

City growth, community oriented policing and a social capital model

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Abstract: *Community oriented policing has been acknowledged by sociologists, urban planners and law enforcement practitioners as a key tool for establishing a police-community partnership to aid in identifying, prioritizing, and resolving crime problems, and relies heavily upon the modern concept of social capital. Social capital involves personal relations and networks of relations as being important for generating trust and enforcing norms (Coleman, 1988 & 1990). This paper suggests that critical areas of social capital, such as creating policies that promote and sustain trust, can be diluted by factors affecting growth and proposes a model for creating a high trust culture by implementing management systems that promote community-based partnerships for addressing crime and improving police services. The model specifically leverages six key social capital precepts to provide a standardized approach for identifying and periodically assessing the health of community policing partnerships.*

Introduction

Community oriented policing (COP) is a partnership-focused public safety service that utilizes citizen resources to create improved policing through the use of social capital or community commitment (Pino, 2001, p. 200). We examine how COP programs can offset negative factors associated with significant community growth, using the City of Colorado Springs and their associated COP efforts as a positive example. Using the Colorado Springs COP program as a model, we identify six elements for using key social capital factors to strengthen the partnership between a community and its police department. Elements critical to this paper will be the defined nature of growth as well as its observed impact. A discussion of the findings will address the viability of the model and its ability of being exported to other rapidly expanding communities.

Definitions

Nicholl (2000, p. 24) defined community policing as a “policing philosophy designed to reduce crime and disorder in communities by fostering trust, respect, and collaboration between police officers and citizens.” This refinement of police practices has enjoyed broad acceptance since the mid-1990s, having achieved the current status of “dominant theme” among law enforcement departments throughout the US (Maguire, 1997; Zhao et al., 1999). Looking for the causation of this effort, several views have been offered to explain the emergence of community policing. Kelling (1996, p. 161) detailed three possible reasons as (1) citizen disenchantment with police services, (2) response to the results of social science research, and (3) patrol officer frustration with their traditional roles of solely responding to crimes. In a separate analysis, Trojanowicz et al. (1998, p. 53) added to these beliefs by

stating that community policing “rose like a phoenix from the ashes of burned cities” because of two interrelated problems; namely, the isolation from citizens that patrol officers felt while in their cars, and the public’s fear of victimization and perceptions of rising crime rates.

These stated ties between community policing and social science issues led use of the social capital concept as a basis for developing a model to measure police effectiveness.

There is considerable debate in literature on the meaning of social capital, largely stemming from authors ensuring that their hypotheses and theories are appropriately aligned with a definition that best serves their premise (Dasgupta, 2000, p. 280). The three authors from literature selected for our review were Bourdieu, Putnam, and Coleman. Pierre Bourdieu (1986, pgs. 241-258) applied the concept of social capital in the area of education, arguing that it involves membership in a group whereby members have the backing of the collectivity-owned capital. Robert Putnam (1994, p. 31) focused on “good governance,” and addressed the correlation between civic engagement and effective government as virtually perfect. James Coleman (1990, p. 300) suggested that social capital reflects the ability of a community to create an informal social structure which facilitates the achievement of a sought-after outcome. Scholars note that social capital is an aspect of social organization -- which includes trust, norms and networks -- that can act as a catalyst for partnership-based actions (Putnam, Leonardi et al. 1993; Coleman, 1990; Putnam, 2000). For this paper, the definition of social capital that was adopted centered on community policing acting as a partnership-based catalyst for the evolution of informal social relationships within the community.

Overview of the linkage between community policing and social capital

As described by Pino (2001, p.202) in his article *Community policing and social capital*, "... when citizens and their groups, police officers, and other in the public and private sector work together to reduce crime and disorder, one could argue that this is evidence of social capital building." This creation of a community social fabric lays the foundation for public safety problem-solving that attempts to prevent the occurrence or recurrence of crimes (Robinson, 2003, p. 661). As police departments attempt to assess the effectiveness of their current public partnerships, their historical and routine use of crime trends – or quantitative data -- has proven largely ineffective (Fielder, 2007 interview). The model described in this paper will fill this void by focusing on a tool that better serves the assessment of interactions with the citizens -- a qualitative measurement -- through community policing.

