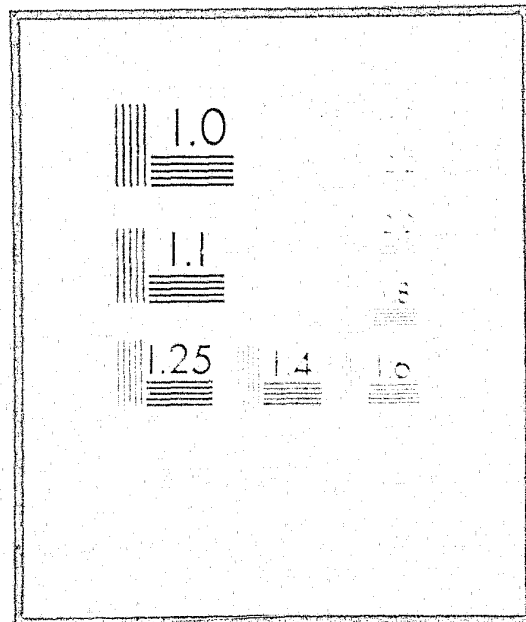


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Exemplary Project Screening and Validation Reports

Project Candidate:

RESERVE DEPUTY SHERIFF PROGRAM
Los Angeles County Sheriff's Department
NEIGHBORHOOD ASSISTANCE OFFICER
PROGRAM
Dayton Police Department

Abt Associates

Cambridge, Massachusetts

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EXEMPLARY PROJECT VALIDATION REPORT

Project Candidates:

RESERVE DEPUTY SHERIFF PROGRAM
Los Angeles County Sheriff's Department

NEIGHBORHOOD ASSISTANCE OFFICER PROGRAM
Dayton Police Department

A Validation Study Conducted for
the Office of Technology Transfer,
National Institute of Law Enforcement
and Criminal Justice, January, 1975.

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1.0 Introduction

At the request of the National Institute, Abt Associates conducted a brief validation study of the Reserve Deputy Sheriff Program (hereafter called the Reserve Program) of the Los Angeles County Sheriff's Department. An on-site visit was conducted on December 18, 19, 20 and 22 by an Abt Associates staff member and a consultant, Sgt. Darrel Stevens of the Kansas City Police Department. During this visit, interviews were conducted with various members of the Reserve Program including Captain Harold W. White, Commander of the Reserve Program; Hal Gage, Administrative Lieutenant of the Reserve Program; three other members of the central staff of the Reserve Program; the Reserve Coordinator of the Norwalk Station; five regular Deputies of the Department; Captain Richard Foreman, Director of the Training Academy; Sgt. Ray Hickman, Coordinator of Reserve Training; and several candidates presently enrolled in the Reserve Training Program.

In addition to these interviews and a review of documents provided by project staff, one member of the team observed an evening patrol in a car with a Regular and a Reserve Deputy while the other validator attended the Sunday training program for reserves at the Department's Training Academy.

1.1 Project Development

The Sheriff's Reserve Force was formed in 1941 to provide a uniformed, well-trained force of volunteers to assist the regular department in time of disaster or civil emergency. Both the Penal (830.6a) and Government (26604) Code of the State of California establish the Sheriff's authority to develop and maintain a Deputy Reserve force. In 1961 the County authorized the payment of \$1.00 per year for each Deputy Reserve in order to qualify them for coverage under State's Workmen's Compensation, and to conform to a revision in the Penal Code (830.6a) which stipulates that a reserve is a Peace Officer when on a specific assignment, and as such must be compensated for services.

Ordinances of the County of Los Angeles provide additional and more specific description of the legal authority of the Deputy Reserve. Ordinance Number 5582 (Disaster and Civil Defense), Section 92(c) states:

" The Disaster Law Enforcement Service which shall be headed by the Sheriff of Los Angeles County, and which shall carry out the duties of the Sheriff in maintenance of all law and order, including the policing of structural and personal property in stricken areas and through assistance to other disaster services and other law enforcement services as may be required; shall coordinate its plans and operations with the California Highway Patrol. Deputy Sheriffs serving in Sheriff's Reserve pursuant to this subsection (c) shall be entitled to badges and cap pieces as provided in the prevailing Badge Ordinance, which provides for the issuance of County Badges."

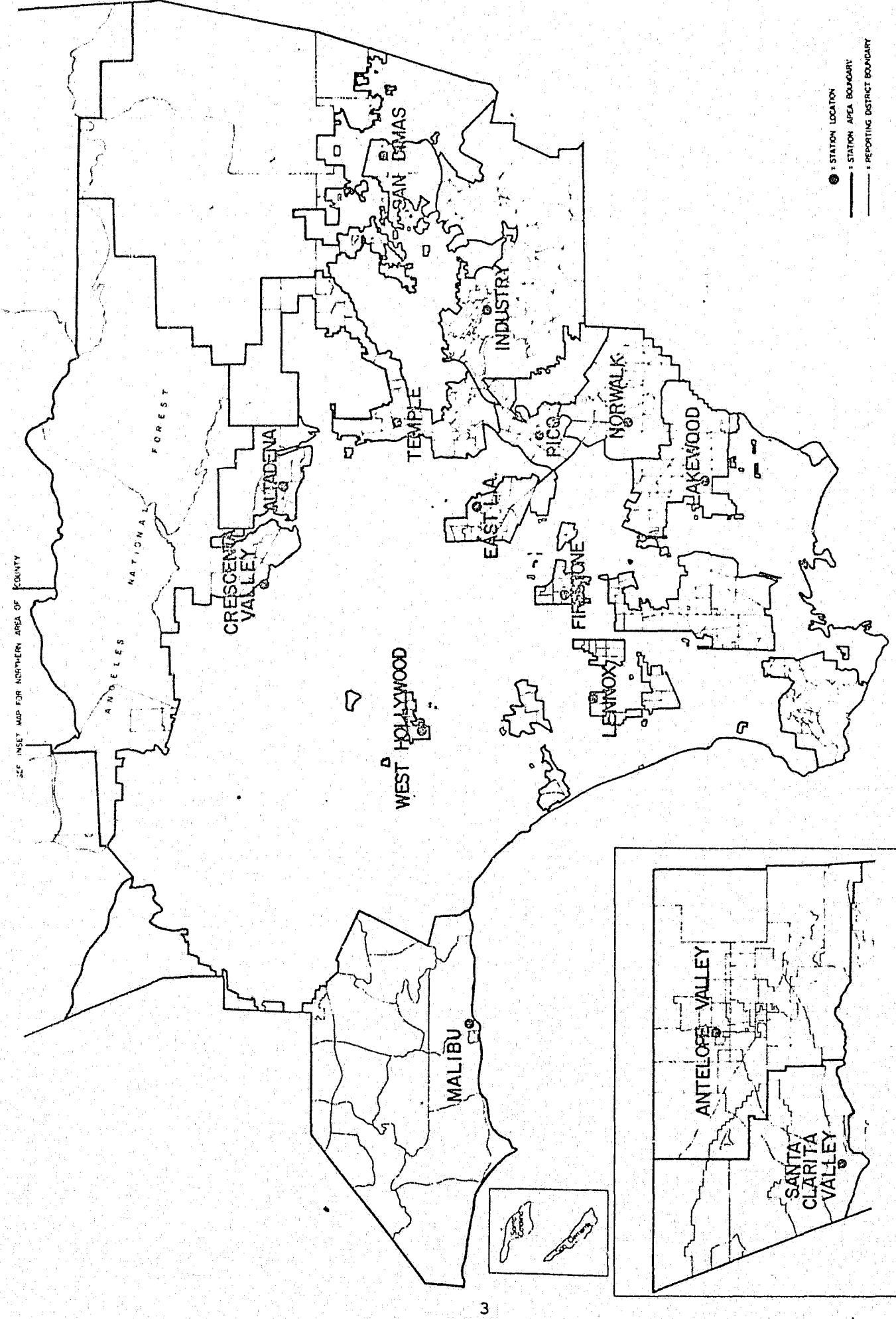
The Reserve Program has over thirteen hundred trained volunteers who provide donated service in one of four program components: (1) Uniform Deputy Reserves, legally-qualified peace officers who are armed and perform the full law enforcement function; (2) Mounted Possemen who patrol equestrian ways and assist in certain emergency situations; (3) Mountain Rescue Teams who assist lost or injured citizens in the mountainous terrain of the country; and (4) Specialists Units* (such as Medical, Photographic, and Technical) professionals who provide specialized services in their respective areas of expertise. Reserves are used both on a routine basis to supplement sworn personnel and in emergencies or at special events.

1.2 Project Organization

The Sheriff's Department of Los Angeles County has jurisdiction in twenty-nine (29) contract cities** and the unincorporated areas of the County serving a population of approximately two million persons. The map on the following page (Figure 1) displays the areas of jurisdiction and the location of stations of the Department which consists of some 8,800 sworn personnel. The Reserve Forces Bureau is part of the Administrative Division (cf. Figure 2) which is under the supervision of one of the two Assistant Sheriffs who report directly to the Sheriff through the office of the Undersheriff.

* Organizationally, the Specialists Units are part of the Uniform Reserves, but for purposes of program assessment this report will treat them as a separate program component.

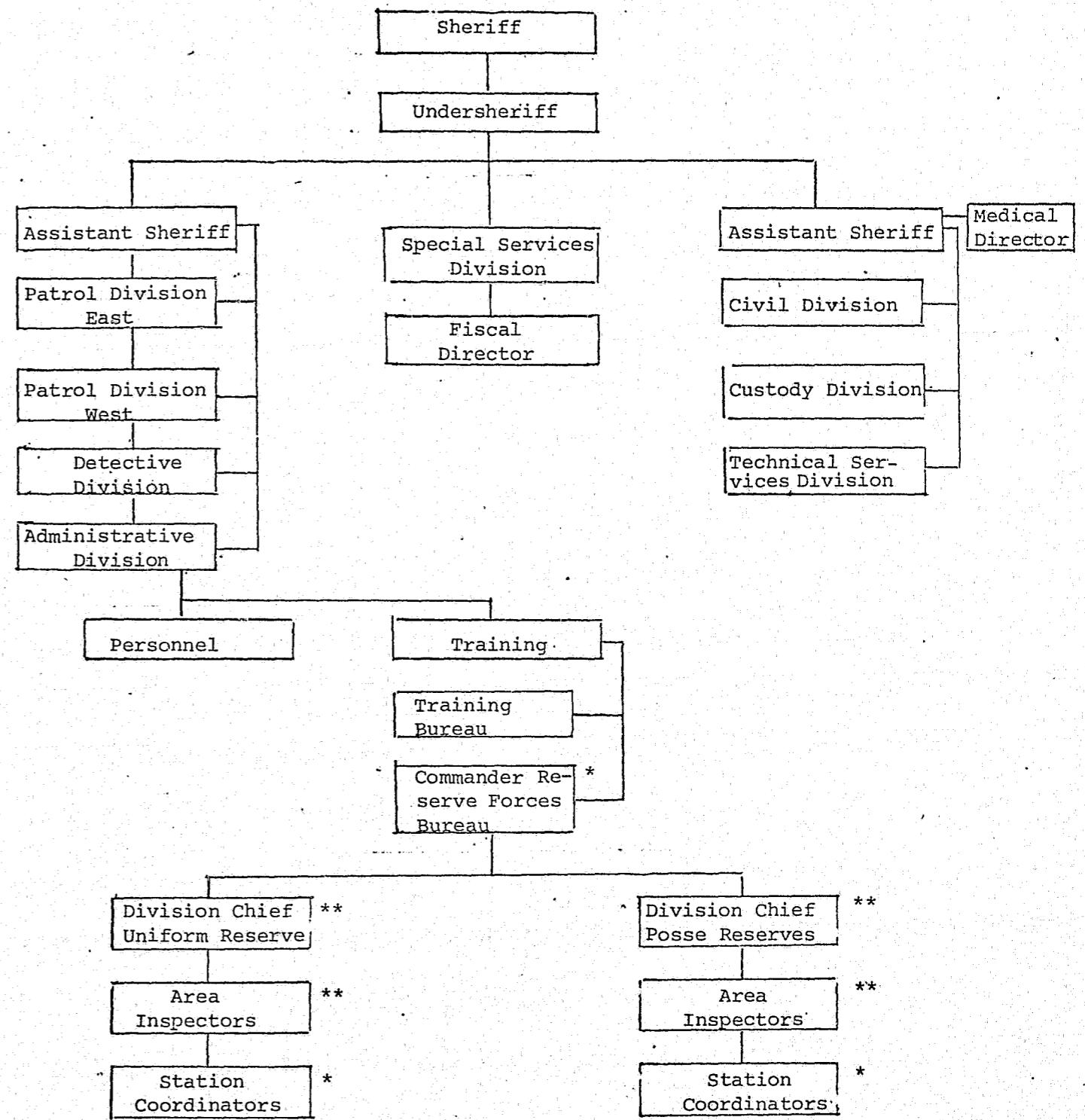
** Purchase of service contract between the cities and the Sheriff's Department.



LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
STATION BOUNDARIES

Figure 1

Figure 2
Organization Chart



*Sworn Personnel
**Reserve Officers

The Reserve Forces Bureau staff consists of a Captain who is the Commander, an Administrative Lieutenant, six Sergeants, two Deputies, and three support members. The Bureau monitors activities of the Reserve Program on a county-wide basis, maintains service records, convenes monthly meetings of all Station Coordinators, maintains liaison with the training academy, and develops Departmental policy on the program. In addition, a group of specialists units including the Motorcycle Unit, the Technical Reserve, the Photographic Company, the Medical Company, the Lady Reserve Company, and the Administrative Company are under the direct control and supervision of the Reserve Bureau staff.

Reserves (Uniform, Posse and Mountain Rescue) at the Stations are under the direct supervision of the Reserve Station Coordinator, a regular Deputy, who is directly responsible to the Station Commander in all matters.* Station Commanders have total authority over reserves assigned to their respective Stations.

The current strength of the Reserve Forces is thirteen hundred and fifty-one (1,351). During fiscal year 1973-74, it contributed 452,208 hours of service at an estimated savings to the County of \$3,020,749 (cf. Section 2.4, "Efficiency").

Uniform Reserve Unit

Reserve Deputies of this unit are assigned to the fifteen stations of the County; their primary function is to supplement the Patrol Divisions by riding as second person in the radio cars. Each reserve is required to work a minimum of three eight-hour tours each month, and as conditions dictate, reserves can be called for special duty in disaster areas, civil defense situations, and special events such as fairs, parades, athletic events, and youth programs.

The Uniform Reserve Unit constitutes seventy-five percent of the total reserve complement, and contributed about seventy percent of the total person hours worked in fiscal year 1972-1973 (July 1-June 30).

* Reserve Forces Manual 1-30/05.

Its members receive three hundred and sixty-four (364) hours of training which exceeds the requirements of the California Peace Officers Standard of Training (POST) (cf. Section 1.3.4 below), and are legally qualified to perform all phases of police work. Presently members of the Uniform Reserve work in almost all divisions of the Sheriff's Department.

Mounted Posse

Members of the Mounted Posse are also assigned to each of the fifteen Sheriff's Stations; currently the unit has about three hundred and sixty-five (365) trained personnel. Their primary duties are the routine patrol of equestrian ways, dry riverbeds and hazardous mountain areas; search and rescue operations in terrain which is not accessible by motor vehicles or helicopters; and deployment in certain crowd control operations.

Before active assignment each posseman must successfully complete a seventy-two hour Specialist Training Program at the Sheriff's Academy. This program is designed to meet the requirements and responsibilities of Reserves as specified in State and County law and in departmental regulations.

Mountain Search and Rescue Unit

Within the confines of Los Angeles County are many mountain recreational facilities utilized throughout a given year by hundreds of thousands of citizens. The Sheriff's Department has responsibility for law enforcement and provision of services to those who become lost, stranded or injured in these areas which are inaccessible to motor vehicles, and in certain parts, to horseback riders.

The Mountain Search and Rescue Reserves are deployed in five stations (Antelope Valley, Montrose, Santa Clarita Valley, Altadena and San Dimas) and members are selected for proficiency as mountaineers, maturity, ability and willingness to respond in emergency situations. Reserves in this unit are required to successfully complete a seventy-two hour Specialist Training Program at the Academy and a one-year Mountaineering Proficiency Training Program within their respective teams.

During fiscal year 1972-73, this unit contributed about eleven thousand (11,000) person hours of service in various emergency operations.

