements and details of the selection process, or to request an application, call The Kentucky Police Corps at (606) 622-2221 or write to:

Department of Criminal Justice Training
ATTN: The Kentucky Police Corps
Funderburk Building
Eastern Kentucky University
521 Lancaster Rd.
Richmond, KY 40475-3102

Fax Number (606) 622-2740

Spotlight on: Danville

by
Curtis R. Blakely

In each issue of *C.O.P. Talk* we “spotlight” a community that has adopted and implemented the tenets of community policing. While many communities have adopted components of community policing, it takes a municipality that lives by these principles to be included within this column. Danville is just such a community. From Fishers Row, the historic section of Danville, to its picturesque downtown, one gets the impression that this community is steeped in tradition. In fact, the Commonwealth can trace its statehood directly to this city of approximately twenty-thousand. It was here that the Supreme Court of the District of Kentucky held its constitutional convention on June 1, 1792 establishing Kentucky as a recognized member of our fledgling Union. Quite an impressive claim to fame!

Danville is a fine example of a community in which tradition and heritage coexists with progressive ideology. The Danville Police Department has boldly taken a forward-looking approach to its activities. This twenty-eight officer department, led by Chief Larry Downs, has implemented numerous strategies that can be credited with returning the “community” element to small-town policing. According to Chief Downs, these approaches are helping to instill a degree of trust and mutual respect between his community and its law enforcement employees.

While visiting this community it became quite evident that the Danville Police Department is actively engaged in all four dimensions of community policing. These four dimensions include the philosophical, strategic, tactical and organizational components. Let us analyze the manner in which the Danville Police Department has, and is currently implementing each of these four dimensions.

The Philosophical Dimension:

Operating under this dimension, the department has adopted a style of policing philosophy that permeates it entirely from the office of the chief to the department’s newest recruit. This philosophy demands that its officers place a degree of importance upon service delivery equal to that placed upon traditional law enforcement efforts. In essence, departmental directives dictate that citizen’s concerns are of paramount

importance, even when they fall outside the traditional arena of police responsibility. This unique shift to a service orientation requires that the department’s clientele have an active voice in what they expect from their police personnel. Being attentive to community requests dictates that officer response and the ability to implement effective problem solving techniques be constantly reviewed. This task is overseen by Chief Downs and other administrative personnel, who ensure that the needs of citizens are being met in both a timely and effective manner. This process requires continuous input from external sources such as citizens who attend city and police-sponsored meetings, citizen police academy participants or those serving as liaisons with various community groups.

The Strategic Dimension:

Basic philosophical changes are pleasant to discuss, but when reduced to their simplest denominator, they are meaningless unless applied. This is precisely the purpose of the strategic dimension. Within this dimension, the Danville Police Department shines. The department utilizes a very active program designed to

remove officers from the seclusion of their patrol cars and place them in high profile activities throughout the community. These include active foot and bike patrol units. According to Chief Downs, interactive patrol helps build strong relationships with the community, familiarize officers and citizens with each other, and allows stealthy patrol in areas that couldn’t adequately be serviced by motorized patrol units. These units are used primarily to patrol geographic areas that demonstrate the need for continuous police presence. Officers assigned to these details accept ownership of a wide-array of problems and often take leadership roles in assisting to alleviate citizen concerns within their assigned areas. Contact by these officers with citizens is frequent and concentrated, and according to Chief Downs, highly effective. These specialized units place a high emphasis upon crime prevention and the ongoing education of those citizens impacted by their activities.

The Tactical Dimension:

Operating under this dimension, the police department seeks to build and cultivate relationships with other area agencies, groups and social service providers. Danville utilizes an active community watch program which ensures that any suspicious activities are reported. Also, Chief Downs has increased the pres-

ence of his officers within local schools. Emphasis is placed upon walk-throughs, presentations, anti-drug programs and a well-received reading program. The department is proud of its reading program which permits officers to spend time with students and interacting with them in a way that builds trust and confidence. Downs believes that these programs are especially valuable to the at-risk-youth and, therefore, extends all programs to the community's alternative school. Officers refer citizens to other resources within the area that, when combined with police assistance, greatly impacts the likelihood for positive results. Danville's police administrators subscribe to the philosophy that to effectively impact problems, it is vitally necessary to forge partnerships with outside resources. In essence, the more people or agencies involved in addressing an issue, the greater the likelihood that a positive impact will be accomplished.