Examining the community oriented policing concept.

COP programs not only build strategic community partnerships that result in trust and respect, but also create institutions for better communication between community leaders and the police (Thacher, 2001, p. 14). As discussed by Nicholl (1999), community policing programs teach residents to become valued resources for the police department by developing an understanding regarding what crime really means for their areas. More specifically, "Problem identification is not merely an outcome of collaboration; the process is critical to building a sense of joint responsibility and ownership between the police, the community, and other agencies" (Nicholl, 1999, p. 28). COP establishes guidelines that clearly articulate residents' roles to maximize their ability to be the eyes and ears of the department while minimizing their personal risk (Husted, 2007 interview). Regardless of the

positive impacts recognized today, the advent of COP programs over fifteen years ago was not always heralded as an effort of real significance by all police departments. Historically, most law enforcement officers labeled COP programs as just an effort to make agencies look “progressive” while they proceeded with their unchanged business of policing (Zhao, 2003, p. 9) From their perspective, it was the tactical cause-and-effect of taking criminals off the street that made the true difference (Fiedler, 2007 interview). Police Department’s additional focus on COP, which had goals seemingly less tangible and defined, was greeted with rank-in-file skepticism. Thus began the slow evolution toward managing crime as well as fighting it (Fiedler, 2007 interview). As highlighted in *Fixing Broken Windows: Restoring Order and Reducing Crime in Our Communities*, "Community policing recognizes that police serve multiple aims, as reflected in their broad functions. Crime reduction is certainly one priority; others include policing in accordance with the law as well as properly in civil and moral terms, reducing fear, protecting neighborhoods, and helping citizens manage problems." (Kelling and Coles, 1996, p. 160)

COP earned police acceptance by meeting public expectations (Husted, 2007 interview). With the Nation’s population seeing an influx of immigrants, significant demands have been placed on the criminal justice system and associated police programs (Skogan, 2002, p. 1). Explosive population growth caused officers to realize their numbers were woefully inadequate to use a reaction-enforcement approach for stemming crime (Fiedler, 2007 interview). Officers were called upon in COP to address the subjective social capital condition of disorder (Nicholl, 1999, p. 23).

Countering disorderly behavior is important in both the perception and reality of public safety since shows the potential for more serious crimes and urban decline that may follow if left unaddressed (Kelling and Coles, 1996, p. 16). In the description for the term "Broken Windows," (p. 19) was the relationship between disorder and crime as "if a window in a building is broken and is left unrepaired, all the rest of the windows will soon be broken ... One unrepaired broken window is a signal that no one cares, and so breaking more windows cost nothing." In an effort to be prudent in the face of crime, the public retracts from the streets and thereby relinquish their previously held social control for helping maintain peace within the community. This reaction to fear leads to social atomization and the casting of total responsibility for crime identification and prevention to the police (p. 20). In today's atmosphere of fewer patrol cars for larger geographic areas and populations, allowing the "Broken Windows" phenomenon to occur directly contributes to decline and decay of the community (p. 25).

In a police culture with the reputation for strong and immediate action, embracing the strategic value of good communications and solid community relationships is still viewed by many communities as a paradigm shift (Silverman, 1999). From the historical perspective, "A consensus exists among scholars that American policing has been characterized by three distinctive goal-derived functions throughout its nearly 150-year history: crime control, order maintenance, and service provision" (Trojanowicz and Bucquerouz, 1990; Walker, 1999; Wilson, 1968). As pointed out in the article *Community Policing: Did it Change the Basic Functions of Policing in the 1990's*, "Non-emergency services take on a greater importance ... COP-directed rearrangement of police function places greater emphasis on order maintenance and other non-emergency services" (Zhao and Lovrich, 2003, p. 701). In order

for COP to be truly effective, police leadership must discover a process for adopting community perception of fear and need for order as heavily weighted goals (Nicholl, 1999, pgs. 3-4). Organizational paradigm shifts are extremely difficult. These changes within police departments are equally as difficult, unless the organization already enjoys a progressive atmosphere (Silverman, 1999).