The three units described above constitute the largest part of the Reserve complement, contributing 85% of all Reserve Deputies' service hours. Described below are the six smaller units which perform specialized functions under the direction of the centralized Reserve Bureau staff.

Lady Reserve Company-- Lady Reserves are deployed primarily for service at the Jail Division at the Sybil Brand Institute for Women, and at the Stations in the Patrol Divisions performing either patrol or desk duties. Members also work in the Transportation and Community Relations Bureaus, serve as Drill Instructors at the Training Academy, and do undercover work for the Detective Division. Lady Reserves are part of the Uniformed Reserve Unit, receive over three hundred and sixty-four (364) hours of training, and are legally qualified to perform all tasks assigned to a Regular Lady Deputy.

Technical Reserves -- Personnel who have specialized expertise in electronics or a related field may be assigned as Technical Reserves. They perform routine police functions, operate and maintain radio communication apparatus of the Reserve Forces and work on special problems in their field of expertise. They have provided services to many of the Department's special units such as Vice, Burglary, Narcotics and Robbery. Members receive the full three hundred and sixty-four (364) hours training program.

Photographic Reserves -- Personnel of this unit have special expertise in the field of photography, especially motion pictures. Primary functions are to produce the training, recruitment and public relations films, and audio visual aids for the Department. They receive the minimum law enforcement training course of seventy-two hours.

Reserve Motorcycle Detail -- Personnel of this unit are attached to the Sheriff's Special Enforcement Bureau and are deployed in twelve stations in the County for selective traffic enforcement and control on both a routine and emergency basis. They are utilized in parades and other special events, and for operations in areas where their vehicles are particularly appropriate to the terrain. Motorcycle reservists are required to complete the full 364-hour training program at the Academy, and work a minimum of one year in a radio car assignment prior to acceptance in this special unit.

Medical Company -- Physicians who join the Medical Company are required to attend the minimum seventy-two hour training course, but about half of these reservists are also trained by the Emergency Services Detail (ESD) in mountaineering and are assigned to the Medical Emergency Team (MET). These physicians are assigned weekend duty with ESD and accompany them in the helicopters on all rescue missions.

The Medical Company also gives physicals to all Reserve candidates, and conducts an ongoing training program in Cardiopulmonary Resuscitation for active Reserve personnel. Two psychiatrists in the Company are assigned to the Sheriff's Health and Welfare Unit on an "as needed" basis for Reserve and Regular personnel.

Administrative Company -- This unit was formed in 1972 in order to provide a highly specialized pool of technical skill which the Department could utilize on a regular basis for advisory and consultant services. Members of the Company currently provide expertise in the areas of data processing, behavioral psychology, long-range forecasting and planning, instructional technology, motivational research, performance evaluation, community relations and others.

The Administrative Company is under the command of a Reserve Captain but a regular Administrative Lieutenant acts as his executive officer. A Sergeant of the Reserve Forces Bureau acts as coordinator between the Company and the Department. The Company has four platoons:

- Management Services:-- specialty in the areas of management, planning and administration;
- Social Sciences -- skills in the areas of education, psychology, humanities and the arts;
- Information Sciences -- expertise in the areas of data collection, design of data systems, interpretation, and automated systems;
- Operations -- evaluates Departmental requests, assigns a task force from within one of the three platoons, and supervises the progress of the project until delivery of the Final Report.

At the time of the site visit, task forces were working on the following projects: performance evaluation of Lady Policewomen in routine patrol assignment; APIS-- an analysis of manpower deployment options; use of videotape techniques in instructional situations; development

of a training course in abnormal psychology; development of a management philosophy for the Department; study of psychological and emotional effects of officers in stress situations; and revision of POST standards.

Figure 3 on the following page summarizes the number of personnel, hours of service, and training requirements of each of the units of the Reserve Forces.

1.3 Program Operations

This section will describe the major operational components of the Reserve Program. Unless otherwise noted, the description applies to the largest and most important unit of the Program, the Uniform Deputy Reserves.

1.3.1 Recruitment

The individual primarily responsible for recruiting Reserve candidates is the Station Coordinator. Candidates are recruited through direct contacts with local businesses and industries and junior colleges; newspaper articles in the local papers of the various cities of the County, and personal contacts by both Regular and Reserve Deputies. In addition, the Reserve Bureau places radio and television public service announcements and distributes pamphlets on a county-wide basis.

1.3.2 Reserve Admission Requirements

Requirements for admission to the Uniform Reserves are:

- United States citizenship;
- Age range of 21 to 40;
- Minimum height of 5'7" and weight proportionate to height;
- Valid California driver's license;
- High school diploma or equivalent;

Figure 3

1973- 1974 Reserve Unit	Number of Per- sonnel (Strength Report Nov. 31, 1974)	Hours of Service	Training and Specific Requirements
Uniform Reserve	610	298,141	364-Hour Law Enforcement Training Course
Mounted Posse	365	82,413	72-Hour Specialist Course and Trained Horsemanship
Mountain Search and Rescue	120	21,936	72-Hour Specialist Course and 1-Year Mountaineering Proficiency Training Program
Lady Reserve	67	21,419	364-Hour Course
Technical	28	5,410	364-Hour Course and Skill in Electronics or Related Fields
Photographic	60	6,277	72-Hour Specialist Program and Specialty in Photography
Motorcycle	28	5,987	364-Hour Course, 1-Year Radio Car Assignment and Motorcycle
Medical	47	4,280	MD's and 72-Hour Course (ESD Training)
Administrative Company	26	6,345	Expertise According to Platoon Specialty
TOTAL	1351	452,208	

- Must pass physical examination;
- Must pass background investigation; and
- Must successfully complete the required course of instruction at the Sheriff's Training Academy.

As a complement to this set of minimum requirements, three other criteria are applied to Reserve candidates: (1) must be available for a minimum of 24 hours per month; (2) may not be serving as a law enforcement official in any other agency; and (3) must not be engaged in an occupation judged to be in conflict of interest with performance of the law enforcement function, e.g., attorneys, counselors at law, collectors, bail bondsmen, notary publics, security guards, active military personnel, private investigators, employees or proprietors of any establishment that sells alcoholic beverages.

1.3.3 Screening and Selection

Citizens interested in the Reserve Program are encouraged to go to their nearest Sheriff's Station where the Reserve Station Coordinator will provide a full explanation of the program and a preliminary application which is forwarded to the Reserve Bureau. If the preliminary application is judged acceptable according to the explicit admission requirements, the applicant is asked to appear for an oral interview before an Admissions Board of Regular and Reserve personnel of the Department. The record of this interview becomes part of the applicant's file.

If the Admissions Board recommends the applicant's candidacy, then an extensive formal application must be completed and forwarded to the Department's Division of Administrative Services which performs a background check on the candidate. The background investigation conducted on a candidate for Reserve status is identical to that for a candidate for a Regular Deputy position. It includes a review of the candidate's personal history (through investigation of all places of residence), academic records, employment history, military records, arrest and driving records, associations with law enforcement personnel, credit record, organizational

affiliations, personal references, and medical history. When the background investigation is completed it is forwarded back to the Reserve Bureau with evaluative comments on the candidate's appropriateness for service in the Department. If the results of the background indicate that a candidate not be accepted, this recommendation is always accepted by the Reserve Bureau. If the candidate is recommended, and has passed the medical examination, he is assigned to the next available training cycle at the Academy.

1.3.4 Training

All courses in the Recruit Training Program are conducted at the Sheriff's Training Academy during the day on Sundays and Monday evenings. Uniform Reserve classes are sometimes as large as one hundred, but are subdivided into platoons for certain training activities. One Sergeant and three Deputies (all Regulars) administer and coordinate on a full-time basis the Reserve Training Program, but the majority of the Instructors are the same personnel who teach Regular recruits.

Three full Sundays are devoted to instruction at the range in the variety of weapons (revolver, shotgun, and tear gas) which the reserve is authorized to carry. During the full course recruits are administered six two-hour written examinations, and a final test in physical training.

The 72-hour Specialist training course and 364-hour full Law Enforcement course are the major components of the Reserve Training Program. Both of these courses meet (and exceed) the requirements of the California Peace Officers Standards of Training (POST). Figure 4 displays the required subjects and hours assigned to each subject for both courses and their relationship to POST requirements.

During the seven month course of training at the Academy the Reserve Training staff are available to counsel recruits in academic or personal matters, and the Station Coordinator who recruited the candidate is expected to provide support and assistance, and make arrangements for observation of patrol (ride along) for the recruit.

At graduation from the Academy, the Reserve is not granted a POST Certificate (required for full-time law enforcement status) although he has successfully fulfilled all POST requirements.

Figure 4

RESERVE TRAINING PROGRAM

REQUIRED SUBJECTS	Reserve Hours	Required Hours (POST)
<u>A. SPECIALIST COURSE</u>		
Introduction to Law Enforcement	2	1
Discretionary Decision Making	2	2
Laws of Arrest	10	6
Ethics and Professionalization	2	2
Search and Seizure	6	6
Searching and Handcuffing	4	4
Criminal & Constitutional Law	4	4
Legal and Moral Aspects of Force and Firearms	6	4
Range Training and First Aid for Gunshot Wounds	18	10
Examination	4	1
TOTAL	48	40
<p>In addition to the 58 hours of POST required subjects, reserves receive an additional 14 hours in Narcotics (2), Interviews and Interrogations (2), and Tear Gas Training (6), for a total of 72 hours.</p>		
<u>B. FULL LAW ENFORCEMENT COURSE</u>		
Introduction to Law Enforcement	13	10
Criminal Law	23	16
Criminal Evidence	14	8
Administration of Justice	4	4
Criminal Investigation	32	34
Police Community Relations	20	20
Patrol Procedures	59	40
Traffic Control	21	20
Juvenile Procedures	6	8
Defensive Tactics	17	14
Firearms	36	12
First Aid	12	10
Examinations	17	4
TOTAL	274	200
<p>In addition to the 274 hours of POST training requirements, Reserves receive the following training: Orientation (4), Inspection (24), Drill and Ceremonies (10), Physical Training (22), and Driver Training (8), for a total of 342 hours* of recruit training.</p>		

* Based on curriculum of present recruit class.

He is, however, issued the badge, identification card, revolver, and complete uniform and equipment of a Los Angeles County Deputy Sheriff.

1.3.5 Deployment Procedures and Services

Each Reserve is appointed to the Sheriff's Station of his choice where he is placed under the direct supervision of the Reserve Station Coordinator.

The Reserve is required to serve a minimum of three eight-hour tours (usually 4:00 to 12:00) a month, and the schedule is prepared in advance so that Reserves can make necessary preparations. Reserves report for roll call, receive the Sergeant's instructions, and then accompany a Regular Deputy as second officer in a Station patrol car. The Reserve Deputy, no matter what his Reserve rank, is always subordinate to a Regular Deputy. The Station Dispatcher does not screen assignments given to a radio car with a Regular and Reserve Deputy. The Reserve is expected to respond to all calls, take appropriate action, and, in general, perform as a Regular Peace Officer.

In the Uniform Reserve Force routine patrol assignments constitute the bulk of service provided, but the Deputies are sometimes deployed for special service, e.g., parades, the Rose Bowl, etc., or for special programs instituted by the Stations, e.g., Burglary Prevention Program designed to inform citizens of burglary prevention methods.

All Reserve Deputies are required to attend monthly training/business meetings conducted by the Station Coordinator.

1.3.6 Summary

The Reserve Program of the Los Angeles County Sheriff's Department is a large, highly diversified, fully integrated and institutionalized force which provides law enforcement services to the community on both a routine and emergency basis. As such, the Program is supplemental rather than auxiliary to the Department. The chief distinguishing characteristic of this Reserve Program is the full law enforcement status of the Reserve Deputy while on duty (and, by extension, while off duty) based on the definition of a Peace Officer as specified

by the Penal Code of California, and the training which the Reserve receives.

2.0 Selection Criteria

2.1 Goal Achievement

The Reserve Program of the Los Angeles County Sheriff's Department does not have a formal set of goals distinct from the crime preventive-reductive goals of the Department itself. And, consistent with the full law enforcement status of the Reserve Deputies, for reporting purposes it is the Department's policy to equate the performance of Reserves with that of the regular deputies. As a result, complete and separate statistical data on the Reserve Program itself--specifically, types of services provided, demographic characteristics of the reserve force, percentage of reserves who become members of a regular law enforcement department, citizen and departmental complaints lodged against reserves, and exact cost calculations for certain direct costs absorbed by the Department and not reflected in the Reserve Program budget--are simply not available.

In the absence of any data to describe the composition and performance of Reserve Deputies, this section is confined to a discussion of the program's operational objectives, followed by comments on the program's effectiveness in recruiting, training and utilizing citizen volunteers where appropriate. The latter section references the standards developed by the National Advisory Commission on Criminal Justice Standards and Goals.

2.1.1. Project Objectives and Performance

The Exemplary Project application states that the program has improved the criminal justice system "by involving citizen/peace officers with the system; saving taxpayers' monies through volunteer services, and, promoting increased understanding between the citizenry and the police through the involvement of citizen volunteers."

Cost Savings. A separate discussion of costs is contained in Section 2.3, Efficiency. Although data that would permit a full accounting of return on the Department's investment in the Reserve Program are not available, it is clear that the number of hours expended by Reserve personnel in the performance of duties that would normally require full salaried Deputies, represents a substantial cost savings to the Department.

Citizen Involvement. The Reserve Program has secured the direct involvement of some 1300 citizens who are willing to volunteer their services to the Department's law enforcement mission. The very size of the group and the fact that the Bureau has not experienced recruitment difficulties attest to its effectiveness in reaching and utilizing volunteers. In particular, the formation of the Posse, Mountain Rescue and Specialists units represent a creative and cost-efficient approach to citizen involvement. No direct evidence can be provided to support the more ambitious goal of "promoting increased understanding between the citizenry and the police" as a result of the involvement of citizen peace officers. Indeed, since the Reserves have full authority as sworn officers, and are not organized as a neighborhood-based auxiliary force, it is not clear that the program is designed to accommodate an increased understanding of the police functions on the part of the general citizenry.

2.1.2 Operational Effectiveness

Referencing appropriate NAC standards, this section examines the recruitment, training and utilizing policies of the L.A. Reserve Program.

Utilization

Standard 10.2 on the Selection and Assignment of Reserve Police Officers,* the principal standard in this matter, states that every police agency should consider the establishment of a reserve force "to supplement the regular force of sworn personnel." In implementing this directive specific guidance (paraphrased below) is offered in two broad areas:

- (1) Police agencies should establish selection and training standards "equivalent to those for regular sworn personnel."
- (2) Every agency which has identified a need to establish a reserve force should implement the following procedures to derive maximum benefit: (a) assign the reserve generalist to supplement regular police personnel in the day-to-day delivery of police services, and assign specialists to perform services within a particular field of expertise; (b) establish a reserve in-service training program; and (c) furnish the reserve officer with the same uniform and equipment as a regular officer only upon completion of training requirements.

* Police, National Advisory Commission on Criminal Justice Standards and Goals, page 263.

In every important respect the Reserve Program of the Los Angeles County Sheriff's Department conforms to the specifications of this national standard. Uniform Reserves are utilized to supplement the services of regular deputies in day-to-day routine patrol activities. Possemen and Mountain Rescue Teams assist in special deployment problem areas; and specialist professional talent is tapped through the efforts of the specialist units (Medical, Photographic, Administrative Company, etc.). For several years the Program has used selection and training criteria equivalent to those for Regular Deputies, and has instituted in-service training for Reserves. Reserves are issued the same uniform and equipment as Regulars after they graduate from the Academy.

Recruitment, Screening and Selection

The screening and selection process of the Reserve Program is thorough, procedurally well-defined and equivalent to that of the Regular force. Perhaps the only deficiency of the Reserve selection procedure is the absence of any formal mechanism for determining applicant motivation. Although Standards 13.4 and 13.5 recommend screening and testing procedures that consider the need for personnel "who are psychologically healthy and capable of enduring emotional stress," neither Regular nor Reserve selection procedures formally accommodate these standards. While the Reserve standard itself only requires selection procedures equivalent to that of the regular force, given the uncompensated status of the Reserve role, applicant motivation may be more critical in selection of Reserves than Regulars: the motivation of an individual who is prepared to donate sixteen to twenty-four hours a month of his own time to policing the community may be distinctly different from that of a paid regular. In addition to the time involved, some Reserves (Possemen and Mountain Rescue Team Members) must pay for equipment used in the performance of duty. This question of Reserve motivation was posed to several Reserve and Regular deputies during the validation study. Some saw the Reserve Program as a stepping stone to regular deputy status. Others stated that they had always had an interest in police work but, due to financial and family considerations, could not pursue a full-time career as a law enforcement officer. Several mentioned that they had extra time available and wanted to do something for the community. Both Regular and Reserve deputies agreed that there were probably some reserves who were motivated by the desire to carry a badge and a gun. They felt, however, that these Deputies were in the minority.

