

# Professional and Community Oriented Policing: The Mayberry Model

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A new descriptive metaphor of two policing strategies, Professional Policing and Community-Oriented Policing (COP), is created in this paper. This is done by examining the individual policing styles of the two officers of the Mayberry, NC Sheriff's Department. Mayberry is a fictional town popularized by the *Andy Griffith Show*. Deputy Fife exemplifies the Professional Policing model, while Sheriff Taylor is an ideal representative of the COP strategy. These two ideal images of policing are then discussed as a pedagogical tool.

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## INTRODUCTION

Professional Policing and Community Oriented Policing (COP) are strategies of policing that have differing philosophies, methods, and goals, and have been linked to differing analogies for description. Professional policing is often described with Dagnet allusions (e.g., Carter & Radelet, 1999; Goldstein, 1990; Walker & Katz, 2002), while Sherman (1995) makes a convincing analogy that equates COP to security guards.

The current paper will develop a new metaphorical model (the Mayberry model) that can be used to illuminate these two policing strategies, and incorporate them into a useful pedagogical tool. The Mayberry model shows the policing style of Deputy Barney Fife as being representative of the Professional style of policing, while the policing of Sheriff Andy Taylor exemplifies COP. First, a brief description of the policing strategies will be presented, then the Mayberry model will be developed, and the final section will link the model to pedagogy.

This section offers a brief overview of Professional Policing and Community Oriented Policing. Detailed descriptions and literature reviews can be found elsewhere (e.g., Alpert & Moore, 2001; Chaiken, 2001a; Chaiken 2001b; Fyfe, 2001; Goldstein, 1990; Jiao, 1997; Rosenthal et al., 2001; Sherman, 1995; Uchida, 2001; Walker & Katz, 2002; Wilson & McLaren, 1977; Zhao & Quint, 1997).

Professional Policing was the first true policing strategy. It developed in the 1920's in response to the failures of the ineffective, corrupt, and brutal policing systems during turn-of-the-century America. The crux of the professionalism movement was to turn policing into a profession, similar in organization and management to any other profession (Wilson & McLaren, 1977). True "professions" have standards for hiring, training and promotions, they have clear goals and objectives, and they have identified means to achieve them. Additionally, "professionals" are the experts in their particular fields (see Bucher & Strauss, 1961; Carr-

Saunders & Wilson, 1933; Goode, 1957; Greenwood, 1957). On the path towards professionalism, policing developed such standards, and removed the import of political cronyism (Fyfe, 2001; Griffin, 1998; Uchida, 2001; Walker & Katz, 2002; Wilson & McLaren, 1977). The goal of professional police is to control crime, and it attempts to achieve this goal through the use of technology and scientific personnel management in order to be fair and impartial law enforcers. Crime is the professional jurisdiction of the police; in this model, the police respond to the crime problem and only to crime, and are the only profession whose responsibility it is to do so.

The father of professional policing, August Vollmer, an early Police Chief for Berkeley, California stressed strict adherence to departmental rules with limited personal flexibility, strict discipline among the police ranks, and organization along militaristic lines (Fyfe, 2001; Wilson & McLaren, 1977). The goals of these policies were to create incorruptible, meticulous, by-the-book crime fighters who did not question the authority of their commanders.

The techniques of the professional police are reactive, which means they respond to crime after it has taken place. The primary crime control tools, then, are police patrol, rapid response to calls, and after-the-fact investigations (Alpert & Moore, 2001; Chaiken, 2001a). Professional police conduct these tactics with a focus on the newest technological and scientific advances they have available to them. Weaponry and investigatory devices are crucial to this model.

The *raison d'être* for professional police is crime control. By the late 1960s, it was apparent that this strategy was not an effective path towards this goal, as crime was increasing. Also problematic was the social and physical distance this design intentionally placed between the public and the police (see Carter & Radelet, 1999; Uchida, 2001; Walker & Katz, 2002). Police developed an “us versus them” mentality and sub-culture, and had difficulty relating to people other than police. Herman Goldstein (1990) pointed out that professional police are more interested in the *appearance* of efficiency and order, rather than actually helping the public. They are also inflexible to the differing needs within the community. This inflexibility is due to the bureaucracy and the distance created between the police and the public resulting from this strategy.