Examining the social capital concept.

The social structure fabric that represents any community is both diverse and ever-present, and may suffer degradation wherever the incidence of crime is high (Healy, 2001, p. 14). As one of the founding fathers of social capital, Coleman presents the view that COP activities may fill a growing social void in the community. As Portes (1998, p. 7) highlights, "Social control is also the focus of several earlier essays by Coleman, who laments the disappearance of those informal family and community structures that produced this type of social capital; Coleman calls the creation of formal institutions to take their place ... traced the decline of "primordial" institutions based on the family and their replacement by purposively constructed organizations." Given this premise, the COP organization will require a positive community response -- vice endorsements for individuals -- to achieve an organized communal structure. As emphasized in Coleman's (1990, p. 300) benchmark book *Foundations of Social Theory*, "There is a broadly perpetrated fiction in modern society ... This fiction is that society consists of a set of independent individuals, each of whom acts to achieve goals that are independently arrived at, and that the functioning of the social system consists of the combination of these actions of independent individuals." As neighborhoods strive for better local environments, the need to achieve a sense of community is a critical

factor if they are to stave off feelings of alienation (Farrel, Aubry, and Coulombe, 2004, pgs. 9-21).

The value citizens place on public safety is heavily reliant on the maintenance or restoring of agreed upon “norms” (Nicholl, 1999, p. 56). Put into context by Coleman (1988, p. S104), "Effective norms that inhibit crime make it possible to walk freely outside at night in a city and enable old persons to leave their houses without fear for their safety." Creation of these expectations is actually one of the key requisites for COP programs throughout the country. As further detailed by Robinson (2003, p. 657), "... four dimensions of relationships that should be assessed when studying social capital: level of trust, cooperative exchanges, group cohesion, and social support. It is assumed that people who have relationships that are high in these qualities have more social capital than people whose relationships do not possess these qualities." When the four dimensions of relationships are compared with COP initiatives such as Response Time Surveys, Citizen Advisory Boards, Neighborhood Watch, and Community Relations Units, it is easy to see the synergistic ties to social capital theory. A capstone reflection that adds further depth to this critical relationship was articulated by Pino (2001, p. 214), "According to many criminological theories, the increase in community involvement, ties, and other forms of social capital can lead to long term improvements in crime reduction and quality of life, *in spite of the police*. But if the police and community were able to build social capital together as well, long term crime reduction and increases in quality of life would be a more distinct possibility."

of community policing conceptually

Social capital, originated during the 1960's, lacks the ability to project community and societal trends. ((Thurman & McGarrell, 1997, pg 126). COP models across the United States have experienced difficulty growing with a ever changing communities. Subjectively, even community policing is interpreted differently between police departments and communities. (Policy Research Initiative, 2003, pg 3). Communities and police departments need a unified social capital model to leverage the community strength to better ensure the safety of the community. Much like a partnership, the definition of an adaptive social capital model can be treated similarly to a financial investment. Using that financial analogy, social capital can generate returns of increased safety, less costly police forces and greater cooperation in the community. (Policy Research Initiative, 2003, pg 3).

Application to Colorado Springs

In 2006, Colorado Springs was ranked by CNNMoney.com as the best big city to live in the United States based on median income, job growth, insurance premiums, and several other factors. Although social capital was not spelled in their criteria, the high income and job growth were reflective of a stable environment with established "norms" that entice business growth. Comprising one-hundred forty square miles at the eastern base of the Rocky Mountains, Colorado Springs has experienced explosive growth every year since the 1960 (Figure 1).