The implementation of a ride-a-long program, has been a great success in attracting interested people from all age, race and socioeconomic backgrounds. The Chief credits ride-a-longs as a tangible way in which interested citizens can obtain first-hand experience with the problems and concerns being addressed by the police department.

The department has also implemented a citizen-police academy. According to Chief Downs, this thirteen-week program, familiarizes participants with virtually every operation and task that occurs within the department. The Chief states that the success of this program is directly dependant upon the diversity of its participants and their willingness to express ideas, concerns and question. All officers in the department instruct within the academy, giving the community an opportunity to meet and become familiar with its officers. Chief Downs is especially pleased with this program's ability to attract individuals that may have otherwise steered-clear of the police department. Participants have included those from minority groups, as well as the young and disenfranchised.

Danville also recognizes and has implemented a unique method to assist citizens with their concerns about graffiti. This program provides property owners with free aerosol cans of graffiti remover. This method has been used successfully in several areas of the city.

The Organizational Dimension:

A basic tenet of this dimension is the manner in which information is shared, and communication enhanced. The traditional isolation of police administra-

tors from line personnel has been removed. Here, the Chief and other administrative officers maintain an open-door policy that makes it possible for all officers to approach administrators on subjects of interest or concern. The departments administration has adopted and merged elements of both participative and total quality management approaches. Officers are not only encouraged to speak frequently with administrators, but expected to do so. According to Chief Downs, in the classical style of police management, information flow was a problem. However, within this department, top level administrators are fully aware that information flow is a two-way process.

While information flow is critical for effective policing practices, information flow between the department and its community is even more critical. Often ignored by traditional managers, police departments were bastions of secrecy. Operations and internal activities were closely guarded. However, in Danville, things work differently. The community is seen as a partner in maintaining the quality of life within Danville. Therefore, the police department has provided, to select community groups and interested citizens, complete copies of departmental policy. This ensures that the community is aware and familiar with departmental policies and guidelines. According to Chief Downs, this approach has served to eliminate a feeling of secrecy and lessen apprehension.

Chief Downs, a member of the National Association for the Advancement for Colored People (NAACP), believes that myths about the police can be dispelled through open and clear communication. It is through his departments numerous advisory boards - hiring, grant, promotional, that citizens have direct participation in police activities. Likewise, according to Norman Bartleson, President of the Danville Chapter of the NAACP, the department has made, and continues to make a conscience attempt to serve all its citizens in an open, honest, and professional manner. Bartleson credits the Danville Police Department's high level of service as a direct result of their interest in the community and the establishment of an open and caring line of communication.

Tradition is alive and well in Danville. However, it takes just a few minutes with Chief Downs to understand that the privilege of a proud past, mandates a greater responsibility to provide for an even prouder future.

The COP Response to Domestic Violence

The Regional Community Policing Institute at Eastern Kentucky University is currently engaged in another round of “Community-based” training. In 1999 we will visit twenty cities in the Commonwealth and present a 2 ½ day program for both citizens and police on community policing with an emphasis on problem solving. At each training site the Chief of Police or his/her designated representative will have time on the program to present local crime statistics, problems and points of interest to their community. While these numbers differ from one community to the next, there are similarities, common threads if you will, that run through most communities one of which is the issue of domestic violence. This is not surprising, since 27,758 temporary protective orders (EPO’s) and 18,252 Domestic Violence Orders (DVO’s) are issued annually in Kentucky.¹ “Of women who visit medical emergency rooms, 22-35 percent visit for domestic violence related injuries (about 1 million per year), and 50 percent will not discuss the injuries with anyone, including the police and doctors.”²