In the Los Angeles County Reserve Program screening and selection procedures continue during the training program at the Academy where candidates are evaluated in the training setting. This seems to be a desirable policy, even though the attrition rate is approximately 50% and substantial

administrative costs are incurred. Extending the screening process into the Training Academy controls to some degree for any possible deficiencies in the initial screening stage.

Training

Standard 16.3 which recommends minimum standards for the preparatory training of sworn personnel, states:

Every state should require that every sworn police employee satisfactorily complete a minimum of 400 hours of basic police training.

The Sheriff's Department Training Academy is a large, well-funded unit of the Department which has the respect of law enforcement personnel in California. Several jurisdictions send their recruits to the Academy, and in all respects their courses meet the POST requirements of the State. The Uniform Reserve Training Program of 364 hours does not numerically meet the prescribed level of 400 hours for basic police training as recommended above, but does exceed the training requirements for regulars in many agencies in California and the country.

An analysis of the percentages of time devoted to different topical areas as prescribed in Standard 16.3 is presented below. This analysis is based on the curriculum outline of the Full Law Enforcement Program (364 hours) which appears in the Appendix of this Report.

Curriculum of Full Law Enforcement Program

Topical Areas	Recommended in Standards	Los Angeles County Program
● Introduction to the Criminal Justice System	8%	6%
● Law	10%	11%
● Human Values and Problems	22%	6%
● Patrol and Investigation Procedures	33%	34%
● Police Proficiency	18%	31%
● Administration	9%	12%

If the titles of the curricular elements reflect the actual course content, and the assignment of these units to the six categories listed above is accurate, then one could conclude that the treatment of subjects in the area of human values and problems is allocated an inadequate amount of time, while the course overemphasizes elements of police proficiency. As the Commission points out, however, any set of training standards and the use of any particular training style are value judgements made on the basis of perceived need and organizational experience and tradition. The Director of the Academy did offer the opinion that the Reserve Training Program was probably weak in the area of human values and problems as cited above.

An example of how the Regular Deputies viewed the training of reserves was obtained during field observation. One Regular Deputy stated that before the Reserves started receiving extensive training, regular deputies avoided working with them. The Regular Deputy stated that now most of the Reserves are viewed as being competent officers and the regulars did not object to working with them. Field observation of a Reserve Deputy and discussions with other regular deputies corroborated the view that reserve officers were competent and were accepted by Regular Deputies. The Reserve Deputy, observed on patrol, followed correct police procedures in several incidents and seemed confident of his ability to perform the tasks expected.

Analysis of the reserve training curriculum, observation in the classroom setting coupled with the testimony of Regular Deputies and observation of Reserves on duty all point to the adequacy and effectiveness of the training provided.

2.2 Replicability

Police reserve or auxiliary units have been formal components of police departments since the early 1940's with the advent of World War II. They were initially formed to fill existing manpower shortages in police agencies and to perform civil defense duties. Many of the nation's police departments have reserve forces today that are used in a variety of ways. The most common uses are to supplement regular patrol forces and to provide additional manpower for special events and disasters.

The use of reserves to supplement police manpower clearly addresses a problem of common concern: how to maintain or increase levels of police service within existing or reduced law enforcement budgets.

The documentation available to describe the Los Angeles County Reserve Program is adequate for purposes of replication by other police agencies, but is not contained in any single volume maintained by the department. A comprehensive review of operations and procedures would require a review of both the Reserve Manual and the two-volume Manual of Policies and Procedures which applies to both regular and reserve Deputies.

Special Features

Five features relevant to the generalizability of the L.A. program are discussed below.

(1) Reserve Deputies' Authority as Sworn Officers. The use of Reserve Deputies who have the full authority of a sworn officer has an historical tradition in Los Angeles and California which supports its acceptance both among the citizenry and regular officers. But, there is wide variation among departments in this regard. For example, Los Angeles County Reserves wear the same uniform as the Regulars and are allowed to carry firearms on and off duty (although they are discouraged from carrying weapons off duty). On the other hand, the New York City Auxiliary Police are not permitted to carry firearms at all and have a patch on their uniform that distinguishes them from regular officers. The Los Angeles City Police Department allows its Reserves to be armed on duty only. Reserves of the Dallas Police Department went out on strike recently because they are not allowed to carry weapons.

(2) Training. The importance of proper training for reserve police officers cannot be overstressed. Regular Deputies attribute the success of the Reserve Program to the training the Reserve Deputies receive, and they accept and respect the services of Reserves because they are well-trained.

The large and sophisticated training academy of the Sheriff's Department, and the training format which accommodates large numbers in a given cycle, permit the delivery of organized training services to Reserve Deputies in a cost-effective and uniform manner. Any agency contemplating a reserve program of this type must ensure the delivery of a basic training program which meets the N.A.C. standards quoted above.

(3) Support of the Chief Administrator. The L.A. program has the enthusiastic endorsement and support of the Chief Administrator (the Sheriff). This support has contributed to its acceptance by regular personnel and its complete integration into the Department.

(4) Assignment and Supervision. The Reserve Program assigns the Reserve Deputy to the Station of his choice, and allows some choice of tours when the monthly schedule is drafted. This practice seems desirable in view of the volunteer nature of the service provided, and probably accounts in part for the high rate of conformity to the monthly minimum tour requirement.

The Reserve Deputy is usually assigned as second person in the radio patrol cars of the Stations, and as a matter of general deployment policy, this is highly desirable. At the discretion of the Station Commander and the Reserve Coordinator, Reserves sometimes do take assignments in a patrol car without a Regular Deputy. These Reserves have been judged to be highly qualified on the basis of long tenure and proven performance. This practice, highly selective in the Los Angeles County Program, obviously should not be standard policy.

Possemen and Mountain Rescue Teams on assignment are always under the direct supervision of a Regular Deputy.

Any reserve program should allow some degree of choice in assignment in order to maintain the motivation of the volunteers. On the other hand, since reserves are part-time officers and therefore less experienced than sworn personnel, a program must develop a system of close supervision and control. On duty assignment with a regular, subordination of any reserve to any regular, and periodic performance appraisal are recommended.

(5) Use of Specialist Units. A unique aspect of the Los Angeles County Reserve Program is the formation of Specialist Units to assist in special deployment areas (Posse and Mountain Rescue) or to provide specialized expertise (Medical, Photographic, Administrative Companies) to the Department on a volunteer basis. This concept, not unique to the Los Angeles County program, has excellent cost-saving potential and can be implemented to meet special local needs. Just as this program uses the services of equestrians and mountaineers, other agencies might need to utilize the services of scuba divers, ski patrols, etc. Clearly any agency can use the donated services of professionals.

(6) Legal Considerations. Los Angeles County Reserves have the same protection from civil liability as Regulars while on duty. The City of Los Angeles recently passed an ordinance that relieves the Chief of Police from civil liability for the actions of reserves. Both local ordinance and state statute affect this important issue and considerable differences exist among the states. Similarly, the statutory authority to establish and maintain a reserve unit as well as the limitations on the law enforcement authority of reserves, are prescribed by state and local laws.

Potential Target Communities

Any police agency with an identified need to supplement the services of regular officers or meet special deployment situations can establish a reserve unit. Agency size is not crucial as long as the agency can adequately train (or guarantee access to training) and supervise the reserves it recruits.

The police reserve concept is inherently a flexible one. It should address special local needs, and conform to the established police practices of respective communities. Certain program elements and operational components of the Los Angeles County program (e.g., selection and training standards, on-duty supervision, formation of Specialist Units) can serve as models for other agencies.

2.3 Measurability

Certain data on the operations of the Reserve Program have been routinely collected for several years, and all reports are maintained by the central

staff of the Reserve Bureau. Among the data points retrieved and updated on a monthly basis are:

- strength of force (active personnel) in each major component and at each station in the county.
- hours of service delivered by each reservist.
- aggregate hours of service by each major component and by station for each month, and percentage differences year-to-year.

In short, the Los Angeles County program maintains adequate records to effectively monitor the level of service delivery from the reserves of each of the components. A monthly service report, prepared by Station Coordinators and forwarded to the Reserve Bureau, records the actual hours of service of each component (Uniform Reserve, Posse, Mountain Search) and allows the Bureau to compare actual delivery against projections based on numbers of reserves available.

Measurement of Reserve activities is, however, deficient in two respects:

(1) The Management Services Division of the Department does collect and publish a comprehensive summary of police activity and crime statistics each year, but as mentioned above, the data are not disaggregated to reflect either the activities or the effects of reserve personnel.

(2) Current reporting practices and procedures do not promote any systematic performance appraisal of reserve activities. Station Coordinators are responsible for performance evaluation of reserves in their stations, but in practice the Coordinator assumes adequate performance if complaints are not lodged by the regular Deputies. However, no formal records describing the number and types of citizen or departmental complaints lodged against reserve personnel are maintained. (Were they available, it would be useful to compare reserve complaints with those against sworn personnel, adjusted for hours of service.)

2.4 Efficiency

Operating Costs

In FY 1973-74, the Sheriff's Department declared a total cost of \$418,186 for operating the Reserve Program. This included the budget items

listed below*:

Salaries for clerical and sworn personnel	\$247,914
Reserve shooting pay	49,152
Yearly reserve pay	1,300
Salaries for academy personnel	73,620
Equipment and supplies	25,000
Uniform issuance	21,200
TOTAL operating cost per year	\$418,186.

The major cost items are the salaries of the Reserve Bureau staff and the personnel at the training academy who are assigned full-time to the reserve program. The Reserve Shooting Pay item of \$49,152 reflects payments to those Reserves who practice at the range and achieve a specified level of proficiency above the minimum requirements. In addition to the \$1.00/year, these payments are the only compensation which reserves receive. This budget does not reflect the following costs that can be attributed to Reserve activities:

- the salaries of Station Coordinators who, by project staff estimate, spend 75% of their time on the program. This cost item increases the annual operating costs by approximately \$250,704 ($\$20,892/\text{Coordinator} \times 75\% \times 16 \text{ Coordinators}$).
- the salaries of the instructors and certain other indirect costs in the use of the facility itself. The Director of the Academy estimates a cost of \$1200 per person in the reserve training program.
- costs of the Background Investigation (estimates are not available).

Adjusting the submitted budget by the salaries of Station Coordinators, the annual operating budget for FY 1973-74 was approximately \$668,890. Against these operating costs, in fiscal year 1973-74, the Reserve Program delivered \$3,020,749 worth of service hours. Figure 6 on the following page displays the total hours delivered in the last two reporting years, a breakout of hours according to the Code A (replacing a Regular Deputy) and Code C (education and administrative) categories, average number of personnel active in each major component, and the average number of hours worked by each reserve Deputy. Estimates of cost savings are computed using a base of \$6.68/hour, the salary of a Deputy III, Step #3 for all hours of service performed within the reserve program without regard to the service provided, i.e., the

*From Exemplary Project Submission Document.

Figure 6

	Reserve Activities (Hours worked)		<u>A</u> Replacing Regular Deputies		<u>C</u> Education & Admin. Duties		Complement Average Number Reserve Deputies		Average Hours Worked Per Year Per Deputy	
	1973-74	1972-73	1973-74	1972-73	1973-74	1972-73	1973-74	1972-73	1973-74	1972-73
S.R. Uniform Dep.	347,859	327,040	195,252	173,268	152,607	153,772	865	840	402.15	389.33
Posse	82,413	78,005	25,301	22,467	57,112	55,538	369	341	223.34	228.77
Mountain Rescue	21,936	20,792	10,487	11,071	11,449	9,721	82	81	267.5	256.69
Total	452,208	425,837	231,040	206,806	221,168	219,031	1316	1262	297.65	337.43
Percent Change	+5%		+1.5%		+1.5%		+4%		-1.2%	

Code "A"

Includes regular police work, replacing regular sheriff's deputies.

Example:

1. Second-man radio
2. Emergency rescues and searches
3. Station details
 - a. Police work which would require sending a regular deputy if not replaced by a reserve.

Code "C"

Includes all other activities which are of an informative or education nature; devised to train reserves for disaster law enforcement work.

Example:

1. Classroom training
2. Pistol range attendance
3. Field training problem
4. Third man radio car (observer)
5. Meetings and administrative duties.

services of a physician in the Medical Company are computed at the same rate as the patrol services of a Uniformed Deputy Reserve. The \$6.68 rate is used because it is the median pay rate of the Regular Deputy Force. The uniform valuation of \$6.68/hour for all services delivered obviously does not reflect the "market" value of services provided by personnel of the specialists units. If these services were calculated on a fee schedule for professional services, the savings estimate would be substantially increased as certain specialist Reserves provide services not performed by or expected of Regulars.

Although it is not possible to calculate the Department's return in precise expenditures without a basis for quality comparison (are the policing services of a Reserve equal in value to those of a regular Deputy?) on balance the Reserve Program appears to be highly cost-efficient, offering fairly high dollar savings to the Sheriff's Department and the County.

2.5 Accessibility

For years the Sheriff's Department has answered inquiries and spent time with representatives of other police agencies interested in the Reserve Program. Staff of the Reserve Bureau and the training academy, as well as Regular Deputies, were very generous with their time and were candid in their responses to questions during the validation visit. Program staff are willing to arrange observation of Reserves on patrol or of training events for interested visitors. Project files and documents are available for inspection.

3.0 Summary of Project Strengths and Weaknesses

Major Project Strengths

- Reserve Deputy Training. The Training Program is comprehensive and provides a Reserve Deputy with the necessary skills and knowledge to perform the police function.
- The Specialist Units. The use of professionals to provide the Department with technical assistance in their areas of expertise is an excellent way to tap the resources of the community to improve police service.
- Reserve Deputy Acceptance. The Reserve Deputies and the program seem to be accepted by the Regular Deputies. This acceptance can probably be attributed to the policy of applying the same selection requirements to Reserve and Regular Deputies and requiring the Reserves to complete a comprehensive training program.
- Dollar Savings. The Reserve Program realizes a large savings to the Department and the County, by providing no-cost hours to replace those of regular deputies and to perform specialist functions that could not be assumed by regulars.

Major Project Weaknesses

- Reserve Deputy Performance Appraisal. There is no formal system of periodic performance appraisal, based on feedback from regular deputies.
- Screening Procedures. There is no formal procedure for identifying applicant motivation during the screening process.
- Reserve Deployment Policy. Reserves are not always under the direct supervision of a regular Deputy.
- Management Information. Descriptive and performance data pertaining to Reserves cannot be disaggregated from overall Department statistics.

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APPENDICES

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A. EXEMPLARY PROJECT APPLICATION FORM	30
B. LOS ANGELES COUNTY SHERIFF'S DEPARTMENT RESERVE RECRUITMENT TRAINING	39

FORMAT FOR SUBMISSION OF EXEMPLARY PROJECT RECOMMENDATIONS

I. PROJECT DESCRIPTION

1. NAME OF THE PROGRAM

LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
RESERVE DEPUTY SHERIFF PROGRAM

2. TYPE OF PROGRAM (ROR, BURGLARY PREVENTION, ETC.)

RESERVE DEPUTY SHERIFF

3. AREA OR COMMUNITY SERVED

UNINCORPORATED AREA OF LOS ANGELES COUNTY AND 29 CONTRACT CITIES

4. APPROXIMATE POPULATION OF AREA OR COMMUNITY SERVED

2,000,000

5. ADMINISTERING AGENCY (GIVE FULL TITLE AND ADDRESS)

LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
211 WEST TEMPLE STREET
LOS ANGELES, CALIFORNIA 90012

6. PROJECT DIRECTOR (NAME AND PHONE NUMBER; ADDRESS ONLY IF DIFFERENT FROM 5 ABOVE)

PETER J. PITCHESS, SHERIFF
LOS ANGELES COUNTY
211 WEST TEMPLE STREET
LOS ANGELES, CALIFORNIA 90012
(213) 974-4101

7. FUNDING AGENCY(S) AND GRANT NUMBER (AGENCY NAME AND ADDRESS, STAFF CONTACT AND PHONE NUMBER)

NOT APPLICABLE

8. PROJECT DURATION (GIVE DATE PROJECT BEGAN RATHER THAN THE DATE THAT LEAA FUNDING, IF ANY, BEGAN)

CONTINUOUS SINCE 1941

9. PROJECT OPERATING COSTS (DO NOT INCLUDE COSTS OF FORMAL EVALUATION IF ONE HAS BEEN PERFORMED. SEE ITEM 10)

BREAKDOWN OF TOTAL OPERATING COSTS, SPECIFY TIME PERIOD:

FEDERAL: NONE

STATE: NONE

LOCAL: OPERATING COSTS ARE ABSORBED WITHIN THE DEPARTMENTAL BUDGET.