Colorado Springs Population Growth

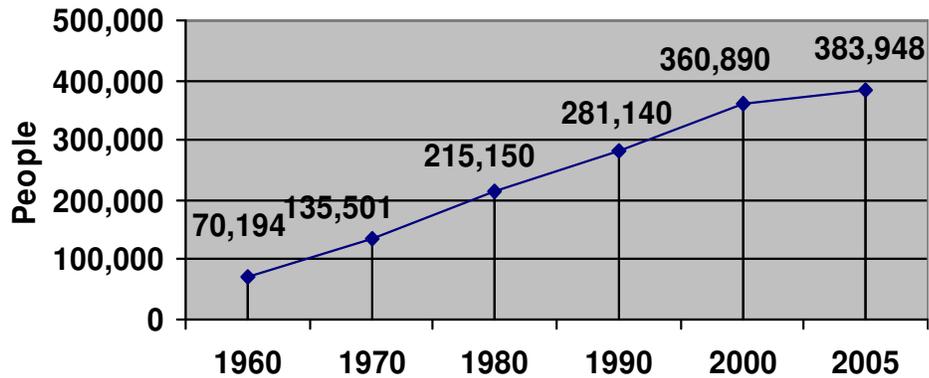


Figure 1 (2007 US Census)

Community expansion and development must be well handled in order to not provoke citizen's concerns for managing growth (Porter, 1997, p. 2). The more a community changes in size and population, the greater the COP resources and effort expended to support that growth (Husted, 2007 interview). Without this effort, a community can potentially grow unsustainable based on a perceived low quality of life (Bartlett, 1998, pgs. 77-81). As rapid growth creates these challenges within the community, police services also struggle with meeting public expectations without some form of assistance (Fiedler, 2007 interview).

The Model

This study creates a social capital-based model to periodically assess the health of partnerships between the public and the police. The intended application is to ensure rapid population growth does not become a negative in COP relationships. Since social capital is not easily measured due to its qualitative nature, the use of a binary -- True/False --

methodology was adopted as a first tier assessment approach by measuring six key social capital areas to contextualize and assess the COP efforts.

Research indicates that the characteristics embodied of this social capital model are represented in multiple community policing programs. Those elements were broken into six factors; Accountability, Visibility, Diversity, Proficiency, Attentiveness and Responsiveness. Accountability embodies the requirement of personal and professional accountability for both that of the police, the community and citizens (Stevens & Yach, 1995, pgs. 128-129). Law enforcement and public safety must be visible by the community (Miller & Hess, 2005, p. 80). Diversity embraces the entire community both by and for the police and not just a unique portion of the community (Partners for Liveable Communities, 2000, p. 144). The police must be proficient and professional at all times and to all members of the community (Partners for Liveable Communities, p. 144). The police and citizens must attentively listen to the community to protect and serve the community. By listening, all parts of the community must respond to each other's requests (Thurman & McGarrell, 1997, pgs. 34-36).

These factors set the stage and give context for a more in-depth "health of the partnerships" assessment. Specifically, analysis of the input and output of social capital regarding various police programs can be used as performance objectives, or benchmarks, to be weighted against the established community policing business plan. The degree of effectiveness in meeting any one of the dependant aspects of our social capital model can be similarly measured in a True/False manner.

Overview

The depiction in Figure 2 illustrates a process that serves as the model's overview. The interlocking circles at the center of the diagram demonstrate the interaction of the community with the police department, primarily using the social capital associated with community activities.