By the 1970's, Community Oriented Policing (COP) evolved as an answer to some of the concerns with the professional model, such as the ineffectiveness of patrol and investigation and the social barriers between the police and the public (Greene, 2000; McDonald, 2001). The focus of COP is less on crime control and more on general issues of public concerns. Increased accountability to the public, non-emergency services, order maintenance activities, community service, fear reduction, “creating a more harmonious relationship between the police and the public” (Greene, 2000, p.302), and the attention to making members of the community feel better about their day-to-day lives is more important in this model than in the professional policing model. Police listen to community concerns as a primary form of direction, instead of simply the rulebook, as was done in the professional model. The techniques of COP rely on arrest as a last resort, while the primary goal is to find other means to enhance community order. The aims of COP are to encourage the smooth day-to-day activities within the community, strengthen feelings of safety and reduce fear, and elicit cooperation from citizens by forming a bond between

community residents and the police (Chaiken, 2001a, 2001b). In this model, police are members of the community, who interact with, and are part of, the larger public.

COP is a service driven strategy that relies on the police to respond to the specific needs of the members of the community that is being policed (Goldstein, 1990). The police respond to a myriad of public concerns, far greater than simply responding to crime (Sherman, 1995). Crucial to this model, however, is that the police focus their attention on the needs of their community, and not on the needs of the people or places that are not within that particular community. The risk becomes unequal or unfair treatment: community members are listened to by the police and are treated one way, while non-community members are not listened to and are treated differently.

**Table 1**

***Comparisons of Professional and Community Policing Dimensions***

Dimension	Professional Policing	Community Policing
Focus of policing	Law enforcement	Community building
Forms of intervention	Reactive, based on criminal law	Proactive
Range of police activity	Narrow: crime focused	Broad: crime, order, fear, and quality of life focused
Focus of police culture	Inward, rejecting community	Outward, building partnerships
Locus of decision making	Police directed, minimizes involvement of others	Community-police co-production, joint responsibility and assessment
Communication flow	Downward from police to community	Horizontal between police and community
Range of community involvement	Low and passive	High and active
Measurement of success	Arrests and crime rates	Varied: crime, calls for service, fear reduction, community bonds

*Note.* Adapted from Greene (2000, p. 311).

These two models of policing strategies, Professional Policing and COP, can be presented as an analogy. The following sections will develop this descriptive analogy as *The Mayberry Model*.

### **THE MAYBERRY<sup>1</sup> MODEL**

From the previous descriptions of the Professional Policing and COP strategies, a model

can be developed that shows that the Sheriff's Department of Mayberry, NC ("The Garden City of the State"), manifested both policing strategies in its two (permanent) member force. Deputy Bernard P. "Barney" Fife emulated the professional policing model, whereas the sheriff, Andrew Jackson "Andy" Taylor, emulated the community oriented officer. These metaphorical strategic examples were rather stable over time, as Barney was an ideal professional police officer and Andy was community oriented throughout the series.<sup>2</sup>

From examining the behavior, philosophies, and statements of Deputy Fife, it becomes apparent that he followed the ideals of the professional police officer. Barney's main inspiration came from the county rules for sheriffs, rule 1: "An officer of the law shall enforce the law and order without regard to personal welfare and safety," (Beck & Clark, 1985, p. 36). His focus was on crime fighting. When criminals come to Mayberry Barney would state, "it's my job as a lawman to stalk him and run him out. That's my number one job-stalking." (Beck & Clark, 1985, p. 22).

Professional police are hired based upon expertise and performance, not political connections or cronyism, and Barney recognized this ideal when he said, "You see Andy, I want the folks in this town to realize that you picked me to be your deputy because, well, you looked over all the candidates for the job, and you judged their qualifications and their character and their ability, and you come to the fair, the just, and the honest conclusion that I was the best suited for the job. And I want to thank you, cousin Andy." (Beck & Clark, 1985, p. 16.) (Barney's ideals were often overshadowed by his naiveté, however).

