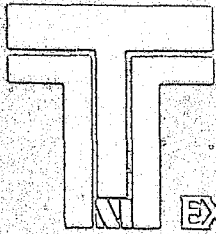


EXECUTIVE TRAINING PROGRAM
ADVANCED CRIMINAL JUSTICE PRACTICES

MANAGING CORRECTIONAL OPERATIONS

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EXECUTIVE TRAINING PROGRAM
IN ADVANCED CRIMINAL JUSTICE PRACTICES

MANAGING PATROL OPERATIONS

**PARTICIPANTS
HANDBOOK**

OFFICE OF DEVELOPMENT, TESTING,
AND DISSEMINATION
NATIONAL INSTITUTE OF LAW ENFORCEMENT
AND CRIMINAL JUSTICE
LAW ENFORCEMENT ASSISTANCE ADVISORY BOARD
UNITED STATES DEPARTMENT OF JUSTICE

3 -

Office of Development, Testing, and Dissemination
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice

NCJRS

MAY 1 1978

ACQUISITIONS

MANAGING PATROL OPERATIONS

PARTICIPANT'S HANDBOOK

Prepared by:

Donald F. Cawley
H. Jerome Miron
Fred Newton
Victor Strecher

This Handbook was prepared pursuant to Contract J-LEAA-022-76 awarded by the Law Enforcement Assistance Administration, U.S. Department of Justice, under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

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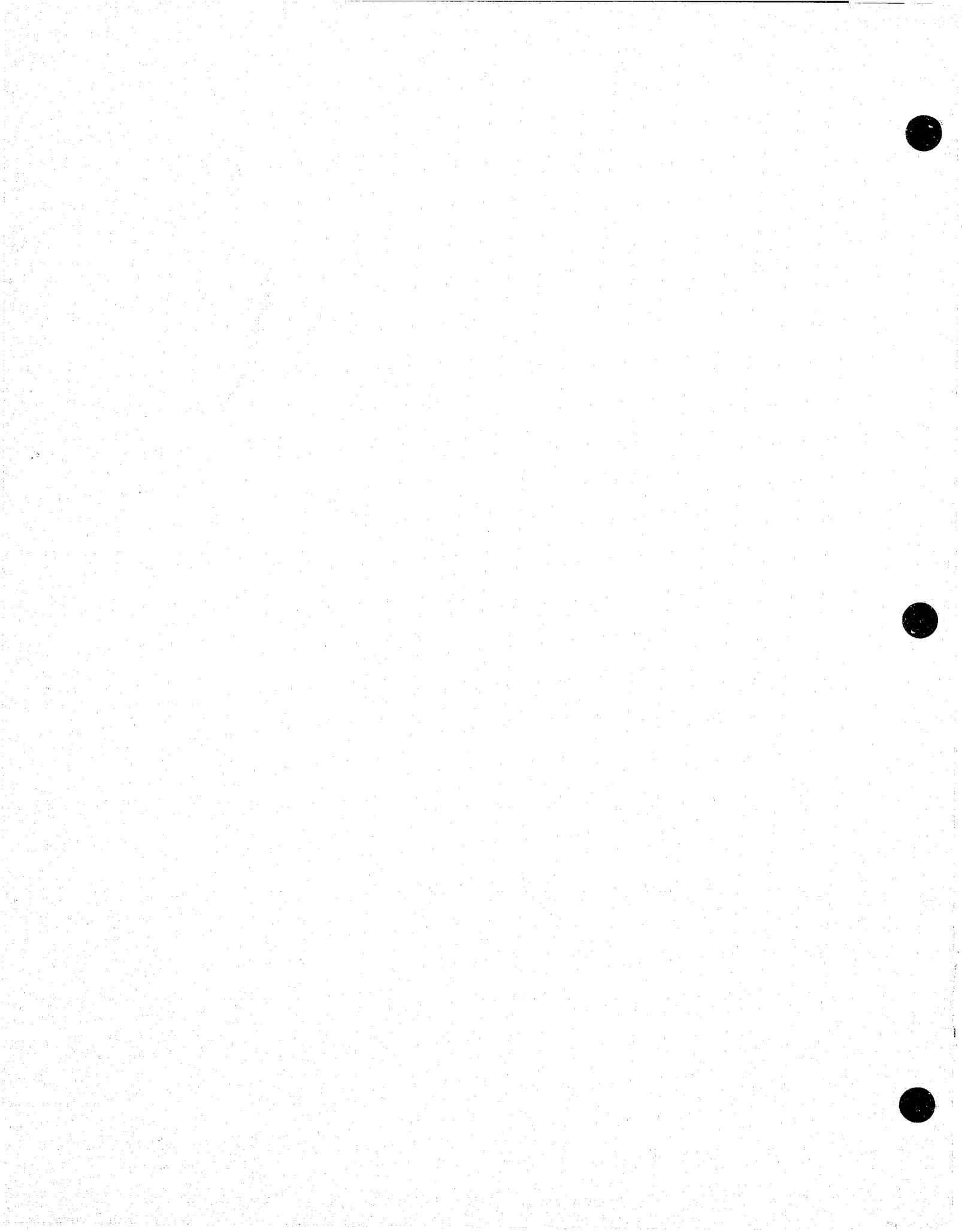