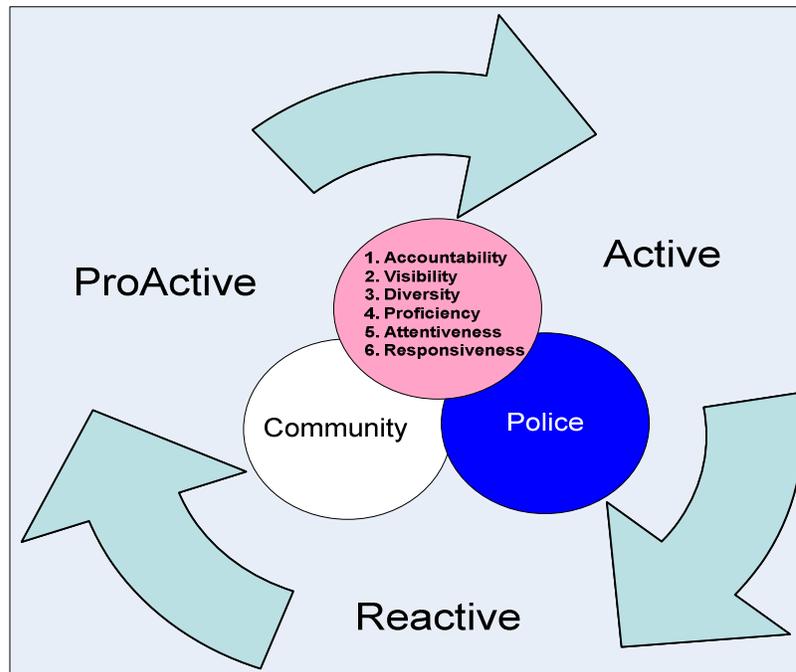


Figure 2: Overview of Social Capital/COP Model

The flow demonstrates that the community interacts with the police on a regular basis. This process is cyclic and continuous. Both the community and police can use the six concepts to measure the quality of their interaction.

The six factors

The foundation for the model was drawn from multiple authors and data sources. The strength in the model's approach lies in this unique consolidation and application of social

capital concepts. Having embraced key issues from a cross-section of contributors, these core elements enable the continuation of effective community policing programs. The six factors of social capital represent the essential ingredients required to generate strategic trusts and alliances between the community and police. The application of the elements below is the cornerstone for the model.

1. **Accountability:** Communities incite and bestow personal responsibility to encourage social capital relationships in the community (Stevens & Yach, 1995, pgs. 128, 129). For example, COS police department utilizes community surveys to gauge citizen satisfaction with police service (Colorado Springs Police Department, 2004).
2. **Visibility:** The perception that responsive law enforcement and safety measures are in place is extremely important. Non-conformist citizens are more likely to act civil if they know someone is watching. Leadership is also a visible cornerstone of communication between law enforcement and the community (Miller & Hess, 2005, p. 80). For example, the COS police department is visible in schools, churches, schools and civic events (Colorado Springs Police Department, 2004).
3. **Diversity:** When the community takes all perspectives into account, no group of people or individual is left without a voice or opinion (Partners for Liveable Communities, 2000, p. 144). For example, COS police department actively

promotes minority diversity within their ranks (Colorado Springs Police Department, 2005).

4. **Proficiency:** Results oriented community efforts are an outcome of all participants in an activity demonstrating effective project and interpersonal management (Partners for Liveable Communities, p. 144). For example, COS police department actively promotes minority diversity within their ranks (Colorado Springs Police Department, 2002).
5. **Attentiveness:** All participants in the Community Policing model must attentively listen to one another to communicate effectively (Miller & Hess, 1995, p. 105). For example, Community Action Teams communicate freely with the police to offer community input (Colorado Springs Police Department, 2005).
6. **Responsiveness:** Law Enforcement and the community should work hand-in-hand to assist each other's efforts. For civilians; neighborhood watches and civilian patrols. For law enforcement; visible participation in community groups, schools and churches (Thurman & McGarrell, 1997, pgs. 34-36). For example, citizen action forums are routinely held in police substations to address citizen complaints (Colorado Springs Police Department, 2004).

The applied model

Colorado Springs was selected as the test city for this model based partially on their nationally recognized COP efforts. Using the six social capital factors detailed above, data was collected to complete the model's matrix in Figure 3 showing focus, method, example, and result for each area. The researchers leveraged the ability to categorize and then dissect social capital examples of COP activities to comprehensively examine Colorado Springs. The matrix is a simple methodology for organizing the data so that analysis can be conducted in a deliberate fashion. Through periodic use of this model, police departments will be able to systematically assess the breadth and effectiveness of COP activities to ensure factors such as city growth have not overtaken existing partnerships with the public. The consistency of approach will give a solid foundation for analyzing COP trends and shortfalls.