Deputy Fife knew and enforced every code, case, ordinance and regulation on the books. To remind himself of their importance, he kept a copy of the codes under his uniform hat. In the eyes of the professional, the law applies to everyone equally, with no special attention given because of class, rank, race, etc. No one is above the law, and Barney followed this ideal, even at risk to his career and himself. When the Governor's limousine was parked illegally, Deputy Fife did his duty, and gave it a ticket. "I don't care if this car belongs to the Governor himself, he's gone and bought himself a traffic ticket compliments of Barney Fife." (Oszustowicz & Oszustowicz, 1993, p. 2). Barney even put himself in jail after someone noticed he made an illegal U-turn (Beck & Clark, 1985). He, like all professionals, believed in a strict interpretation of the law, even for minor violations. He believed this practice would "nip [crime] in the bud" (Oszustowicz & Oszustowicz, 1993, p. 29) before it became more serious. "Give a man an inch and he'll take a mile; give him forty miles an hour and he'll take forty-five," (Oszustowicz & Oszustowicz, 1993, p 25). Barney would not allow anyone to take the inch. Deputy Fife, while fictional, was an idealized manifestation of the stereotypical professional police officer.

Deputy Fife also moved to upgrade and modernize the technology of the department. He tried to purchase more guns, cameras for "high-speed photographic surveillance and reconnaissance," bugging devices for the jail cells, motorcycles, bloodhounds, anti-riot gear, tear gas, a fingerprint set, and more jail cells to hold all the people caught with the new technology. Deputy Fife also tried to advance his own personal ability to fight crime by studying judo with Mr. Izamoto in Mt. Pilot, in addition to karate and gun drawing (Beck & Clark, 1985). In addition, he used "undercover" techniques to root out crime from Mayberry. For example,

Barney posed in Weaver's Department store as a mannequin to catch shoplifters (Beck & Clark, 1985).

Similar to the isolation that most professional police feel from civilians, Barney felt separated from non-law enforcement residents of Mayberry. He had difficulty with relationships because he felt married to his job (Beck & Clark, 1985). "We're just plain simple men fighting... crime with raw courage-strong, determined, rugged, fearless." (Beck & Clark, 1985, p. 22). His family was the law and his gun. This was the reason he gave for the low crime rate in Mayberry as well. "Well, I guess to sum it up... there's three reasons why there's so little crime in Mayberry. There's Andy, there's me and [patting his gun] baby makes three." (Of course, Sheriff Taylor did not allow him to carry a loaded gun; he kept a bullet in his shirt pocket; Beck & Clark, 1985, p. 24).

Besides patrolling the streets, Deputy Fife had duties within the Mayberry jail where his philosophy on crime fighting remained apparent. Barney's rules for prisoners were: "Rule 1. Obey all the rules; Rule 2. Do not write on the walls, as it is hard to erase writing from the walls," (Beck & Clark, 1985, p. 36). When showing some young boys from Mayberry the jail, as a method to scare them into behaving, Barney said, "Take a good look. This is the last stop on the road to crime. A man confined in prison is a man who has given up his liberty, his pursuit of happiness. No more carefree hours, no more doing whatever you want, whenever you want. No more peanut butter and jelly sandwiches," (Beck & Clark, 1985, p. 18).

From these examples, it is apparent that Deputy Barney Fife of the Mayberry Sheriff's Department exemplified the professional model, and relied on the techniques and ideals of the model to achieve the ultimate goal of this strategy, crime control. The cost that both Barney and the citizens of Mayberry paid was the social distance between him and the community. This distance was exacerbated because Barney would not allow any flexibility with the enforcement of laws, which further alienated him from the townsfolk.