Contact any police agency in America and I feel certain that one of the primary concerns of that department will be domestic violence. These concerns may include officer safety, victim safety, liability, training needs, and a host of other issues. To address this complex problem, a number of changes have taken place in the Commonwealth in recent years. Police training requirements for domestic violence are mandated by Kentucky law and all police agencies are required to have a written domestic violence policy approved by the Justice Cabinet. Services provided to victims of domestic violence by shelters, prosecutors, social workers, police agencies and others have increased with the benefit of private donations, community support, and Federal and State funding through grants under the Victim’s of Crime Act (VOCA) and the Violence Against Women Act (VAWA). Domestic violence calls are unpopular, dangerous, and frustrating for the typical police officer. And yet the fact remains that this type of call for police service demands more of our resources than ever, and justifiably so, it may be that domestic violence is one of the most under reported crimes in America. While it is true that domestic violence is a problem, the question remains, what can we do about it? More importantly, is Community Oriented Policing an effective tool for

addressing this pervasive problem?

Perceptions, or what one perceives to be true, can be more influential than facts. A case in point is the inference made by some that community policing is “soft on crime”, a perception that is not based on facts. While it is true that community policing does rely heavily on problem solving, there is no truth to the supposition that problem solving discourages the justifiable use of enforcement of the law including but not limited to arresting offenders, crime prevention efforts, increased patrol, or other applicable enforcement tools.

By focusing on problem solving the police response can take into consideration the root causes of the problem and not simply focus on the symptoms. If a problem is the result of criminal activity, as many problems certainly are, and you eliminate the problem or reduce the negative effects of that problem, it is illogical to jump to the conclusion that problem solving has somehow interfered with crime fighting. A valid goal for crime fighting initiatives should be crime prevention, a concept that certainly applies to the issue of domestic violence.

Another misconception about community policing mentioned in a recent book on domestic violence is the inference that community policing is merely a “program”.

“Tactics used to implement community policing may also have a problematic effect on domestic violence. Virtually all such programs emphasize increases in foot patrol in highly populated areas and officer efforts to mingle with the population. To the extent that a department simply reallocates existing patrol officers, this may detract from the police ability to respond rapidly to victim calls for service-domestic violence and other crime victims may be affected.”³

Across the Commonwealth of Kentucky many police departments have successfully implemented community policing strategies and yet few have incorporated foot patrol as one of their strategies. To suggest that foot patrol is emphasized by “virtually all such programs” is a gross generalization and demonstrates a basic ignorance of what community policing really is by reducing it to that catch all phrase “program”. Any chief of police, sheriff, or post commander that allowed his or her

department to be crippled to the point that on-duty officers could not rapidly respond to an emergency call for service would be derelict in their duty. I am not aware of any such irresponsible misuse of manpower or resources in the Commonwealth.

Community policing does utilize many innovative program components, but it is far more than just another “program” and must be more than a program if it is to be effective and have a long term impact. Community policing is both a philosophy and a program. The philosophical implications of community policing are far reaching and profound. To understand community policing, it is important to move beyond a superficial definition of community policing and look closely at a comprehensive description of what community policing is and what it is not. The RCPI in Kentucky employs the following description of community policing, which translates the theoretical into the practical by breaking down community policing into four dimensions with each dimension subdivided into three elements.

The Philosophical Dimension⁴

- Citizen Input
- Broad Function
- Personal Service

The Strategic Dimension

- Re-oriented Operations
- Prevention Emphasis
- Geographic Focus

The Tactical Dimension

- Positive Interaction
- Partnerships
- Problem Solving

Organizational Dimension

- Structure
- Management
- Information

This community policing framework facilitates flexibility in its application and allows police agencies to select from a wide array of choices to meet the needs in their own communities. Domestic violence can be addressed with a comprehensive community policing response without placing victims at additional risk. A brief overview of some community policing applications in the domestic violence response are:

1. Local Domestic Violence Coordinating Councils: The coordinating council can be a source of partnerships,

positive interaction and citizen input. When police are actively involved in the local coordinating council, the possibilities for collaboration, shared information, cross training and increased victim support can be realized.

2. Sexual Assault Response Teams: Communities across the Commonwealth are using the Sexual Assault Nurse Examiner position as a way to promote the “team” response to sexual assault. One of the goals of this program is to enhance evidence collection procedures to eliminate potential problems related to contamination of evidence and to maintain the integrity of the chain of evidence for prosecution of offenders.