SOCIAL CAPITAL FACTORS				
Factor	Focus	Method	Example	Result
Accountability	Community Citizens	Police Dept surveys	Positive or Negative Ratings	Increased Citizen Satisfaction
Visibility	Community	Community Participation	Patrol cars on the street and School Resource officers involved in middle and high school education.	Increased community visibility
Diversity	Community Police Force	Focus on community representation	CSPD representation on Immigrant Integration Panel at Pikes Peak Community College.	Increased minority representation.
Proficiency	Community Police Force	Seminars, workshops career development, and sworn personnel career counseling.	Police Training Officer program (PTO) post-academy training program.	Improved quality and abilities of police service.
Attentiveness	Police officers, city representatives and the community.	Emphasize contact and communication with the community.	Community Action Team meetings allow the Police Department and citizens the opportunity to freely communicate.	Enhanced community communication
Responsiveness	Neighborhoods	Creation of Citizen Forums	Meetings in each Police Substation	Timely Response to Citizen Complaints

Figure 3: Social Capital/COP Model

Factor Analysis

Accountable

Using annual reports and community crime data, Colorado Springs Police Department is accountable to their community through direct and indirect methods (Colorado Springs Long

Range Plan, 2002). The police were required to meet tailored objectives based on community input both before and after surveys (Colorado Springs Top Ten Report, 2002, p. 11). Data analysis was performed on past police customer questionnaires, crime rates, Colorado Springs city directives, and through police reports recording citizen concerns. The police sensitivity to meet community requirements was an apparent priority as a stepping stone for building social capital relationships (Colorado Springs PASS Surveys, 2002-2005). Census, FBI and community statistics demonstrated that the police are active throughout the entire community regardless of race, age, social status, gender, or orientation. The Colorado Springs police department's efforts to meet community needs resulted in five successive years of positive surveys (Figure 4).

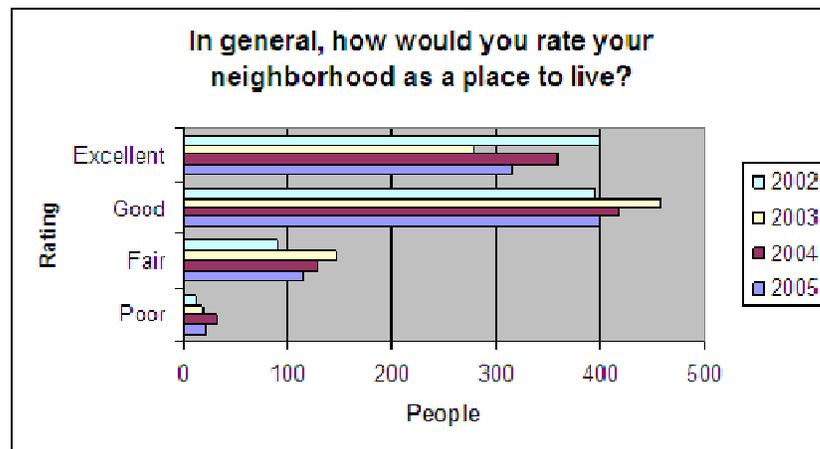


Figure 4: 2002-2005 Colorado Springs Police Survey.

Visible

The public's perception of safety relies heavily on police department visibility (Garcia, Gu, Pattavina and Pierce, 2003, p. 18). Routine police presence impresses the community that law enforcement is always available to offer protection (Tuffin, Morris, and Poole, 2006, p. 41). As shown in Figure 5, the attempts of Colorado Springs Police Department's to be as visible as possible on the streets fell short over the last several years. However, in 1990, the

police started and aggressively expanded having both Crime Prevention Officers at each Division and grant supported School Resource Officers at High Schools and Middle Schools. The police also regularly participated with community groups and at public functions (Colorado Springs Annual Reports, 2002-2005). These activities received highly positive reviews from citizen groups (Fiedler, 2007 interview). The lessons learned from this analysis defined a need to better measure of overall police visibility in future community surveys (Fiedler, 2007 interview).