In contrast to Barney's "by-the-book" ideal, Sheriff Andy Taylor promoted the image of the more approachable community oriented police officer. He was more interested in the quality of life issues that affected a small town than focusing his attentions on crime alone. He relied on common sense, patience, and good will to resolve the majority of issues he ran across as Sheriff, instead of criminal law. Andy did not wear the full uniform of the Sheriff. He forwent the hat and tie to present a more relaxed, approachable Sheriff (Beck & Clark, 1985). Another visible manifestation of his differing strategy of policing was that Andy did his job without wearing a gun. Andy said, "When a man carries a gun all the time, the respect he thinks he's getting might really be fear. So I don't carry a gun because I don't want the people of Mayberry to fear a gun; I'd rather they would respect me," (Beck & Clark, 1985, p. 10). Andy's policing authority did not come from the threat of force, but rather from the implicit support of the community.

Andy did more than enforce codes and laws, because he thought the criminal law was a minor part of peace keeping. He felt that the support of normative daily activities and order-maintenance chores in the small town was what was important to making Mayberry a better place. He helped kids across the street, put lids on trash cans, gave safety lectures at the high

school, passed out Christmas baskets, and kept tabs on elderly residents (Beck & Clark, 1985). Andy's view of Mayberry differed from Barney's: "There's not much to tell. It's just a little town. We hang around. Get up in the morning and go to work and come home...Evenings we sit on the porch and visit, watch the children playing under the streetlights" (Beck & Clark, 1985, p. 12). He did all he could to fit in as a member of the community, not an enforcer of law.

Sheriff Taylor was not married to his job and, like Deputy Fife, he found time to bond with the community as an active person in the community, not simply a police figure. He spent most of his free time raising his son Opie, but also as Deacon of his church, an officer of the bowling league, a singer in the church choir, a tuba player in the town band, an actor in town plays, a lodge member, and was active in charity for underprivileged children (Beck & Clark, 1985). In the COP strategy that Andy exemplified, there is no separating "Sheriff Taylor" from "Andy Taylor," the man who was many generations deep in Mayberry's community.

Andy's basic rules of life reflected his philosophies on policing too, particularly when compared to Barney's rules of policing. Andy's rules were, "1. Don't play leapfrog with elephants, 2. Don't pet a tiger unless his tail is wagging, and 3. Never, ever mess with the Ladies' Auxiliary," (Beck & Clark, 1985, p. 36). Andy placed more importance of general rules of letting the town run smoothly, instead of on strict rule enforcement. Even Deputy Barney Fife recognized the different style of policing that Andy represented when he said, "You gotta understand, this is a small town. The Sheriff is more than just a Sheriff. He is a friend. The people in this town ain't got no better friend than Andy Taylor," (Beck & Clark, 1985, p. 13).

One of the downsides of the COP model is the possibility of unequal and unfair treatment. For example, those who were members of the Mayberry community, even criminals (e.g., Otis Campbell, the town drunk) were treated one way, while outsiders were treated another. Andy ran a family of Gypsies out of town when locals accused them of having shady business practices (Beck & Clark, 1985). When outsiders ran illegal liquor stills, Andy went after them with the full power of the law, but when the ladies in the garden club had a still, he merely confiscated it and let them off with a warning.

Unequal treatment seemed wonderful to the residents of the community, but violated COP that might be reflected in the image of Mayberry was the extreme lack of diversity in the town. While it is certainly possible that a rural town in North Carolina in the 1960's was made up only of white Protestants, the lack of diversity could also have been due to the fact that the Sheriff supported those who disliked anyone residing in Mayberry who were not White and protestant (note the "Gypsy" example earlier). In the interest of the prevalent community, any outsider was deemed an unwanted threat, and possibly the police were used as cultural enforcers. The homogeneity of Mayberry may have been the result of unfair policing that was supported by the members of the community.

### **PEDAGOGICAL IMPLICATIONS**

While the Mayberry model is interesting in its own right, it can also be used as a tool to help teach the two different policing strategies. Two pedagogical approaches may be gleaned

from the Mayberry model. First, the Mayberry model provides an important metaphor for introducing criminology students to the concepts of Professional Policing and COP. Second, the Mayberry model makes use of new media technologies as a manner of introducing students to criminological concepts.