PRIVATE: NONE

TOTAL: NONE

OF THE ABOVE TOTAL, INDICATE HOW MUCH IS

(A) START-UP; ONE TIME EXPENDITURES:

(B) ANNUAL OPERATING COSTS: \$418,186

(A COMPLETE BUDGET BREAKDOWN SHOULD BE INCLUDED WITH THE ATTACHMENTS TO THIS FORM)

SEE ATTACHMENT "B"

10. EVALUATION COSTS (INDICATE COST OF FORMAL EVALUATION IF ONE HAS BEEN PERFORMED)

NOT APPLICABLE

11. CONTINUATION. HAS THE PROJECT BEEN INSTITUTIONALIZED OR IS IT STILL REGARDED AS EXPERIMENTAL IN NATURE? DOES ITS CONTINUATION APPEAR REASONABLY CERTAIN WITH LOCAL FUNDING?

THIS PROGRAM HAS BEEN IN EFFECT SINCE 1941 AND IS CONTINUALLY UPDATED AND IMPROVED. WE EXPECT THE PROGRAM TO CONTINUE AS IT HAS BECOME AN INTEGRAL FUNCTIONING UNIT OF OUR DEPARTMENT.

11. ATTACHMENTS PLEASE ATTACH THE FOLLOWING: COVERED UNDER SEPARATE SHEET TITLED "ATTACHMENT A"

ATTACHMENT A - PROGRAM REVIEW MEMORANDUM

THIS MEMORANDUM SHOULD CONTAIN THE FOLLOWING ELEMENTS:

(1) PROJECT SUMMARY - BRIEF STATEMENT OF THE PROJECT'S GOALS, OBJECTIVES AND METHOD OF OPERATION.

(2) CRITERIA ACHIEVEMENT - EXPLANATION OF THE DEGREE TO WHICH THE PROJECT MEETS EACH OF THE EXEMPLARY PROJECT CRITERIA - GOAL ACHIEVEMENT, REPLICABILITY, MEASURABILITY, EFFICIENCY AND ACCESSIBILITY. CITE SPECIFIC MEASURES OF EFFECTIVENESS, E.G. CRIME REDUCTION, COST SAVINGS, ETC.

(3) OUTSTANDING FEATURES - INDICATION OF THE MOST IMPRESSIVE FEATURE(S) OF THE PROJECT.

(4) WEAKNESSES - FRANK STATEMENT OF THOSE AREAS OF PROJECT OPERATION THAT COULD BE IMPROVED. (IT IS ASSUMED THAT A PROJECT WILL NOT BE RECOMMENDED IF THERE ARE CRITICAL PROGRAM WEAKNESSES).

(5) DEGREE OF SUPPORT - INDICATE OF THE DEGREE OF LOCAL SUPPORT, E.G. CRIMINAL JUSTICE OFFICIALS, CITIZEN GROUPS, THE NEWS MEDIA.

ATTACHMENT B - FUNDING SOURCES NOT APPLICABLE

EACH PROJECT SHOULD HAVE A WRITTEN ENDORSEMENT FROM THE APPROPRIATE SPA AND LEA REGIONAL OFFICE. ENDORSEMENTS FROM OTHER SOURCES MAY BE ATTACHED IF AVAILABLE.

ATTACHMENT C NOT APPLICABLE

FOR LEA FUNDED PROJECTS, ATTACH A COPY OF THE GRANT APPLICATION (), ALL ANNUAL PROGRESS REPORTS, AND THE MOST RECENT QUARTERLY REPORTS. IF A FORMAL EVALUATION HAS BEEN UNDERTAKEN, THIS REPORT SHOULD ALSO BE ATTACHED.

FOR NON-LEA FUNDED PROJECTS ATTACH A SUMMARY REPORT AND EVALUATION REPORTS AS MAY BE AVAILABLE.

1. PROJECT SUMMARY - COVERED WITHIN THE "HISTORY AND LEGAL BACKGROUND OF RESERVES" HANDOUT.
2. CRITERIA ACHIEVEMENT -
 - A. GOAL ACHIEVEMENT - THE PROGRAM HAS HELPED THE OPERATIONS OF THE CRIMINAL JUSTICE SYSTEM BY INVOLVING CITIZEN/PEACE OFFICERS WITH THE SYSTEM. THIS PROGRAM HAS BEEN HIGHLY SUCCESSFUL AND IS ONE OF THE FINEST PROGRAMS OF THIS TYPE IN THE NATION.
 - B. REPLICABILITY - THE PROBLEM OF INCREASING COST OF SALARIES IS OF COMMON CONCERN TO ALL POLICE AGENCIES. THE ABILITY TO PLACE A NUMBER OF TRAINED POLICE PERSONNEL IN THE FIELD AT NO COST TO THE COMMUNITY IS ACCEPTABLE TO ALL LEVELS OF SOCIETY TODAY. THE SUCCESS OF THIS PROGRAM IS DUE TO THE WHOLEHEARTED SUPPORT AND UNDERSTANDING OF THIS PROGRAM FROM SHERIFF PETER J. FITCHESSE TO THE NEWEST DEPUTY IN THE RADIO CAR.

THIS PROGRAM WOULD BE ADVANTAGEOUS TO ANY LAW ENFORCEMENT AGENCY INTERESTED IN HAVING THE CITIZENRY BECOME MORE INVOLVED WITHOUT RAISING THE COST OF LAW ENFORCEMENT OPERATIONS TO THE AREA TAXPAYERS.

ANOTHER AREA OF COMMON CONCERN AND PROBABLY THE MOST IMPORTANT IS HAVING A STANDBY FORCE OF TRAINED POLICE OFFICERS AVAILABLE TO REINFORCE THE REGULAR DEPARTMENT IN TIME OF DISASTER OR MAJOR DISTURBANCE.
 - C. MEASURABILITY AND EFFICIENCY - COVERED WITHIN THE "SELECTED STATISTICS ON RESERVE FORCES ACTIVITIES" HANDOUT.
 - D. ACCESSIBILITY - THE LOS ANGELES COUNTY SHERIFF'S DEPARTMENT WELCOMES ANY LAW ENFORCEMENT AGENCY THAT IS INTERESTED IN A RESERVE PROGRAM TO MEET WITH THE PERSONNEL OF THE RESERVE FORCES BUREAU FOR ANY ASSISTANCE THEY MAY NEED. IN THE PAST, LAW ENFORCEMENT AGENCIES FROM BOTH WITHIN AND OUTSIDE THE UNITED STATES HAVE BEEN ASSISTED BY THIS DEPARTMENT.
3. OUTSTANDING FEATURES - IN ADDITION TO THE MONETARY SAVINGS, THIS PROGRAM HAS A BUILT IN PUBLIC RELATIONS FACTOR IN THAT THESE CITIZEN PEACE OFFICERS BECOME BETTER ACQUAINTED WITH LAW ENFORCEMENT PROBLEMS AND THUS HELP PROMOTE BETTER UNDERSTANDING BETWEEN THE COMMUNITY AND THE POLICE AGENCY.
4. WEAKNESSES - THERE MUST BE A POSITIVE CONTROL OVER THE ACTIONS OF THE RESERVES AT ALL TIMES SO AS NOT TO BRING DISCREDIT UPON THE DEPARTMENT. AS CIVILIANS, THE MAJORITY OF THEIR TIME IS AWAY FROM THE DEPARTMENT AND CONSEQUENTLY THEIR BEHAVIOR COULD REFLECT UPON THE AGENCY WITH WHOM THEY ARE IDENTIFIED.
5. DEGREE OF SUPPORT - OUR EXPERIENCE HAS SHOWN THAT COMMUNITY LEADERS HIGHLY ENDORSE THIS PROGRAM. THE NEWS MEDIA IS ALSO INTERESTED IN THE ACTIVITIES OF THE RESERVES, PERIODICALLY PRINTING STORIES OF THE CITIZEN/POLICE OFFICER PERFORMING HIS VOLUNTARY SERVICES.

ATTACHMENT "B"

ANNUAL OPERATING COSTS

SALARIES FOR CLERICAL AND SWORN PERSONNEL	\$247,914
RESERVE SHOOTING PAY	49,152
YEARLY RESERVE PAY	1,300
SALARIES FOR ACADEMY PERSONNEL	73,620
EQUIPMENT AND SUPPLIES	25,000
UNIFORM ISSUANCE	21,200
TOTAL OPERATING COST PER YEAR	\$418,186

LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
RESERVE FORCES BUREAU

JULY 1974

SELECTED STATISTICS ON RESERVE FORCES ACTIVITIES

FISCAL YEARS 1972-73 & 1973-74

JULY 10, 1974

RESERVE FORCES BUREAU

PERSONNEL ASSIGNMENTS

TITLE	NUMBER OF POSITIONS
CAPTAIN	1
LIEUTENANT	1
SERGEANT	6
DEPUTY SHERIFF	2
DEPUTY SHERIFF DELEGATES	1231
STENOGRAPHIC SECRETARY	1
INTERMEDIATE STENOGRAPHER	1
INTERMEDIATE TYPIST CLERK	1

EXPLANATION OF ATTACHED REPORT

THE PURPOSE IN COMPILING THE INFORMATION CONTAINED IN THIS REPORT IS TO GIVE A COMPARATIVE ACCOUNT OF THE ACTIVITIES OF THE VARIOUS UNITS OF THE SHERIFF'S RESERVE FORCES. IN ADDITION, THIS REPORT REFLECTS TO SOME DEGREE THE BENEFITS DERIVED BY THE SHERIFF'S DEPARTMENT.

CODE A: THIS CATEGORY REFLECTS A MODERATE INCREASE IN BOTH UNIFORM RESERVES AND MOUNTED POSSE OPERATIONS WHICH WAS OFFSET TO SOME DEGREE BY A SLIGHT DECREASE IN MOUNTAIN RESCUE

CODE C: THE UNIFORM RESERVE SHOWED A MINIMAL DECREASE WHILE BOTH THE POSSE AND MOUNTAIN RESCUE SHOWED A SLIGHT INCREASE. THE INCREASE IS PARTIALLY DUE TO EXTRA TRAINING TO FULFILL THE REQUIREMENTS OF 832 OF THE PENAL CODE.

SUMMARY: THE TOTAL NUMBER OF HOURS WORKED BY ALL RESERVES REFLECTS A MODERATE INCREASE FOR THIS REPORTING PERIOD. THE OVERALL COMPLEMENT OF THE RESERVES ALSO ROSE SIGNIFICANTLY WHICH REFLECTS THE SLIGHT DECREASE IN AVERAGE HOURS WORKED PER YEAR, PER DEPUTY.

IN ATTEMPTING TO ESTABLISH THE VALUE OF THE RESERVE PROGRAM TO THE SHERIFF'S DEPARTMENT, IT SHOULD BE NOTED THAT THE MONETARY VALUE PLACED ON THE EQUAL EFFORTS OF THESE PROGRAMS, WHICH IN TOTAL, REFLECTS A SAVINGS TO THE COUNTY TREASURY IS AS FOLLOWS:

* 1972-1973 \$2,691,202.04

* 1973-1974 \$3,019,519.44

* BASED UPON HOURLY RATE OF A DEPUTY III \$11.00 (1973) (\$5.63 PER HOUR)

	RESERVE ACTIVITIES (HOURS WORKED)	REPLACING REGULAR DEPUTIES	EDUCATION & ADMIN. DUTIES	COMPLEMENT AVERAGE NUMBER RESERVE DEPUTIES 1973-74	AVERAGE HOURS WORKED PER YEAR 1973-74	PER DEPUTY 1972-73
S.R. UNIFORM DEP.	347,859	195,262	152,607	865	402.15	389.33
POSSE	62,413	25,301	57,112	369	223.34	226.77
MOUNTAIN RESCUE	21,985	10,487	11,449	82	267.51	255.69
TOTAL	432,257	231,050	221,168	1316	297.65	337.43
PERCENT CHANGE	+5%	+2.5%	+1.5%	+4%	-1.2%	

CODE "A"

INCLUDES REGULAR POLICE WORK, REPLACING REGULAR SHERIFF'S DEPUTIES.

EXAMPLE:

1. MOUNTAIN RESCUE
2. EMERGENCY RESCUES AND SEARCHES
3. STATION DETAILS
4. POLICE WORK WHICH WOULD REQUIRE SENDING A REGULAR DEPUTY IF NOT REPLACED BY A RESERVE.

CODE "C"

INCLUDES ALL OTHER ACTIVITIES WHICH ARE OF AN INFORMATIVE OR EDUCATIONAL NATURE; DEVISED TO TRAIN RESERVES FOR DISASTER LAW ENFORCEMENT WORK.

EXAMPLE:

1. CLASSROOM TRAINING
2. PISTOL RANGE ATTENDANCE
3. FIELD TRAINING PROBLEMS
4. THIRD MAN RADIO CAR (OBSERVER)
5. MEETINGS AND ADMINISTRATIVE DUTIES

Appendix B
LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
RESERVE RECRUIT TRAINING

<u>Regular Training</u> Hours	<u>Introduction to Law Enforcement</u>	<u>Reserve Training</u> Hours
1	Health & Welfare	1
3	Orientation: Academy Rules and Procedures	3
2	Role of Police in Society	3
1	Department Organization	1
2	History of Law Enforcement	1
2	Law Enforcement - Ethics & Professionalization	2
2	P.T. Orientation	2
	Total	13
	<u>Criminal Law</u>	
3	Constitutional Law	3
13	Criminal Law	10
2	Disorderly Conduct and Disturbance	2
?	Laws of Arrest	6
2	ABC Laws	2
	Total	23
	<u>Criminal Evidence</u>	
8	Search and Seizure	4
6	Collection, Identification and Preservation	6
6	Rules of Evidence	4
	Total	14
	<u>Administration of Justice</u>	
2	Court Organization and Procedure	2
2	Courtroom Demeanor and Testifying	2
	Total	4
	<u>Criminal Investigation</u>	
2	Theft and Receiving Stolen Property	2
2	Auto Theft	2
2	Interviews and Interrogation	4
8	Narcotics and Dangerous Drugs	4
0	Prowler Cases	2
2	Robbery Cases	2
3	Injury and Death Cases	2
4	Crime Scene Reporting	6
2	Assault Cases	2
2	Burglary Cases	2
0	Fingerprints and Application	4
	Total	32

<u>Regular Training</u> Hours	<u>Defensive Tactics</u>	<u>Reserve Training</u> Hours
38½	Weaponless Defense	13
6	Searching and Handcuffing	4
	Total	17
	<u>Police Community Relations</u>	
4	Race and Ethnic Group Relations	4
0	Human Relations	2
0	General Public Relations	2
1	Internal Discipline	2
4	Domestic and Civil Disputes	4
2	Industrial Relations	2
2	News Media Relations	2
	Total	20
	<u>Patrol Procedures</u>	
15	Report Writing	18
1	Missing Persons	1
6	Patrol and Observations	6
2	Disaster Training	1
1	Telecommunications	2
7	Pullover and Approach	7
6	Tactics for Crime in Progress	2
3	Mentally Ill Cases	2
6	Burglary Field Problems	4
8	Universal Field Problems	8
2	Mob Psychology	2
2	Crowd Control	2
3	Officer Survival	4
	Total	59
	<u>Juvenile Procedures</u>	
2	Juvenile Gangs	2
3	Juvenile Procedures	4
	Total	6
	<u>First Aid</u>	
		12
	<u>Examinations</u>	
		16½
	<u>Traffic Control</u>	
10	Vehicle Codes	4
1	Citations Mechanics & Psychology	2
2	Drunk Driving and Intoxication Cases	1
	<u>Traffic Accident Investigations</u>	
2	1) Driver and Witness Report Writing	4
2	2) Physical Evidence	2

<u>Regular Training</u> Hours	<u>Traffic Control (continued)</u>	<u>Reserve Training</u> Hours
1	Traffic Directing	2
8	Breathalyzer	6
	Total	21
	<u>Firearms</u>	
5	Legal & Moral Aspects of Force & Firearms	2
	Officer Survival (Cause and Effects)	3
8	Revolver and Shotgun	8
	Range	16
8	Tear Gas Training	8
	Total	36

1.0 INTRODUCTION

At the request of the National Institute, Abt Associates Inc. conducted a validation study of a second auxiliary police unit, the neighborhood Assistance Office (NAO) Program of the Dayton Police Department, Dayton, Ohio. An on-site visit was conducted on January 7 and 8, 1975, by an Abt Associates staff member and a consulting Police Officer, Sgt. John McLaury of the Kansas City, Missouri Police Department. During the visit in Dayton formal interviews were conducted with the following individuals: Grover W. O'Connor, Chief of the Dayton Police Department; Sgt. David Spencer, NAO Project Director; John Bottorff, NAO recruitment officer; Paul Smith, NAO supervisor; William Posey, NAO coordinator, District Five; Al Pierce, Chairman of the Law Enforcement Advisory Council, District Five; Capt. Stewart, Commander, District Two; Lt. Solomon, head of Central Services, Dayton Police Department; Roberta Lathey, Public Information Officer, Dayton Police Department; and Drs. Steven Blatt and Thomas Tortoriello, two principals of Communications Research Associates, a local firm which has published an evaluation of the NAO program, and currently is conducting a follow-up study. This report, which follows the same format as the preceding validation, is based on a review of the project's documentation, analysis of available statistical information, and the findings generated at the time of the site visit.