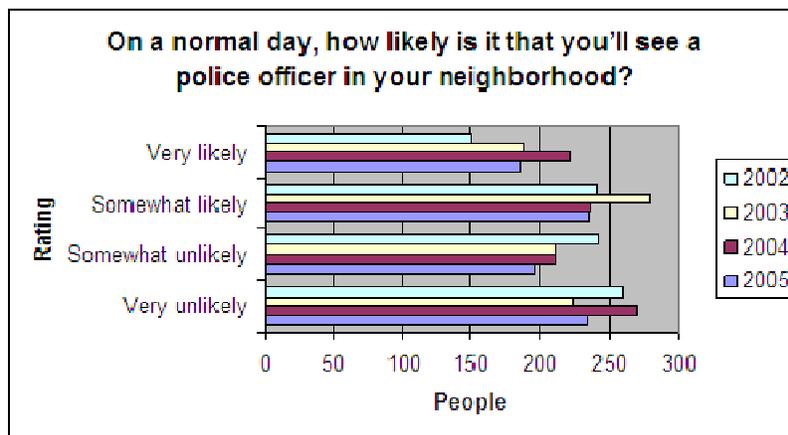


Figure 5: 2002-2005 Colorado Springs Police Survey.

Diverse

Diversity encompasses the acceptance of many different races, genders, cultures, experiences, and social differences (Miller & Hess, 2005, pgs. 144, 158). It is important that the police are visually seen and perceived as closely mirroring the community they serve (Stevens & Yach, 1995, p. 99). Diversity representation of the police force to the public fosters trust and respect. It reinforces that no group of individuals is excluded from protection by law enforcement and helps foster social capital between the community and the police (Stevens & Yach, 1995, p. 100).

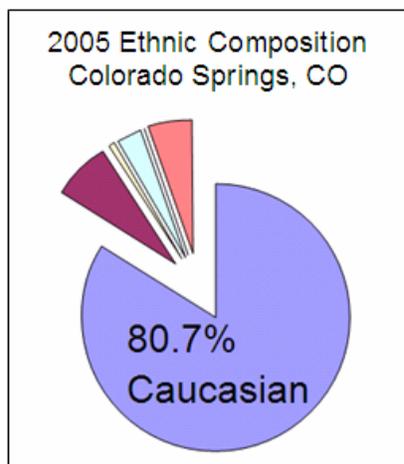


Figure 6: Ethnic Population of Colorado Springs (US Census Bureau, 2007)

The impact of ethnic diversity in the City of Colorado Springs is largely homogenous. While 80 percent is Caucasian, the police make great efforts to embrace the remaining 19 percent minority (U.S. Census Bureau, 2007). The Police Department has made several explicit and deliberate efforts to be sensitive and reflective of the minority population. Colorado Springs immigrant integration directives are currently used to involve more of the Colorado Springs Community (Colorado Springs Police Department, 2004). In 2006, the representative ethnic gap between the police personnel and community statistics was only 6.8 percent (Colorado Springs Police Department, 2006). As the population base continues to grow, this aspect of Colorado Springs social capital would be well served by periodic reassessments.

Proficient

The police must constantly train and retrain themselves on the skills necessary to perform their duties and obligations to the public (Miller & Hess, 2005, p. 116). In 2002, the

Colorado Springs Police Department received in-house training, outside seminars, workshops on specialized subject areas, and career development for sworn personnel (Colorado Springs Annual Report, 2004). To enhance police proficiency, the City of Colorado Springs also established the Public Safety Sales Tax. This action helped to ensure personnel were properly trained, equipped, and had adequate operations support and facilities (Colorado Springs Annual Report, 2002).