As both the use of explanatory metaphors and the introduction of new media technologies in classroom instruction are beneficial pedagogical methods (Ellsworth, 1997; Malik, 1979; Morrell, 2002), using the Mayberry model stands to provide students with a dynamic initial engagement with Professional Policing and COP.

There is little question that students in introductory criminology courses often enter the classroom with pre-conceived theories about the role of policing. Many of these (often inaccurate) notions about policing have been influenced by television and film representations of policing. These influential images are often not formulated within the contexts of either historical or contemporary criminological theories or understandings of policing methods. Yet, because of the abundance of popular press and media attention to fictionalized or media-sensationalized representations of policing, students not yet exposed to professional conversations about policing tend to form beliefs about policing based on these representations. Rather than discount television and film representations of policing wholesale, it may be pedagogically advantageous to use student familiarity with television representations to explicate criminological theories about policing. While *The Andy Griffith Show* may not currently be the most popular police drama, it is a television program that students may be familiar with through syndicated re-runs and it may be readily available through media libraries for classroom viewing. Hence, it is likely that students may have some rudimentary understanding of the dynamics of the show, or they may be able to rapidly gain familiarity with the show's premise and characters.

Familiarity with both the medium and the show itself offers potential pedagogical departure points for using the Mayberry Model as a metaphoric introduction to more sophisticated understandings of Professional Policing and COP models. Likewise, one of the more crucial issues of contemporary higher education is transferability, or how students transfer classroom knowledge into practical or professional contexts (Fabillar & Jones, 2003). By offering connections such as the Mayberry Model metaphor, students are more likely to retain and comprehend theories of Professional Policing and COP models. Similarly, by introducing connections between film or television representations of policing strategies, students learn to become more critical of those very representations and more attentive not only to how film and television represent policing, but how local agencies use such models in developing their own policies and procedures.

In addition, like other disciplines, criminology and criminal justice are facing pedagogical changes (and potentials) brought about by the introduction and availability of new media technologies in the classroom (Ellsworth, 1997). Integrating new media technologies into the classroom have certainly invigorated the manner in which students and teacher may encounter classroom information, and while *The Andy Griffith Show* may not be the most cutting-edge television or other new media representation of policing strategies, the very concept of using television media as a teaching tool has come to be an effective and accepted pedagogical method.

## CONCLUSION

There are various methods to organize the strategies of policing. Two of the major ones, professional policing and COP, are identified above as being described by the analogy developed in this paper, the Mayberry model. Professional police agents focus on a narrow goal of reactive crime control, in which the police isolate themselves from the community as the experts on crime fighting. Using a different goal (improving community quality of life issues), agents of COP rely on close involvement with the community to proactively address issues of community concern. Some of these concerns are only peripherally crime related. In the model developed in this paper, the Mayberry model, the two employees of the Mayberry Sheriff's Department are representative of each of the policing strategies.

From the evidence presented, it seems clear that Deputy Barney Fife is a classic example of a professional police officer, while Andy Taylor promotes the image of the community-oriented police officer. Using these well known characters as images to describe these different policing strategies allows the reader to quickly and easily grasp the major points of these different models, and puts a human face on more distant and dry academic models. These two models present a powerful tool for teaching the concepts of these different strategies of policing, giving them a familiar anchor in mainstream Americana.

## ENDNOTE

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## NOTES

1. Mayberry is a fictional town in north-central North Carolina that first appeared in 1960 on the *Danny Thomas Show*, but was made famous later the same year as the setting for *The Andy Griffith Show*. After eight seasons and 249 episodes, top ratings, eternal re-runs, and spinoff series such as, *Gomer Pyle*, *U.S.M.C.*, and *Mayberry R.F.D.*, the settings and characters of Mayberry are a well known part of American lore, even forty-plus years later.
2. A detailed, time-sensitive content analysis would be an ideal way to examine the possibility of some evolution of policing styles of both officers during the dynamic time-period in which the show was broadcasted. This examination/analysis will be the next process for this research.

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