3. Training: In addition to mandated training, some agencies are moving beyond the minimum standards and even include cross training with other service providers. One application would be partnerships between abuse shelters and the police. Not only could these partners participate in training opportunities, but the police could become active as a resource in support groups conducted by the shelters.

4. Workplace violence seminars: Domestic violence is not limited to the home or residence of the parties involved. Often the workplace becomes the crime scene or the place the perpetrator chooses to violate the protective order. Seminars conducted for the employer and/or the employee could be beneficial in prevention of workplace violence but to also increase the understanding of fellow employees and/or employers of the dynamics associated with domestic violence.

5. Specialized units: Unit specialization has been around for decades and some police departments are now addressing domestic violence with this strategy. While domestic violence training is being addressed on a state-wide level, additional or advanced training in domestic violence, child abuse, elder abuse, victimization, sexual assault and other critical areas can be provided for a specialized Domestic Violence unit like the one found in Nashville, Tennessee, or the Domestic Violence Enhanced Response Team (DVERT) in Colorado Springs, Colorado.

6. Victim advocacy: Victim advocacy is not a new concept, but, new and innovative ways to coordinate the police response and victim advocacy are now being addressed with an emphasis on community policing. The Domestic Violence Response Team may include a vic-

tim advocate who is dispatched to the crime scene and may begin the process of victim assistance immediately after the violent assault. The Jefferson County Police Department has successfully teamed police officers with victim advocates and is now expanding this response county wide. Partnerships are being formed in some locations between the police and agencies, like spouse abuse shelters and rape crisis centers to provide advocacy services to victims who other wise might not come into direct contact with these service providers.

7. Emphasis on technological innovations: Advances in technology have made available a number of tactical options for improving victim safety and holding offenders accountable for their behavior. Options like: the emergency cell phone program used by communities across the Commonwealth, Juris Monitor alarm systems, the VINE system (Victim Information Notification Everyday), crime mapping, LINK/NCIC, and enhanced 911 systems, to name just a few, are now being incorporated into the domestic violence response.

Community policing is far more than “foot patrol” or “mingling with citizens”. The community policing emphasis on problem solving is not detrimental to law enforcement, nor does it promote a shift away from arresting offenders. Community policing is not and never will be an answer to all of the needs in a community, it is however, one answer that has applications for our most vexing problems, domestic violence being only one of many.

1. Governor’s Office of Child Abuse and Domestic Violence Services Website: <http://www.state.ky.us/agencies/gov/domviol/gidv.htm>.

2. Adams, David, “*Identifying the Assaultive Husband in Court: You Be the Judge.*” Boston Bar Journal, 33-4, July/August 1989. “The Health of American Women,” Commonwealth Fund Fieldwork: February-March, 1993.

3. Buzawa, Eve S. and Carl G. Buzawa. Domestic Violence: The Criminal Justice Response. Thousand Oaks, California: Sage Publications, 1996, page 167.

4. Cordner, Gary, “*Elements of Community Policing*” In Gaines, Larry K. and Gary W. Cordner (eds.), Policing Perspectives: An Anthology. Los Angeles, California: Roxbury Publishing Company, 1999, pp. 137-149.

School Safety Grants Available for Fiscal Year 2000

The Center for School Safety (CSS) located at Eastern Kentucky University has announced that nine million dollars has been appropriated for school safety grants for fiscal year 2000. School districts which have applications pending should reapply by April 15, 1999. New applicants must provide a “letter of intent” to the CSS by April 15, while complete applications are due by May 15, 1999.

Funding categories include the following:

- Alternative Education Programs
- Intervention Services
- School Resource Officers
- Training Programs
- Community-Based Programs
- Other Violence Prevention Programs

Police executives should be aware that school districts are encouraged to work in partnership with police agencies in the employment of School Resource Officers. This is a tremendous opportunity for police agencies to enhance community policing strategies.

More information is available from the CSS at www.kysafeschools.org or by calling toll free 877-805-4277.

There are several resources available through the Regional Community Policing Institute including books, videotapes, workbooks and pamphlets. There are also self-study courses available over the internet at our website: www.kycops.org.

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All questions, comments or suggestions should be directed to (606) 622-2362 or e-mail us at kycops@kycops.org.

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