Officer proficiency is a service to the community. The effectiveness of the police to protect and to serve the community signifies to the community the quality of the service citizens can derive from police partnerships (Stevens & Yach, 1995, pgs. 105, 106). Research for this paper did not reveal significant issues that caused Colorado Springs Police proficiency to be elevated as social capital concern. Again, this area will require routine monitoring through periodic reassessments.

Listening

The ability of police officers to actively listen can foster social capital within that community (Miller & Hess, 2005, p 109). Consistent with this theme, the Police Department accepts input from the public 24 hours a day through a combination of patrolmen on the street, field offices, city and local committee meetings, regular surveys and the internet. (Colorado Springs PASS Surveys, 2002-2005). The public's perception of police effectiveness used surveys to rate citizen reactions to police response times and the officer's perceived

willingness to serve public safety (Colorado Springs Police Department Annual Reports, 2002-2005).

Colorado Springs evaluated police using several methods. Most significant of these methods were the Police Accountability Service Standards (PASS) and the citizen satisfaction surveys. PASS included citizens as partners in identifying crime areas and monitoring police performance (Colorado Springs Police Department Annual Reports, 2002-2005). By listening to the community, the police were able to respond more effectively to criminal activity. A more proficient police force can result in stronger social capital relationships (Thurman & McGarrell, 1997, p. 76).

Responsive

The partnerships comprising social capital and COP initiatives are only validated if they result in responsiveness to community needs (Partners for Liveable Communities, 2000, p. 144). Citizens complement the police activities by acting as "eyes and ears" for their community through participation in Neighborhood Watch Programs (Miller & Hess, 2005, p. 302). Within the Colorado Springs Falcon Division, there are more than 500 Neighborhood Watch Block Captains that serve to provide feedback to patrol officers (Fiedler, 2007 interview). The Police Department used these opportunities as a way to effectively listen to the community and molded their services using those inputs (Fiedler, 2007 interview). In 2005, the police based their community policing standards on seven factors derived from citizens (Colorado Springs Long Range Plan, 2002, p. 11):

1. Response times
2. Officer deployment
3. Traffic
4. Clearance rates
5. Drug and vice activity
6. Neighborhood policing
7. Citizen satisfaction with police services

The above metrics were described in Colorado Spring's 2002 Long Range Plan as a way to quantitatively measure the byproducts of public trust and social capital relationships. For example, the police achieved a higher quality, efficiency and effectiveness in their community response by directly responding to public concerns (Colorado Springs PASS Surveys, 2002-2005). Through policy refinement, the police were able to cement their partnership with the community. As a result, law enforcement tailored their services based to public concerns.

Conclusions

Community policing is a tool used in law enforcement to encourage trust, respect, and collaboration between police officers and citizens. To achieve a productive relationship, the police must create strategic social capital relationships with the public. Any community partnership must be managed and nurtured to identify, prioritize, and resolve community

crime problems. A relationship founded on mutual accountability, leveraged with dual-ownership, is better able to manage growth and a rapidly changing community. Partnerships comprising of social capital and COP initiatives are only valid if they are responsive to community needs. A social capital relationship encompasses the acceptance of many different races, genders, cultures, experiences, and social differences to involve the entire community.

A visible, well-trained, and accountable professional police force is more able to address needs of the community because of defined requirements and expectations. The six factors of social capital described in this paper represent the essential ingredients for generating a deeper level of strategic trusts and alliances between the community and police. They fill the very basic “reality void” between historic police department use of crime statistics for *all* performance metrics and the contrast many times seen in actual effectiveness in their public partnerships. When properly and routinely applied, these social capital elements of Accountability, Visibility, Diversity, Proficiency, Attentiveness, and Responsiveness can take an agency from just “looking progressive” to actually being accountable to the community.

Of central importance to the proposed model is its utility in continually monitoring the “health of partnerships” as cities contend with explosive growth. In this context, policing business plans and performance objectives in any department can be periodically assessed and refined as a result of leveraging these social capital measures. Police departments can

creatively apply this methodology to ensure the breadth and effectiveness of COP activities
keep pace with public expectations.

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