TABLE OF CONTENTS

ACKNOWLEDGMENTS v

THE EXECUTIVE TRAINING PROGRAM IN
ADVANCED CRIMINAL JUSTICE PRACTICES 1

MANAGING PATROL OPERATIONS: TRAINING
GOALS AND OBJECTIVES. 7

TRAINING TEAM 9

WORKSHOP SCHEDULE 11

SCHEDULE: DAY I. 12

 SESSION 1: WELCOME, INTRODUCTION, AND ORIENTATION. 13

 SESSION 2: OVERVIEW OF MANAGING PATROL OPERATIONS
 TRAINING PROGRAM. 15

 SESSION 3: ROLES OF A PATROL MANAGER 25

 SESSION 4: RESOURCE ALLOCATION/CONSIDERATIONS. 51

 SESSION 5: CLOSURE OF DAY I. 79

SCHEDULE: DAY II 80

 SESSION 6: DEMANDS POLICY REVIEW 81

 SESSION 7: CRIME ANALYSIS. 101

 SESSION 8: PATROL STRATEGIES/GENERALIST ACTIVITIES 113

 SESSION 9: CLOSURE OF DAY II 133

 SESSION 10: PEER GROUP INFORMATION EXCHANGE 135

SCHEDULE: DAY III. 136

 SESSION 11: PATROL STRATEGIES--SPECIALIZED PATROL 137

 SESSION 12: PATROL AND THE COMMUNITY. 151

SESSION 13: SYNTHESIS/SUMMARY OF MANAGING
PATROL OPERATIONS. 169

SESSION 14: STRATEGY OUTLINE 173

SESSION 15: CLOSURE OF DAY III AND
MPO WORKSHOP 175

ACKNOWLEDGMENTS

In developing the training program for Managing Patrol Operations, the training staff of University Research Corporation received invaluable assistance from large numbers of police officials and experts throughout the country as well as program managers at the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration.

Our first expression of thanks goes to the hundreds of police officials and experts throughout the nation who, while attending the workshops on Managing Criminal Investigations during 1976-1977, identified a broad range of timely and important issues which should be incorporated in a Managing Patrol Operations Executive Training Program.

We next wish to thank the 66 police chiefs and experts in their agencies who responded to a survey inquiry about 28 basic patrol management issues that emerged during discussions in the MCI workshops. The survey asked that the 10 most important issues be ranked. Based upon an analysis of the returns, the range of patrol management issues was able to be put into better focus.

We are also grateful to those police chiefs and police experts who participated in an all-day planning conference which identified the content and flow of the training program. Their advance preparation and inputs enabled us to construct the program and was an essential step in the development of the design of the training.

The recommendations and comments of program managers at the National Institute of Law Enforcement and Criminal Justice and other staff members of the Law Enforcement Assistance Administration were constructive and appreciated. Particular thanks are due to Louis Mayo, Shirley Melnicoe, David Farmer, Robert Soady, Cal Day, William Saulsbury, Virginia Baldau, and the Director of the Office of Development, Testing, and Dissemination, Paul Cascarano.

Finally, we wish to thank John Bonner, Police Program Manager of the National Institute of Law Enforcement and Criminal Justice, who has worked closely with the training team throughout the design process, and Martin Lively, Government Project Monitor of the Executive Training Program in Advanced Criminal Justice Practices.

Donald F. Cawley
Team Leader
Managing Patrol Operations
University Research Corporation

August, 1977

POLICE AGENCIES RESPONDING TO MARCH 1977 NEEDS ASSESSMENT

MANAGING PATROL OPERATIONS TRAINING PROGRAM

Birmingham Police Department
Birmingham, Ala.

Phoenix Police Department
Phoenix, Ariz.

Berkeley Police Department
Berkeley, Calif.

Irvine Police Department
Irvine, Calif.

Los Angeles Sheriff's Department
Los Angeles, Calif.

Oakland Police Department
Oakland, Calif.

Oxnard Police Department
Oxnard, Calif.

Sacramento Police Department
Sacramento, Calif.

San Diego Police Department
San Diego, Calif.

San Francisco Police Department
San Francisco, Calif.

Santa Monica Police Department
Santa Monica, Calif.

Denver Police Department
Denver, Colo.

Pueblo Police Department
Pueblo, Colo.

Hartford Police Department
Hartford, Conn.

New Haven Police Department
New Haven, Conn.

Wilmington Police Bureau
Wilmington, Del.

Dade County Public Safety Department
Division of Police
Miami, Fla.

Jacksonville Sheriff's Department
Jacksonville, Fla.

Wayne County Sheriff's Department
Chicago, Ill.

Indianapolis Police Department
Indianapolis, Ind.

Lawrence Police Department
Lawrence, Kans.

New Orleans Police Department
New Orleans, La.

Portland Police Department
Portland, Maine

Montgomery County Police Department
Rockville, Md.

Pontiac Police Department
Pontiac, Mich.