1.1 Project Development

The Neighborhood Assistance Officer Program is not a typical auxiliary law enforcement unit which utilizes the volunteer services of citizens in performance of normal police duties. The NAO program uses trained citizen volunteers in strictly non-enforcement police functions, prohibits them from carrying a weapon or engaging in offensive police actions, e.g., arrests or investigations. NAOs perform their function in the neighborhood where they live and their activities include such services as assistance in traffic situations or at accidents, responding to calls on animal bites, assistance to motorists who request service, barking dog calls, building security checks, patrol and checks of parks and playgrounds.

The NAO program began in 1970 with the graduation of five volunteers who were assigned to one police district in the city of Dayton. The program was developed to achieve two broad goals: 1) to close the gap between the volume of calls for police service and the department personnel available to respond to these calls, and to relieve regular police officers of certain types of service calls so that they would be available for more serious police work; and 2) to enhance the department's objectives of reforming service delivery in the areas of neighborhood integrity and citizen participation in law enforcement decision-making.

The Dayton Police Department in the late 1960s and early 1970s, under the leadership of Chief Robert M. Igleburger, was a laboratory for experimentation in police methods and the role of police in the community. Among the innovations designed and tested during this period were team policing, district policing, the development of a crisis management unit within the department, an attempt to demilitarize the department by abolishing the rank system, and the NAO program.

"Throughout this initial period, the chief became increasingly committed to the concept of neighborhood integrity, a concept that became the basis of the team policing efforts. When a group of Dayton residents demanded the formation of a city-wide police auxiliary, the chief refused; as an alternative, he offered to assist them in creating neighborhood-oriented auxiliaries. His distaste for city-wide auxiliaries was based on a belief that the city could ill afford to have auxiliaries, of necessity less well-trained than regular police officers, patrolling areas in which racial tension between police and community was at a high level, and which had cultures they did not understand.

Also, the chief established a policy of permitting citizens to ride in police cars during all tours of duty, providing the citizen rode only in the area in which he lived. In this manner, Igleburger moved to develop a strategy of neighborhood integrity and a commitment toward citizen involvement in their own neighborhoods."¹

In this milieu, and under the direction of Igleburger's philosophy regarding the police function in Dayton, the NAO program was designed to meet the goal of increasing the daily service capabilities of the police department through the involvement of citizen volunteers who would handle non-enforcement tasks in their own neighborhoods. In a period of four years, the NAO program has grown from five volunteers in one district to ninety-seven officers deployed in all police districts of the city.

¹ Sherman, Milton, Kelley, Team Policing, p.13, Police Foundation, Washington, D.C., 1973.

Since its inception, the NAO program has been under the direct supervision and control of the Dayton Police Department. Concomitant with the development of the NAO Program, however, was the establishment of priority boards in each of the neighborhoods of the City of Dayton. The priority boards, an outgrowth of Model Cities activities and funding, were set up to bring decision making in the area of social services and community development closer to the people. To establish a linkage between the citizen-based priority boards and the newly developed NAO program, each board established an advisory council to oversee the NAO program, and to provide the police department feedback from citizens on policing in their neighborhoods.

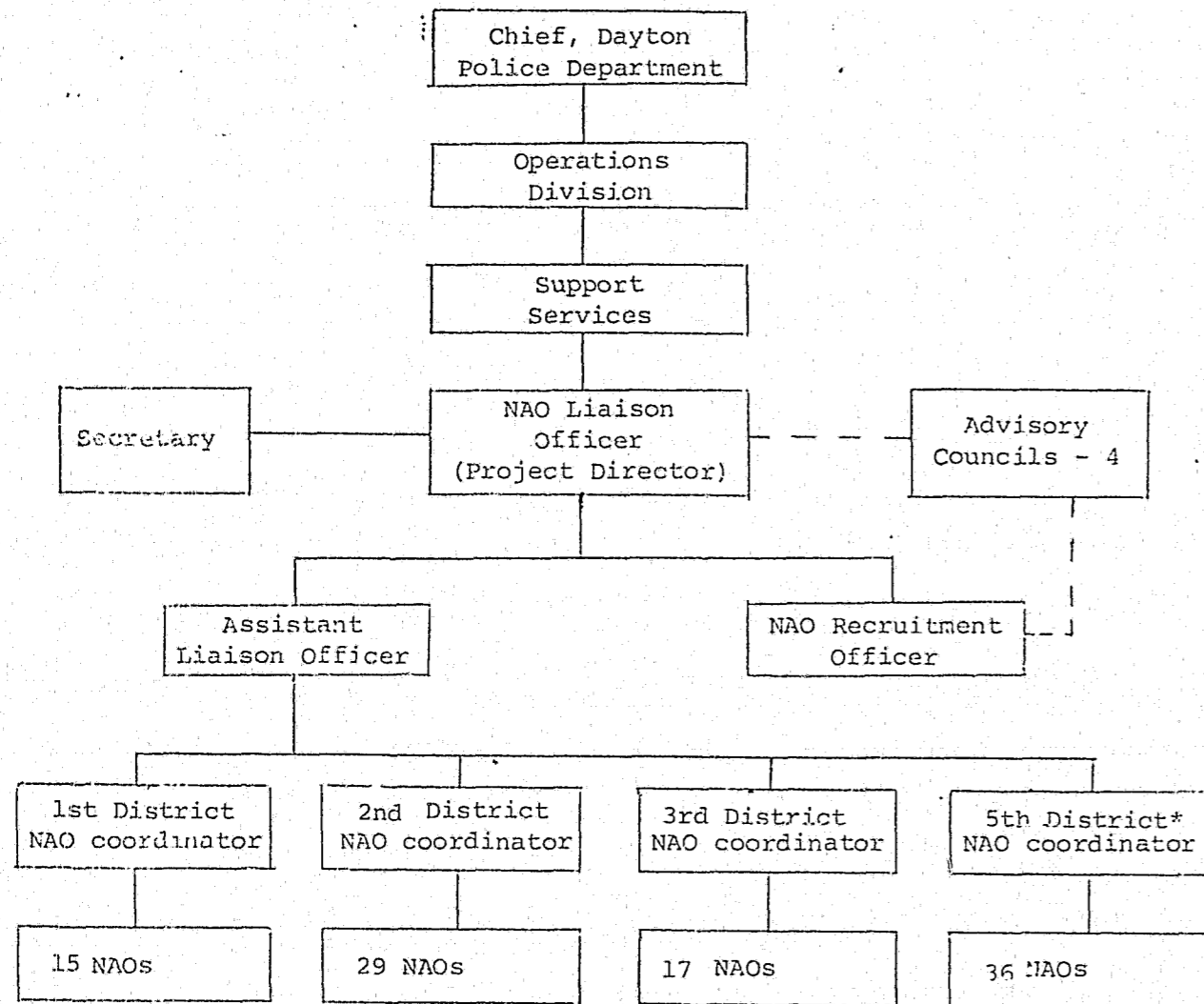
1.2 Project Organization

The current organizational structure of the NAO program and its relationship to the police department and the advisory councils is displayed on Figure 1 on the following page. As can be noted on the organizational chart, the NAO project director, a sworn officer (also referred to as the NAO liaison officer) reports directly to the head of Support Services within the Department. In practice, however, the head of the Operations Division oversees the NAO program and directly supervises its Project Director, who receives advisory assistance from the four Advisory Councils attached to the Priority Boards. In addition to the Project Director, the NAO staff consists of an Assistant Liaison Officer, who actually supervises all NAOs, and the NAO Recruitment Officer, who is responsible for recruitment and community and public relations. All three staff members of the central NAO unit serve as instructors in the NAO training program. In each of the four police district stations, a part-time (30 hours/week) civilian NAO coordinator, under the direct supervision of the district police captain, administers the program on a day-to-day basis. The coordinator's responsibilities include scheduling, preparation of service reports, liaison with the district captain, control and maintenance of NAO equipment, and assistance to the recruitment officer in the interviewing and screening of candidates.

The Central Dispatch unit of the police department, not displayed on the organizational chart, is critical to the organization of the NAO program as the dispatcher makes the decision to send either a regular police cruiser or an NAO unit to a given call. While central NAO staff, in coordination with district captains and the advisory councils, can exercise control over certain NAO activities, for example, patrol of certain parks or playgrounds or surveillance in an area of high crime, only the dispatchers have the minute-to-minute information necessary to make deployment decisions in response to calls for police service.

FIGURE 1

ORGANIZATIONAL STRUCTURE
NAO PROGRAM



*Dayton has no 4th District.

1.3 Project Operations

1.3.1 Recruitment, Screening and Selection

Recruitment of candidates to the NAO program is a city-wide effort directed by the Recruitment Officer with assistance from the four NAO Coordinators, and during the last year, the services of a local public relations firm. The project has employed a wide range of recruitment/public relations techniques to attract qualified volunteers. Among these are: newspaper advertisements with mail-in response forms; pamphlets distributed through neighborhood centers and district police stations; random mailings; advertising posters in places of business; space in the police recruiting van; occasional radio and television coverage of NAO activities; and, the direct personal contacts of police officers and NAOs themselves. When NAOs are on duty they carry a supply of small recruiting cards which they give to persons who have received their assistance. A discussion of the differential success rates using the various recruitment techniques is discussed in Section 2.1 of this report.

The only formal requirements for selection into the NAO program are: minimum age of 18, and residency in the City of Dayton. Volunteers must devote 16 hours a month to NAO activities.

An interested candidate fills out an application form which elicits a limited amount of information on the applicant's family, current and former places of residence, health status, arrest record, education, and employment. Applicants are required to give three personal references, and sign the application attesting to the truth of the information provided.

The application is reviewed by the NAO Project Director, and if it reflects a candidate who is a "stable" member of the community and has not been arrested on a serious charge, it is forwarded to the NAO Coordinator in the district where the applicant lives. The Coordinator reviews the application, interviews the candidate in his/her home, and sends a written recommendation to the NAO Project Director. If the recommendation is positive, the applicant is informed by letter of acceptance and advised of the dates of the next training cycle.

If the application indicates that the applicant might not be suitable or if this assessment is made by the Coordinator based on the home interview, NAO central staff do a more extensive background check. In these cases the final decision on selection rests with the Project Director.

1.3.2 NAO Training Program

All NAO candidates must attend and successfully complete the requirements of a 104-hour training course which is conducted weekday evenings at the Criminal Justice Center (the Department's training academy). NAO staff and regular police officers serve as instructors in the classroom. In addition to classroom instruction, all candidates are required to observe regular patrol activities in a police car for eight hours. Written exams are administered each week and at the end of the course. An agenda of the current training program appears in the Appendix of this report. The major components of the course are:

- Police Function and the NAO Role
- Urban Crisis
- Laws of Search and Seizure
- Constitution and Bill of Rights
- Black History
- Appalachian History
- First Aid
- Intervention Techniques
- NAO Procedures
- Radio Procedures
- Traffic Control
- Report Writing Procedures
- Crime Scene Protection Procedures
- Observation and Surveillance Procedures
- Hazardous Devices

After graduation from the training program the NAOs are given ID cards (which identify them as officials of the city, rather than the Police Department) and a set of uniforms with insignia and color pattern distinctly different from the insignia and color pattern of the regular police uniform.

1.3.3 Supervision and Service Deployment

NAOs are supervised directly by the NAO District Coordinators in matters of schedule and deployment routes, but they do not respond to calls unless directed by the dispatcher. The NAO District Coordinators are under the supervision of the District Commanders who have the authority to dictate the ways in which the NAOs will be utilized. Under any circumstance, any sworn officer of the police department is a supervisor of an NAO.

NAOs are required to work a minimum of sixteen (16) hours each month, and three consecutive months of inaction without cause is grounds for dismissal from the program. NAOs are required to report for roll call at the beginning of their assigned tour so that they are aware of the crime problems and policing strategy in effect for that particular day. The roll call is conducted by the NAO Coordinator, who is briefed by the Sergeant on-duty.

NAOs drive their own automobiles while on duty, and are reimbursed at the rate of \$.12/mile. NAO insignia are attached to the doors of each car which is equipped with traffic control signs, a first aid kit, a radio scanner capable of monitoring the four police bands, and a hand held police radio which permits direct communication with central dispatch. NAOs are prohibited from carrying any weapons (firearms, night sticks, mace) on their person or in their cars. Two NAOs ride in each car while on duty.

The NAO role and the functions attached to it are clearly prescribed by departmental policy and the NAO Manual of Procedures. The Police Policy Making Bureau of the Police Department has described the NAO role in the following way:

"The Neighborhood Assistance Officer's speciality is social service to the community and not the enforcement of law. They may, from time to time, participate in furthering the law enforcement mission through their powers of observation and accumulation of information.

The Neighborhood Assistance Officer is NOT a police officer and has NO arrest powers. He is NEVER, under any circumstances, to represent himself as such. He should always endeavor to thoroughly explain his function to the citizen as well as the limitations imposed upon him. Any NAO found representing himself as a Dayton Police Officer may be subject to suspension or dismissal from the program."¹

NAOs work in the district where they live; while on regular assignment their duties fall into seven general categories:

- 1) Patrol - observation while riding on pre-assigned routes with special attention to parks, playgrounds and schools;
- 2) Inspectional - building security, vacant houses, abandoned vehicles, street lights out or signs damaged;
- 3) Assistance to Citizens - assists to motorists, barking dog calls, search for missing children, animal bites, disturbance calls, etc.;
- 4) Traffic Control and Accidents - traffic control at scene of accident, accident site clean-up, etc.;

¹NAO Manual of Procedures, 1.01.

- 5) Assistance to Police - surveillance detail, recovery of stolen bikes or cars, report of offenses observed, prowler calls, etc.;
- 6) Quasi Enforcement - issuance of curfew card to juveniles, warning tags for code violations or parking violations;
- 7) Fixed Post - desk duty at the police station, or fixed post assignment for traffic or at the scene of an accident or fire.

NAOs are also utilized for special events (traffic control of a parade) and certain emergencies or disasters. At the time of the validation visit twenty-four NAOs who were not on duty were called up to assist the police in a search for a missing child. Both central dispatch and Station Commanders maintain a call-up list of NAOs in the event an emergency arises where NAOs can be utilized to supplement the regular force.

2.0 Selection Criteria

2.1 Goal Achievement

The goals and objectives of the NAO program, articulated in various ways in different project documents, have been modified and refined in the four-year history of the program. As currently stated in a project funding document and an evaluation of the program, the goals are process-directed and do not specify crime preventive or reductive measures or outcomes. This section will examine the extent to which the project has achieved its goals as stated in the most recent funding application.

I. To Allow Citizens Increased Input to and Participation in Law Enforcement Decision Making

Achievement of this objective is difficult to assess because of the absence of stated measures and the program's evolution as one means among many to promote citizen participation. For instance, the police department utilizes the services of a citizen Advisory Board to the Police Policy Making Division, but the effect of the NAO program in this structural change is difficult to isolate given the variety of citizen-oriented initiatives of the department at the time the NAO program was developed.

The existence of the NAO program did directly stimulate the development of Law Enforcement Advisory Councils under the Priority Boards in each neighborhood of the city. Initially, the Advisory Councils monitored the program, attending to personnel and deployment policies, and exercised some influence over the District Commanders in the utilization of NAO personnel. According to project staff and the Chairman of the District 5 Advisory Council, the influence and activity of the Advisory Councils has diminished, because of the program's increased capacity to handle its own problems in a manner acceptable to the community. Only one of the four Councils is currently active and its attendance at regular meetings has sharply decreased over the past year.

The NAO program in conjunction with the Advisory Boards of the neighborhood Priority Boards did, however, extend the accountability of District Commanders to a neighborhood organization insofar as the Councils were able to influence neighborhood policing policy to a degree traditionally reserved, for example, for a merchants' association. Specifically, the District Commander would have to respond to requests for increased service in a business area because of an increase of armed robberies and to the requests of a neighborhood group (low income and/or minority in many cases) because of an increase in B&Es in their area.

Figure 2

1974

NAO SERVICE REPORT

The Chief of the Dayton Police Department stated that the participation of citizens in police decision making as a result of the NAO program was limited to the direction of the NAO program itself. While NAOs themselves probably exert minimal influence on regular officers or on departmental policy, the NAO program does respect the concept of neighborhood integrity and does represent a system of community contact often absent in departments which deploy sworn personnel who do not understand the unique cultural/racial characteristics and demands of a particular neighborhood.

II. To Provide the Opportunity for Citizens to Assume Non-enforcement Activities in Order That Regular Officers Can Attend to More Serious Enforcement Duties.

During the 1960s, Dayton, like most other American cities, experienced demands for police services far beyond the capacity of its sworn force (426 personnel in November of 1970). The development of the NAO program clearly was a response to a pressing need to increase the Department's capacity to respond to the community's demand for service.

During the four year history of the program, statistical data have not been collected to conclusively demonstrate that NAO has enabled sworn personnel to increase their attention to more serious criminal matters. Nonetheless, the NAOs do respond to a range of problems traditionally handled by the police, and do represent an organized response to community demand. In 1974 NAOs delivered 26,006 hours of service. The average number of hours per month for each NAO was 22.3, which is almost a third higher than the minimum monthly requirement of 16. The Chief of the Police Department stated that NAOs were currently handling 20% of all service calls received during the 4:00-12:00 P.M. period. The 1974 NAO Service Report (Figure 2) displays the activities, services and hours on duty of all NAOs.

In short, even without knowing the degree to which NAOs actually replace police time or the program's effect on the utilization of police officer time, the program has clearly resulted in increased service capacity. Police administrators throughout the country are constantly refining personnel practices so that sworn officers can be relieved of duties (traffic enforcement, technical services, etc.) for which they are overtrained and which detract from their primary police mission. The NAO program as a manpower alternative does represent a model for increasing a police agency's capability to deliver non-enforcement services.

III. To Provide Additional "Eyes and Ears" For the Police

The routine patrolling of neighborhoods by the NAO teams who have direct radio contact with the dispatcher, does extend the observation

ACTIVITIES	1st Dist.	2nd Dist.	3rd Dist.	5 Dist.	TOTAL
Abandoned Vehicles Reported	98	50	275	148	571
Accident Site Clean-Up	13	54	19	48	134
Animal Bites Reported	1	6	8	12	27
Assists to Motorists	97	166	48	253	564
Att. to Locate Suspects	80	51	27	154	312
Barking Dog Calls	6	39	4	77	126
B & Es Discovered	1	5	4	16	26
Building Security Reports	1573	1572	317	1166	4628
Citizen Assistance	194	315	109	453	1071
Damaged Signs Reported	8	39	14	61	122
Dead and Injured Animals	1	7	3	9	20
Disturbance Calls	60	279	32	681	1053
False Alarms Inv.	7	11	25	76	119
F.I.C.	2	23	1	7	33
Fires Attended	24	90	53	117	284
Juvenile Contact-Curfew Cards	3	41	6	34	84
Memos Reported	-	26	23	82	140
Missing Persons Inv.	6	14	10	56	86
Neighborhood Meetings Attended	14	105	45	86	249
Offenses Observed & Reported	4	33	10	55	102
Offense Reports Investigated	3	10	5	13	31
Officers Assisting	220	540	274	622	1656
Park & Playground Checks	376	1572	391	2982	5321
Prowler Calls	1	25	17	102	145
Radio Investigations	525	1852	864	2652	5993
Removals (Ambulance)	-	20	7	12	48
Removals by NAO	2	21	61	36	120
School Areas Patrolled	82	2243	831	3402	6558
Patrol for Community Events	17	99	36	40	192
Street Lights Out	49	15	60	14	148
Stolen Bikes Recovered	4	16	9	34	63
Stolen Cars Recovered	2	10	13	18	43
Supplementary Reports Inv.	0	5	2	1	8
Surveillances	24	166	37	74	301
Traffic Complaints Inv.	33	80	72	357	542
Vacant House Checks	173	163	728	541	1605
Warning Tags-Code Violations	22	41	8	2	73
Warning Tags (Parking Only)	45	246	4	269	564

HOURS					
Hours Fixed Post	1389	2265	583	535	4773
Traffic	(105)	(392)	(121)	(137)	(755)
Accidents	(26)	(49)	(31)	(166)	(272)
Fires	(19)	(123)	(40)	(165)	(347)
Desk	(1177)	(969)	(86)	(142)	(2368)
Surveillance Hours	45	355	127	184	711
All Other Hours	2476	6185	2769	9093	20522
Total Hours	3910	8805	3479	9812	26006

PERSONNEL					
Active NAOS	10	25	13	26	74
Inactive	5	4	4	10	23

capacity of the police. As Figure 2 indicates, in 1974 NAOs observed and reported the following activities which resulted in police action:

- B&Es discovered--26
- Offenses observed--102
- Stolen bikes recovered--63
- Stolen cars recovered--43

Operational Effectiveness

The remaining discussion of goal achievement focuses on the NAO program's effectiveness in recruiting, selecting and training its citizen volunteers. Unlike the report on the Los Angeles Reserve Deputy Program, this discussion does not reference any standards of the National Advisory Commission on Criminal Justice Standards and Goals. NAC Standards relate only to auxiliary units whose members perform the law enforcement functions of regular police personnel. Since Dayton's NAOs perform non-enforcement auxiliary functions, measurement against NAC standards is not appropriate.

Recruitment

In 1972 the program established a goal of increasing the size of the volunteer group to two hundred (200), but according to the 1972 NAO Service Report the program currently lists ninety-seven (97) NAOs. Given the minimal admission requirements and the four year history of the program it appears that the program has encountered difficulty in recruiting citizens. Several factors may contribute to this difficulty:

- Low visibility in the community and/or ineffective or inadequate recruitment methods. Recognizing the inadequacy of earlier recruitment methods, project staff, with the assistance of a public relations firm, have developed a public relations recruitment program. A recent survey by the NAO Recruitment Officer indicates that advertisements with mail-in forms in local newspapers (51%), direct distribution of recruitment literature by staff of a neighborhood center (15%), and personal contacts by NAOs themselves (10%) account for three-fourths of the total requests for applications. Other methods including random mailings, advertising posters, use of police recruiting van, direct contacts by police officers, television and radio spots, and newspaper stories are apparently much less effective.

- Lack of interest among citizens in a non-enforcement police role which might be perceived as paraprofessional, not challenging or exciting. If this perception prevails then the NAO volunteer role would not have broad-based appeal, Or, it could be a lack of sufficient interest in any type of volunteer service with the police department.

Since the L.A. program described earlier has had no noticeable recruitment problems, one suspects that lack of interest in police affiliated services is of lesser impact to Dayton's recruitment difficulties than lack of interest in a non-enforcement police role.

Screening and Selection

The NAO screening and selection process is rooted in the judgment and good sense of the project staff. The decision to do a thorough background check in addition to the standards records check is based on the assessment of the interviewer(s). While there is no evidence to suggest that this procedure has not been adequate, a more formal and standardized process would probably reduce the risk of accepting undesirable candidates, particularly if the program begins to handle an increased number of applications.

Training

The skills, knowledge and information requisite to performance of the NAO function are limited in comparison to the police function. Within this perspective, the training requirements (104 hours of classroom instruction plus 8 hours of patrol observation) seem to be sufficient. The maximum class size of 25 recommends itself to the curriculum objectives as does the mix of topical areas.

According to project staff, with the exception of dismissal for inaction, only two NAOs have been dismissed for cause in the four year history of the program. Moreover, there have been no citizen or sworn officer complaints against NAOs, nor have any NAOs been injured in the line of duty. This record, however, probably reflects the fairly limited role of the NAO as much as the adequacy of the program's training effort.

2.2 Replicability

The NAO program addresses two problems of pressing concern in law enforcement agencies. First, how to increase an agency's capacity to respond to calls and deliver service without increasing personnel levels or costs; second, how to effectively involve citizens in law enforcement so that police goals and methods are better understood and more widely accepted by the citizens of a community. The NAO program concept addresses both of these problems with a straightforward volunteer service unit which handles service calls and inspectional patrol duties, and offers an important linkage (particularly when the advisory board system is viable) with the neighborhoods of the city.

Documentation available on the NAO program is more than adequate to allow replication by other police agencies. The NAO Manual of Procedures contains a very detailed set of procedures for each type of service or call routinely handled by an NAO. The program design is described in a published evaluation; various grant documents contain statistics on services and cost breakouts. In addition, the program is the subject of a chapter in a book to be published later in the year: Walker and Nardini, Paraprofessionals in Law Enforcement, Thomas Publishing Company.

Three features relevant to any replication of the NAO design are discussed below:

- The need for an organized recruitment effort. The restrictiveness of the NAO role must be examined against the volunteer's motivation to serve the community and the incentives which generally characterize a volunteer. It seems reasonable to postulate that people do volunteer service because they perceive it as a vehicle for growth or learning, an opportunity for new or different kinds of experiences, or as a challenge to their abilities. If these incentives are in fact primary then the NAO role may have limited attraction for large segments of the population.
- Support of the Chief Administrator. Effective utilization of NAO-type volunteers, and the assignment of meaningful work to them is dependent upon the support of the chief administrator of an agency and the acceptance of line staff (District Captains and dispatchers) who exercise control over the assignment of work. Regular officers seem to accept NAOs when they see them perform assigned tasks in a competent fashion.
- Non-Enforcement Functions. As a law enforcement role the NAO function is para-professional both because of training received and duties assigned (but not necessarily because of the personal

qualifications of the volunteers themselves). As such, the NAO program does not demand the type of training or supervision/control required in reserve programs that use volunteers to perform enforcement tasks.

Target Communities

The NAO program recommends itself to any police agency which needs to increase its overall service capacity and has the resources to recruit, train and supervise a volunteer unit. NAO-type volunteers can be used to supplement the efforts of regulars on a day-to-day basis, or to provide assistance in special circumstances, or a combination of both. Apart from its service functions, the NAO program, and in particular the Advisory Board structure, may be a useful instrument for initiating citizen involvement and concern for the police function.

The NAO program concept is highly adaptable to different organizational settings, and easily modifiable to local service needs. In terms of jurisdiction, a program like this, even with its limited enforcement role, should in all circumstances be under the direct control of a police agency and its supervisor should be a sworn officer.

2.3 Measurability

The NAO program routinely collects the following information on a monthly basis:

- hours of service by each NAO
- miles driven by each NAO
- activities performed (45 categories) by district
- number of hours in fixed post and surveillance categories.

These data permit project staff to closely monitor both participation rates of NAOs, and, to a certain degree, their level of utilization by the dispatcher (activities generated by response to calls) and the assignment pattern in the district (by comparing, for example, surveillance hours against inspectional duties).

A Personnel Participation Inventory is updated monthly so that inactive volunteers can be identified and reminded of the monthly minimum requirement. The Inventory also permits a comparison of level of service by district and can be used as an indicator of the effectiveness of the NAO District Coordinator.

CONTINUED

1 OF 2

The records maintained by NAO project staff are adequate to monitor both the individual and district level of service, and the types of services and calls handled by NAOs in the districts.

Information sources, however, are somewhat deficient in three respects.

1. With the exception of fixed post and surveillance assignments, the project does not record the amount of time spent on other activities (calls or services). If this data were available the project could more carefully monitor the activities of individual NAOs and more importantly, could project personnel requirements for a given district. In addition, exact information on time and activities would provide a behavioral base for setting training objectives.

2. No attempt has been made to determine the project's impact on the assignment patterns of sworn personnel, or the Department's overall service capacity.

3. The project does not have a formal performance appraisal system of NAOs, and does not maintain personnel records with performance information.

In order to update its effectiveness the project has conducted two surveys, one of the efficacy of different recruitment methods and another on the socio-economic characteristics of NAO personnel. Information from the latter study indicates that the demography of the NAO personnel is representative of the neighborhoods in which they work.

In 1973, Communication Research Associates, an outside contractor, conducted an evaluation of the NAO program, and published a set of findings and a series of recommendations for program development. The basic component of the research design was a set of surveys to assess attitudes toward the program by populations affected by it, i.e., the general public, Dayton police officers, and selected community leaders including Presidents of the Priority Boards. Certain of the findings may not be applicable for current assessment because of a variety of organizational and program changes introduced since the time of the study. The views of police officers, however, are indicative of NAO acceptance at that time. Among officers surveyed, a majority felt that the Department did not adequately utilize NAO's, that NAOs were not co-workers, and they should not be assigned to undercover work, surveillance duty, or crowd control where there is potential for disturbance.

2.4 Efficiency

In calendar year 1974 the NAO project reported a total expenditure of \$95,654. The annual budget includes:

Staff salaries and fringe benefits	\$53,934
Equipment and Supplies	16,475
NAO mileage reimbursement	10,165
Recruit training (five classes)	6,120
Public Relations and Advertising	3,200
Rent (central office)	5,760
	<u>\$95,654</u>

Staff salaries included the NAO Supervisor, the Recruitment Officer, a Secretary, and the four District Coordinators who work 30 hours/week. But, does not reflect the salary of the sworn officer who is Project Director. His salary is \$15,600 per year.

Recruit Training includes the salaries of instructors (overtime pay to sworn officers who teach), the salaries of regular officers with whom NAO recruits ride during patrol observations, books and supplies. Each recruit class of 25 costs approximately \$1200. By adjusting the budget to reflect the Project Director's salary (which is absorbed in the Police Department's budget) the operating costs of the project in 1974 total \$111,254.

Against these expenditures NAOs delivered a total of 26,006 hours of service during the year. To compute a savings estimate the service hours can be valued against the cost of a sworn officer. The median salary of a patrolman in Dayton is \$15,600 per year, and a year consists of 2,080 person hours. In 1974 NAOs delivered 12.5 patrolperson years of service for a dollar value of \$195,000. In addition, since NAOs drive their own automobiles, the program delivered the equivalent of three police cruisers in service 24 hours/day for 365 days. Based on department expenditures for purchase and maintenance of cruisers, and adjusted for mileage reimbursement, this amounts to a savings of \$18,460. The total amount of services provided by the NAO project in 1974 was \$213,460. Since it is not clear that NAOs always replace sworn officers or that their performance is comparable, it is difficult to interpret this savings figure. The current paid staff could, however, probably support twice the current strength of NAOs. Needless to say, this would greatly enhance the efficiency of the program.

2.5 Accessibility

Officials of the Dayton Police Department, including the Chief, and NAO project staff members were very generous with their time and very open in their discussions about the project during the validation visit. The project's files, statistics, and documents are available for inspection. NAO project staff are particularly willing to discuss the project with interested representatives of other agencies.

3.0 Summary of Project Strengths and Weaknesses

Major Project Strengths

- Goal of Citizen Involvement. The goal of involving citizens in the law enforcement decision making process, and the establishment of structural units (the Advisory Committees) to provide input to policing decisions at the neighborhood level.
- Neighborhood-based Service. The use of volunteers in the neighborhoods where they live builds on a healthy motivation to contribute to the community, and promotes a policing practice that respects neighborhood integrity.
- Volunteers in Non-Enforcement Role. The NAO role represents a link between community and police service and formalizes citizen responsibility in law enforcement. In addition, the services performed by NAOs are needed and valuable.

Major Project Weaknesses

- Recruitment. The program has not been able to attract a sufficient number of applicants to reach its stated recruitment goal.
- Admission Requirements and Selection Procedures. Lack of minimum qualifications in education and physical health for admission to the program, and the absence of a formal selection process with stated criteria for acceptance or rejection.

APPENDICES

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A. EXEMPLARY PROJECTS APPLICATION	61
B. NEIGHBORHOOD ASSISTANCE OFFICERS TRAINING SCHOOL	78

FORMAT FOR SUBMISSION OF EXEMPLARY PROJECT RECOMMENDATIONS

I. Project Description

1. Name of the Program
.. Neighborhood Assistance Officer Program
2. Type of Program (ROR, burglary prevention, etc.)
Volunteer citizen police aides.
3. Area or community served
The City of Dayton, Ohio.
4. Approximate population of area or community served
249,000
5. Administering Agency (give full title and address)
Dayton Police Department
335 West Third St.
Dayton, Ohio 45402
6. Project Director (name and phone number; address only if different from 5 above)
Sgt. D.L. Spencer
24 ON THE MALL
DAYTON, OHIO 45402
Phone: 225-5291 or 222-9511 Extention 295
7. Funding agency(s) and grant number (agency name and address, staff contact and phone number)

S.C.C.D.	Model Cities	<u>FUND NUMBERS</u>
Dayco Bldg.	824 E. Fifth St.	S.C.C.D. - 73698
Suite 502	Dayton, Ohio 45402	
333 W. First St.	Mr. Joe Koswic	Model Cities - 73584
Dayton, Ohio 45402	513-225-5542	
Ms. Judy Hawkins	513-223-6454	
8. Project Duration (give date project began rather than the date that LEAA funding, if any, began)

1970

9. Project Operating Costs (Do not include costs of formal evaluation if one has been performed. See Item 10)

Breakdown of Total Operating Costs, specify time period:

July 1, 1974, June 30, 1975

Federal: \$ 50,000.00

State: \$ 2,778.00

Local: \$ 2,778.00

Private: \$ 54,000.00 Model Cities

Total:

Of the above total, indicate how much is

(a) Start-up; one time expenditures: None

(b) Annual operating costs: \$ 109,556.00

(A complete budget breakdown should be included with the attachments to this form)

10. Evaluation costs (Indicate cost of formal evaluation if one has been performed)

\$ 1,600.00 (Started as of October, 1974)

11. Continuation. Has the project been institutionalized or is it still regarded as experimental in nature? Does its continuation appear reasonably certain with local funding?

The Program has been institutionalized and a five year budget projection has been requested.

ATTACHMENT A

Project Summary

The N.A.O. Program is unique. Its not a typical police auxiliary that is only called into action during emergencies. It is a day to day, citizen administered organization founded on the fierce pride these people still have in their own neighborhoods.

This organization was conceived from several premises: 1) that no police program can be successful without acknowledging the right of people affected by public programs to have access to and influence on the processes by which decisions about their lives are made; 2, that citizen participation in the law enforcement process by "neighborhood police" can relieve regular officers for more urgent duties by assuming non-enforcement service and support tasks; 3) that this partnership represents an acceptability and accountability to their fellow citizens.

The average urban dweller is dissatisfied with what he believes to be an unresponsive, unweildy, city government. He does not understand the cut-backs in service. Consequently, when he calls for one of the basic services, the police, and does not get an immediate response, this reinforces his frustration. Fear of crime creeps in and his faith in the city's ability to render fundamental protection is further eroded.

The Director of Police has been unique among modern police administrators, for he has been the lone voice in police management to actively encourage and support citizen participation in the law enforcement process. In his desire to continue an acceptable level of service to the citizens of his community, the Director sought to organize the most important resource of all--the citizens themselves.

One method many police agencies have traditionally utilized to complement their personnel strength during times of need has been through the formation of police auxiliary units. Such organizations are made up of residents of the city who, often armed, assist police officers in their duties.

It is true that such programs offer an important input of community involvement in the law enforcement function. Nevertheless, in our time of increased recognition of cultural differences throughout the community, a citywide police auxiliary often tends to intensify police-citizen hostilities, especially since the auxiliary members, being less trained than regular policemen, have a tendency to apply an alien moral base for police action to areas culturally different from their own. Rather than helping to further police-community relationships, the auxiliaries have often aggravated relationships that are already suffering.

The Department was not interested in creating a traditional police auxiliary as it existed in many places across the country. Our N.A.O.'s are neither armed nor permitted to engage in offensive police activities such as making arrests or conducting searches. Their purpose for being is to serve as eyes and ears in the community, to serve as support to the police by assuming non-enforcement service calls (80% of the calls to our police department are non-criminal requests for service), thus freeing professionally trained police officers for more urgent crime suppression and investigation.

The Dayton Police Department recognized the need for citizen involvement as well as the need to replace the traditional concept of the police auxiliary with a neighborhood-oriented organization, a structure needed in Dayton if increased sensitivity to community desires, the development of a sense of neighborhood pride and confidence, and the maintenance of order were to occur.

To respond to the people's demand for community control, some public administration is being decentralized to the neighborhoods in order that local control of services, participation in community planning, performing the services by the neighborhood's choice of priorities, ombudsmen, and sub-professionals are all various methods being used to involve the community in the decisions of municipal administration.

To this end, our municipal officials remanded \$200,000.00 (based on a per capita of population basis) in 1970 to the five natural areas comprising the incorporated city. This was the pioneer "Neighborhood Grant Program".

Elections and in some cases appointments of active community citizens were made in each area to serve on "Priority Boards (their function was to fund selected neighborhood projects set up to remedy the areas most pressing needs).

It is significant for the police that two Priority Boards rated community security as their top priority. The Department's innovativeness was again demonstrated when it proposed that policemen alone were not likely to resolve the socio-economic issues. Also the Department was very much aware of its responsibility to serve the needs of the total Dayton Community by assuming a role that requires that we listen to, and communicate with, all of the different segments of our populace.

Recognizing the need for the community itself to assume some direct responsibility in the effort to maintain community security, the Department created a volunteer group to assist our policemen in defensive policing. They are called "Neighborhood Assistance Officers". This plan was accepted and funded

by the Omnibus Crime Control and Safe Streets Act of 1968 to provide for only a one-year experiment. Those funds were designed to train, uniform and equip the volunteers. The Priority Boards were expected to assume financial responsibility beyond the initial experimental stage.

An Advisory Council was established in each Priority Board area. The Council attracted members from each social action association within that area. Two primary responsibilities were associated with the Council. The first provided a means for ascertaining and formulating community attitudes relative to policing in their district. The second responsibility of the Council is to oversee the Neighborhood Assistance Officers who constitute the Council's "Action Arm". The Council meets monthly as a forum to identify police problems and to assist the Department to relate to the needs of the neighborhood.

The citizen N.A.O. Advisory Council is responsible for scheduling and controlling the N.A.O.'s through the elected N.A.O. named as Coordinator for that district. The Coordinator is paid on a part-time basis from the Neighborhood Grant Monies.

The program became operational in July, 1970, when the first five candidates graduated from N.A.O. school. Since that small beginning, the program has been authorized a total strength of 200 N.A.O.'s city-wide (current strength 120). Each N.A.O. is required to serve 16 hours per month. In 1971, (their first full year of operation), their work record was impressive and the dollars saved proved to be most significant. This program is unique in that since 1970 it has actually delivered over \$700,000.00 worth of public services when the police manpower was not available.

Typical N.A.O. activity involves such things as directing traffic at accidents, fires, checking vacant houses, patrolling parks, and preventive patrol. By

performing some 45 different service and support tasks, the N.A.O. Program significantly lightens our total workload.

The N.A.O.'s are men and women at least 18 years of age who reside within the Priority Board area they serve. Their background is checked, and they are recruited by the Council and the Department. Those eligible begin a specially designed N.A.O. training course at the Police Academy where they are trained by police instructors. Great emphasis is placed on intervention techniques, verbal skills, and necessary discretion to foster voluntary citizen cooperation and compliance.

Each N.A.O. receives 200 hours of training; 120 classroom hours are spent on such subjects as first aid, patrol, report writing and traffic control. They are then assigned to a regular police crew for 80 hours to be given field instruction by professional police officers. Upon successful completion of training, the N.A.O. is uniformed in blazer and slacks and is equipped with a hand communicator.

Each N.A.O. drives his own car that is insured by the city. He is compensated at 13.5¢ per mile. Further protection is granted in the form of special Workmen's Compensation coverage. All expense is borne by the Priority Board the N.A.O. serves.

The experimental phase provided proof that a coordinated partnership between police and neighborhood residents reduces costs while providing a structure for more fruitful citizen-police security programs.

After LEAA Safe Streets funds (which originally supported the N.A.O. Program) were exhausted, the city and Priority Boards were refunded by the Model Cities

Planned Variations Grants. The \$90,000.00 awarded to the N.A.O. Program was used not only to continue the program but also to expand it citywide.

We began with a set of uncertain innovations to revitalize the quality of life in this American city, the success of which improved the utility of police services in the face of an increasingly complicated urbanized society severely afflicted by austerity. It was the response of creative public administrators to deserving and faithful constituents.

Criteria Achievement

Conscientious, concerned citizens, in the N.A.O. role, are actively combating and reversing the blighting trends of urban society. It is an example of the so called common man, involving himself by seeking solutions to community problems. Upon this kind of citizen involvement may very well depend the ultimate survival of the American city.

Those who involved themselves now recognize that the process of participation makes it possible for some citizens, formerly outside the system to learn how it functions and how to make it function in their interests.

The teamwork between our dispatchers and the N.A.O.'s has resulted in numerous felony arrests when street crimes were observed by the volunteers, as well as an increased ability to handle service calls, all of which allows the policemen more time for serious crime investigation.

The program's dependency upon a close working relationship between the police officers and the N.A.O.'s has developed because of the spirit of mutual respect on the part of policemen and their citizen counterparts.

We developed substantial citizen participation in the affairs of the Department so that a greater understanding evolved about the uses and limitations of police activity. Never before in this city (or any other) has any effort been made to develop a means for soliciting neighborhood advice and participation in the police decision-making process. Therefore, it is impossible to compare the success of the NAO Program with any other program.

The NAO Program has six components in its evaluation unit. Monthly reports are made to the Police Department and the Advisory Councils. Also reports must be filed with the two (2) funding agencies, S.C.C.D. and Model Cities. Provisions are made for periodic cost effectiveness studies. Finally Doctors Stephen J. Blatt and Thomas R. Tortoriello evaluated the program in June, 1973. These six (6) components provide adequate evaluation.

In addition the program keeps accurate records of day to day activities and compiles them on a monthly basis, allowing for more than adequate medium for evaluating the program.

Efficiency

The NAO Program has been in operation since 1970 and in the four years that it has served the Dayton area, an estimated one million dollars in services have been delivered. There are 45 service activities of which 28 are quantifiable enough to be given a dollar value. A cost effectiveness study from September, 1972 to December, 1973 showed that the NAO Program saved the city the cost of twelve (12) patrolmen or \$243,294.40. Additionally based on the 28 categories 28,356 service calls were answered, rendering \$87,852.00 worth of savings.¹

Next evaluation of the total number of NAO's available and the number actually working is in order. In the year 1973 an average total of 77.5 people were listed on the programs rosters.² (This ranged from the January low of 68 to the August high of 85).² An average of 70% of the NAO's were active in the year 1973.² This figure is for all four (4) police districts (Attached is a copy of the 1973 NAO Personnel Participation Record).

Since the initial start-up monies have long since been expended, only continual operating expenses are necessary. The budget requested for fiscal year 1974-1975 was \$94,949.00.³ This is the amount necessary for the program to be self sufficient without an encroachment on other city programs.

Perhaps the best way to summarize the NAO Program's effectiveness is a quote from the enclosed evaluation.

Not only is the savings of importance in these times, but it is a demonstration of the Police Departments' willingness to experiment with alternative ways to reduce costs, improve service, and reflects our confidence of citizen participation in the law enforcement process.⁴

The staff of the NAO Program as well as the police department will openly cooperate, in any manner possible, with any agent or request for information resulting from an Exemplary Projects Nomination.

It is significant to the program's current visibility that several on-site visitors are entertained each month in addition to requests received by mail from a variety of sources that range from academic institutions to mayors of other cities.

Outstanding Features

Among the numerous impressive features of the NAO Program, two (2) merit further exemplification.

The immeasurable dedication of the NAO's to serve their community at the expense of their own time and money. NAO's in time of grave crisis give unceasingly of their effort. In April, 1974 a tornado hit Xenia, Ohio, a community several miles from Dayton with devastating and fatal effects. Within the hour more than 60 NAO's had responded assisting Xenia authorities as well as maintaining a skeleton preventive patrol for Dayton, so that sworn officers could be released for emergency service in Xenia.

Last and most important is the effect the NAO Program has on the citizens of Dayton. NAO's provide services as representatives of city government when no other agents could answer due to austere circumstances. People call the police when they need help and no matter how trivial their problem might seem to an observer it is very important to them. They expect help and NAO's can and will respond to offer aid. People who know that their needs are being met feel confidence in their elected officials and their government.

It has been customary to think and talk of our cities as being in a state of decline - a state of general deterioration. Those symptoms most alluded to are crime in the streets, property neglect, the displacement of neighborhood populations by both freeways and urban renewal and social polarization and pollution.

In the late 1960's, Dayton, like all other metropolitan police departments, was suffering a disparity between the numbers of uniform personnel available and

the number of calls requesting police service. Despite increased police efficiency and technology, the demands for police service escalated each year far in excess of the increases in manpower. As the urban crises deepened and dissatisfaction with city government increased, the exodus to the suburbs accelerated. The NAO Program is attempting to allow for increased police response to crime suppression and investigation, by assuming responsibility for 45 support functions.

Enclosed with this report is a NAO Manual of Procedure, which all NAO's receive. This manual is the guide for the NAO's when on the street. It is a comprehensive guide to rules of conduct, duties, commitments and responsibilities.

Another set of documents dealing with NAO operations are the periodical issuance of revised and new operating procedure. In addition there is included with this report an NAO organizational chart.

These authors contend that primarily two factors contribute to the overall success of the NAO Program. First the overwhelming desire and commitment of the citizens of Dayton to become involved with aiding their city. Perhaps this is the most important factor. NAO's unselfishly give of their time and money to free sworn officers from non-enforcement functions.

Compound the dedication of the NAO's with the innovations of the Director of Police in designing the program, it becomes clearer to the evaluator why the program functions. Since NAO's function as para-police officers chief police administrators must be willing and desirous of accepting an NAO type program. Generally, if the head administrator accepts the program line officers will follow suit.

These authors believe that it is best to limit the program to cities of similar size and demography to Dayton. Dayton is fairly homogeneous, whereas larger cities tend toward too much heterogeneity to allow for police and citizen acceptance of an NAO style program.

Weaknesses

It is the subjective opinion of the NAO staff that the single weakness encountered is the original goal statement of recruiting 200 NAO's. Due to the unique concept of the NAO Program the subjective goal of 200 officers may have been idealistic.

The assumption that the voluntary ethic is embraced equally throughout four (4) heterogeneous sections of the city can now be viewed as faulty. The social turbulence and changing complexion that occurred within the Northwest and North Central sections forced those residents to deal with service and security problems. Their response to the city and the police department in resolving mutual conflicts and problems resulted in a higher degree of interaction. The NAO Program has nearly always been at full strength in these sections of the city. The same maybe said for the Southeast section of the city; the element of change that has forced cooperation and a new partnership has been urban renewal. NAO membership is not a problem in this district either.

Northeastern Dayton has always been a conclave of European ethnics and their degree of voluntarism is commensurate with a small isolated population. Membership is now and continues to be small in a section of the city that represents 7% of the population.

The Southwest quadrant is predominately black and it has been only recently that municipal employment of blacks has reached a level commensurate with their percentage of the communities population. In the past black mobility into community security has been inhibited by a low professional image of law enforcement. As the police department expands black employment, law enforcement as a desirous black career and NAO membership as a community obligation is improving. These socio-economic factors have been constraints on the original goal.

Additionally, until this year there were no provisions for a central staff to administer the program. Lastly, the authors contend that the volunteer ethic may have a limited life.

We are overcoming these weaknesses via an ongoing recruiting program designed to provide high visibility and personal rewards for those who enlist. The efforts of a full time recruiting officer is lowering the average age, increasing the educational level and attracting candidates from our three (3) local universities. Of the 125 police applicants on the current eligibility list for police patrolmen five percent (5%) are NAO's, persons who examined law enforcement as a career through this program before formally making application to the Dayton Police Department.

It is significant to note that the City of Dayton now feels the NAO Program has sufficient impact via studying a five (5) year budget extrapolation.

Degree of Support

Support for the NAO Program is being analyzed by three different constituencies. The public at large, the people whom NAO's serve, are the first. Second,

community leaders and decision makers, whom exhibit influences on the program must be considered. Last, police officers, the people who work with NAO's daily and who exert constant input into NAO operations, are to be evaluated.

Doctors S.J. Blatt and T.R. Tortoriello evaluated the NAO Program in June, 1973. They concluded that "...overall, citizen reaction is one of respect and a desire to continue the program."⁵

Also one must note that over 70% of citizens responded positively to the statement: "I believe that the Neighborhood Assistance Officer Program helps to make my neighborhood safe."⁶ These attitudes on the part of the general public reflects confidence in the police-counterpart program as an alternative in the delivery of service and security services.

Interviews with community leaders and decision makers led Doctors Blatt and Tortoriello to the conclusion that a strong majority of these people valued the NAO Program to the degree that it should be continued and internalized as an integral part of the service response mechanism.

The last and perhaps most vital constituency to be considered is the police officer. It is this component of the Criminal Justice system that utilizes NAO's on a regular day-to-day basis. Seventy-six percent (76%) of the police officers interviewed believed that NAO's had done "a good job in serving the need of Dayton Citizens."⁷ Police officers (69%) believed police service would suffer if the program was not funded.⁷

Generally, it maybe said that police officers view the NAO Program as a valuable alternative response when in their absence citizens simply would not be served. In conclusion these authors contend the general consensus was strongly affirmative.

FOOTNOTES

¹ "Cost Effectiveness Study Of The Neighborhood Assistance Officer Program September, 1972 Through December, 1973 ", Sgt. D.L. Spencer, unpublished, January, 1974.

² "NAO Personnel Participation Record", Sgt. D. L. Spencer, unpublished, January, 1974.

³ "Projected NAO Budget For June, 1974 - June, 1975", Paul Smith, unpublished, May, 1974.

⁴ Sgt. D.L. Spencer, "A Cost Effectiveness..."

⁵ "An Evaluation of the Neighborhood Assistance Officer Program", S.J. Blatt, Ph.D. and T.R. Tortoriello Ph.D., unpublished report, June, 1973 p. 26.

⁶ Ibid, p. 24.

⁷ Ibid, p. 27.

APPENDIX B

NEIGHBORHOOD ASSISTANCE
OFFICERS
TRAINING SCHOOL

WEEK I

Monday 7 pm - 10 pm	ORIENTATION	Sgt. D.L. Spencer NAO Project Director
Tuesday 7 pm - 10 pm	NAO/POLICE VIEWS	Mr. Paul Smith NAO Supervisor
Wednesday 7 pm - 10 pm	URBAN CRISIS	Ptl. W.D. Carr Federal Program Coordinator
Thursday 7 pm - 10 pm	I.D. PHOTO & UNIFORM FITTING	Sgt. J.F. Howler Supervisor, Technical Services Bureau

WEEK II

Monday 7 pm - 10 pm	LAWS OF SEARCH AND SEIZURE	Sgt. J.E. Newby Director of Police Training
Tuesday 7 pm - 10 pm	CONSTITUTION & BILL OF RIGHTS	Capt. G.H. Thurman Commander, Fifth District
Wednesday 7 pm - 10 pm	CONSTITUTION & BILL OF RIGHTS	Capt. G.H. Thurman
Thursday 7 pm - 10 pm	BLACK HISTORY	Ptl. L.E. Frazier Conflict Management Specialist

WEEK III

Monday 7 pm - 10 pm	STANDARD FIRST AID	Det. P.J. Lust First District
Tuesday 7 pm - 10 pm	STANDARD FIRST AID	Det. P.J. Lust
Wednesday 7 pm - 10 pm	STANDARD FIRST AID	Det. P.J. Lust
Thursday 7 pm - 10 pm	APPALACHIAN HISTORY	Sgt. O.S. Black Dispatch Supervisor

WEEK IV

Monday 7 pm - 10 pm	STANDARD FIRST AID	Det. P.J. Lust
Tuesday 7 pm - 10 pm	STANDARD FIRST AID	Det. P.J. Lust
Wednesday 7 pm - 10 pm	STANDARD FIRST AID	Det. P.J. Lust
Thursday 7 pm - 10 pm	INTERVENTION TECHNIQUES	Sgt. G.W. Karffman Director, Conflict Management

WEEK V

Monday 7 pm - 10 pm	NAO PROCEDURES	Sgt. J.R. Hopkins Policy Bureau
Tuesday 7 pm - 10 pm	NAO PROCEDURES	Sgt. J.R. Hopkins
Wednesday 7 pm - 10 pm	NAO PROCEDURES	Sgt. J.R. Hopkins
Thursday 7 pm - 10 pm	NAO PROCEDURES	Ptl. J.L. Dumlap Property Management

WEEK VI

Monday 7 pm - 10 pm	RADIO ROOM & TELETYPE	Sgt. O.S. Black
Tuesday 7 pm - 10 pm	RADIO PROCEDURES	Paul Smith
Wednesday 7 pm - 10 pm	TRAFFIC CONTROL	Ptl. N.C. Marlin and D.L. Michaels, Fifth District
Thursday 7 pm - 10 pm	TRAFFIC CONTROL Field Training	Traffic Control Squad
Friday 7 pm - 10 pm	FIELD TRAINING	District Officer

WEEK VII

Monday 7 pm - 10 pm	NAO PROCEDURES	Sgt. J.R. Hopkins
Tuesday 7 pm - 10 pm	NAO PROCEDURES & REPORT WRITING TEST	Sgt. J.R. Hopkins
Wednesday 7 pm - 10 pm	RADIO PROCEDURES	Paul Smith
Thursday 7 pm - 10 pm	CRIME SCENE PROTECTION	Det. H. Arnold
Friday 7 pm - 10 pm	FIELD TRAINING	District Officers

WEEK VIII

Monday 7 pm - 10 pm	OBSERVATIONS SURVEILLANCE	Sgt. D.L. Spencer
Tuesday 7 pm - 10 pm	SURVEILLANCE EXERCISE	Sgt. D.L. Spencer
Wednesday 7 pm - 10 pm	FAMILIARIZATION WITH HAZARDOUS DEVICES	Ptl. C.R. Spitler Bomb Disposal Squad
Thursday 7 pm - 10 pm	FINAL TEST & COORDINATOR MEETING	
Friday 8 pm	<u>GRADUATION</u>	

COMPARISONS AND CONCLUSIONS

1.0 Introduction

The two projects described in this report fall within the general category of police reserve when that designation is defined as a program which utilizes the services of specially-trained citizens to supplement sworn personnel in routine patrol service or in emergency situations. Volunteer personnel who are used exclusively in the latter function are usually designated auxiliaries rather than reserves.

Both of these projects have been nominated for Exemplary Project designation because each project in its own way has demonstrated its ability to effectively utilize volunteer services in a law enforcement agency. The two projects are, of course, radically different in the critical area of volunteer role description, i.e., the authority vested in the reserve. But, the two projects do embody a common purpose insofar as they both attempt to involve citizens in a meaningful way that will increase the respective agency's capacity to serve the community.

Throughout the country a myriad of program typologies exist under the general heading of "police reserve." The Los Angeles County Reserve Program's Uniform Deputy is representative of the traditional reserve role model; the Dayton Neighborhood Assistance Officer is closer to the more-recently formalized police role of the Community Services Officer (CSO). The comparisons drawn below summarize the similarities and differences in the program's organizations and operations; they underscore the different ways a reserve program can be implemented. The comparisons, in no way, lay a basis for determination of relative program merit or success as the programs simply are not comparable.

2.0 Comparisons

The following section compares the Los Angeles County and Dayton programs by organization and operational components, and summarizes each program with respect to the five criteria for exemplary projects selection.

2.1 Organization

Both projects function within the operations of their respective law enforcement agency, and the project director of each program is a sworn officer. In both programs the central reserve staff provide administrative support in the area of policy development, recruitment, record-keeping and training, but day-to-day supervision and deployment authority is decentralized to the regular line commanders in the organizational sub-units. Reserves in both programs work in an assigned geographical area, but in Dayton it is restricted to the area of residence whereas in Los Angeles County it is the area of the reserve's choice.

2.2 Operations

The decisive difference in role definition in the two programs results in a high degree of dissimilarity in many areas of program operations. Screening and selection standards in the L.A. program are based on the standards for sworn personnel, whereas the Dayton program can exercise a greater degree of flexibility because of the prescribed function of an NAO. Similarly, training requirements vary according to the demands of the role.

Both programs require a minimum amount of service time each month, and non-conformity to the policy is grounds for reduction to inactive status or dismissal. Both programs dictate the subordination of any reserve to a sworn officer. L.A. County reserves attend roll call and ride patrol cars with regulars; NAOs are briefed by the Station Coordinator and perform patrol services in an NAO unit manned by two volunteers. Dayton NAOs perform non-enforcement activities, are unarmed and prohibited (and not legally authorized) from engaging in enforcement tasks such as arrests or investigations; L.A. County Reserve Deputies serve as law enforcement officers and have the full authority on duty of a sworn officer.

Dayton NAOs are directly supervised by the civilian District Coordinators who are responsible to the District Captains; L.A. County reserves are directly supervised by the Station Coordinators and the regular Deputies with whom they work on patrol. Neither program mandates systematic performance appraisal of the reserves.

Both programs use reserves to supplement manpower levels on a routine basis, and for special circumstances which require an increased deployment of personnel (special events, emergencies, disasters, etc.). The L.A. County program also employs certain reserves on the basis of their specialized professional skills.

2.3 Selection Criteria

Goal Achievement

The stated goals of the two programs are similar in two respects. First, to supplement available police resources by utilizing trained citizen volunteers, and second, to directly involve citizens in the law enforcement function in order to increase understanding in the community of the police function. Both programs have recruited a body of trained personnel to supplement sworn personnel. The Dayton program has not reached its stated recruitment level, and L.A. County staff claim that there are not enough reserves to meet demands within the Department for their services. The NAO program structure with its Advisory Boards and its requirement that NAOs work in the neighborhood where they live has placed higher priority than the L.A. County program on the objective of citizen involvement, to the extent that the objective means the general populace rather than those citizens who are directly involved in the program.

Replicability

Both projects respond to a general need among almost all law enforcement agencies -- to increase services within budget restrictions, and to have available a group of trained personnel for special deployment situations.

The distinguishing features of both programs are similar insofar as both have the complete endorsement and total support of their respective chief administrator. Both projects are under direct police control, and have sworn officers as project directors.

The programs differ in two major aspects:

- 1) The law enforcement role of the L.A. County reserve is equivalent in authority to a regular officer when the reserve is on duty, whereas the NAO role is non-enforcement. A number of differences derive from this dissimilarity of role: the selection and training standards for L.A. County reserves are identical to those for regular officers, while the standards in the Dayton program are tailored to the specific NAO functions; several legal issues, in addition to relief from liability which applies in both programs, arise in the L.A. County program; direct on-duty supervision of reserves by regulars exists in the L.A. County program, whereas the supervision of NAOS is indirect;
- 2) The L.A. County program has volunteer units which provide services outside the scope of routine police services-- certain technical and professional services. The Dayton program confines itself to services ordinarily handled by sworn personnel.

Several program features in both programs recommend themselves to police agencies of any size as long as the agency can ensure a system of selection, training and supervision commensurate with the demands of the role. Each program itself is flexible in design and easily adaptable to a variety of community and organizational settings.

Measurability and Efficiency

Both programs maintain records adequate to monitor the level and types of services generated by the volunteers. The L.A. program cannot assess reserve performance independent of regular Deputy performance, while Dayton has no information to demonstrate changes in deployment policies due to the presence of auxiliaries.

During the most recent reporting periods, the NAO budget totaled \$111,254, and the L.A. County was \$668,890. Given the differing mandates, scope and size of the two programs, direct cost comparisons are not practical.

Accessibility

Both programs' staffs welcome inquiry from interested agencies and will make documents and records available for inspection.

3.0 Conclusions

The Reserve Program of the Los Angeles County Sheriff's Department and the Neighborhood Assistance Officer Program of the Dayton Police Department respond in creative ways to the problem of law enforcement manpower shortages. In different ways they both attempt to extend the notion of citizen involvement in law enforcement.

Police reserve programs (and the authority and utilization of reserves), however, are one of the most controversial subjects in law enforcement policy both among police administrators and the public itself. Defenders of reserve programs correctly point out that the police reserve is an extension of a tradition of Common Law which vests the responsibility of law enforcement in the citizens of the community who in turn delegate the responsibility to a group of full-time personnel.

Critics argue that the present-day complexities of society and the police function require full-time, well-trained professionals, and point to the more recent traditions of abuse when citizen enforcement was organized -- lynching mobs during settlement of the West, the "slacker raids" of the American Protective League during World War I, and the contemporary urban vigilante groups like the North Ward Citizen's Committee of Newark, the Watts Community Alert Patrol, and the Jewish Defense League.

While police reserve units are outside of these historical occurrences of abuse, a relationship between police reserve units and vigilante groups apparently exists, to some degree, in the public's view. A recent survey of reserve programs in California points up the issue of the public view regarding legitimate law enforcement authority. Agencies whose reserves wore uniforms which clearly distinguished them from regulars reported that the uniform distinction resulted in a lack of respect and a dissolution of their authority.

Various types of police reserve and auxiliary units do exist in the majority of law enforcement agencies throughout the country. The two programs described in this report represent substantially-different program models and approaches in the area of citizen volunteers engaged in law enforcement work. The two programs reflect in some measure the policies and strategies of their departments; and represent two distinct emphases in current policing practice -- enforcement and community service. The following state-

ment explicates the pressures which account for the two emphases:

The police administrator faces a dilemma. He is aware that corruption and the abuse of authority are constant dangers on his force, that rioting and collective violence have occurred before in his city and may occur again, and that people are frightened and want visible evidence of a massive police presence that will reduce crime. He also knows that, however much the city council may complain of rising crime rates, it is also concerned about rising tax rates and thus wants the police department run as economically as possible. For all these reasons, the police administrator is tempted to organize and operate his department along tight, quasi-military lines with strict supervision of patrol officers, a strong command structure that can deploy effectively large numbers of police in emergency situations, powerful and mobile tactical forces that can saturate areas experiencing high crime rates, and close controls over costs, scheduling, assignments, and discipline.

But he also is aware that his patrol officers exercise great discretion and thus can never be fully supervised, that much of their time is spent on noncriminal matters, that some parts of the community fear and distrust the police while other parts want closer contact with them, that massive displays of police power can sometimes exacerbate tense situations, and that quasi-military discipline can lower the morale and perhaps the effectiveness of many officers. For these reasons, he is tempted to organize his department along highly decentralized lines, with considerable discretionary authority given to patrol officers and their sergeants, great attention given to the resolution of community disputes and the provision of social services, and little use of tactical forces.*

The role differentiation between an NAO and a Reserve Deputy of the L.A. County Program is another expression of the dilemma and the choices available to police administrators. Both roles are legitimate, indicated by need, and valuable to the community.

*Sherman, Milton, Kelly, Team Policing. (Washington, D.C.: Police Foundation, 1973), p. ix.

The two programs in combination provide significant guidance to police administrators in several critical areas:

- Reserve units of any type should be under the direct control of the law enforcement agency and the extent of control should be adequate to the number of reserves and the activities assigned them.
- Minimum standards for selection and training should be equal to those for regulars if reserves function with full law enforcement authority, or specifically designed to match requirements of another role.
- Direct supervision of reserves on duty should be carefully maintained, and measures for performance assessment should be set and utilized on a periodic basis.
- Agencies should consider a range of program elements contained in these two projects as amenable to adaptation: enforcement/non-enforcement role of the reserve; formation of specialist units; indigenous deployment strategy; utilization of Advisory Boards; etc.

END

7/26/50