St. Paul Police Department
St. Paul, Minn.

Springfield Police Department
Springfield, Mo.

City of Concord Police Department
Concord, N. H.

Buffalo Police Department
Buffalo, N. Y.

New York City Police Department
New York City, N. Y.

Rochester Police Department
Rochester, N. Y.

Suffolk County Police Department
Yaphank, N. Y.

Cincinnati Police Department
Cincinnati, Ohio

Toledo Police Department
Toledo, Ohio

Oklahoma City Police Department
Oklahoma City, Okla.

Division of Public Safety
Multnomah County, Ore.

Portland Police Bureau
Portland, Ore.

Dallas Police Department
Dallas, Tex.

Fort Worth Police Department
Fort Worth, Tex.

San Antonio Police Department
San Antonio, Tex.

Alexandria Police Department
Alexandria, Va.

Arlington County Police Department
Arlington, Va.

Norfolk Police Department
Norfolk, Va.

Portsmouth Police Department
Portsmouth, Va.

Metropolitan Police Department
Washington, D. C.

Racine Police Department
Racine, Wisc.

LEAA Police Specialist
Region II
New York City, N. Y.

LEAA Police Specialist
Region V
Chicago, Ill.

LEAA Police Specialist
Region VI
Dallas, Tex.

LEAA Police Specialist
Region VIII
Denver, Colo.

LEAA Police Specialist
Region IX
San Francisco, Calif.

LEAA Police Specialist
Region X
Seattle, Wash.

PARTICIPANTS AT APRIL, 1977 PLANNING CONFERENCE ON DESIGN OF
MANAGING PATROL OPERATIONS TRAINING WORKSHOP

James Parsons
Chief of Police
Birmingham Police Department
Birmingham, Ala.

Roy C. McLaren
Chief of Police
Arlington County Police Department
Arlington, Va.

Marvin VanKirk
Chief of Police
Kansas City Police Department
Kansas City, Mo.

Theodore Von Minden
Chief of Patrol
Los Angeles Sheriff's Department
Los Angeles, Calif.

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University of Louisville
Louisville, Ky.

Victor Strecher
Center of Criminal Justice
Arizona State University
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Jack Reynolds
URC
Washington, D. C.

THE EXECUTIVE TRAINING PROGRAM
IN ADVANCED CRIMINAL JUSTICE PRACTICES

Introduction

The Executive Training Program in Advanced Criminal Justice Practices is a nationwide training effort that offers states and local jurisdictions the opportunity to learn about improved criminal justice procedures and put them into operation. The Executive Training Program is sponsored by the National Institute of Law Enforcement and Criminal Justice (NILECJ), the research center of the Law Enforcement Assistance Administration, United States Department of Justice.

The National Institute supports wide-ranging research in the many legal, sociological, psychological, and technological areas related to law enforcement and criminal justice. It also follows through with the essential steps of evaluating research and action projects and disseminating information on them to encourage early and widespread adoption.

The Executive Training Program is one of the Institute's priority efforts at transferring research results to actual application in police departments, courts, and correctional institutions across the country. In this program, top criminal justice administrators and other decisionmaking officials of courts, corrections, and police agencies in each state are selected to participate in workshops and other training activities held across the country. The aim of the Executive Training Program is to help states and local jurisdictions develop the capacity to use new procedures derived from research findings or designed and developed by the Institute's Office of Development, Testing, and Dissemination through its Exemplary Projects Program and Program Models publication series.

Goals

The primary goal of the Executive Training Program is to enable criminal justice executives and policyshapers to bring about adoption of improved court, corrections, and police practices identified or developed by the National Institute.

As LEAA's research, evaluation, and technology transfer arm, the Institute works to devise improved methods to control crime and strengthen the criminal justice system and to train law enforcement and criminal justice personnel to use these more promising approaches.

To introduce the new practices throughout the nation, the Institute's Executive Training Program:

- Informs influential policymakers about new practices and their potential for improving the criminal justice system, and
- Gives them the knowledge and skills needed to apply these methods in their jurisdictions.

Approach

Techniques that have been shown to work or that promise improved effectiveness or efficiency are presented to key criminal justice executives and decisionmaking officials in Training Workshops, Field Test Training, Follow-On Training, and Special National Workshops. Eight topics have been identified by the National Institute for training sessions that began in late 1976 for selected senior staff and officials of state and local agencies.

The Executive Training Program was designed, and is conducted and managed, by University Research Corporation (URC), a national training organization based in Washington, D.C. Some portions of the training are conducted under URC's supervision by consulting firms experienced in criminal justice training.

Program Activities

Three types of activities are being carried out under the program to facilitate the transfer of advanced practices to local jurisdictions.

1. Training Workshops

Eight Workshop series are being presented across the country. Each Workshop runs for about three days. It is devoted to one topic, and is open to 60 top criminal justice policymakers from throughout the geographical area of the Workshop presentation. At the first four Workshop series, participants learned new techniques for programs on:

- Managing Criminal Investigations
- Juror Usage and Management
- Prison Grievance Mechanisms
- Rape and Its Victims

Beginning in September 1977, Workshops are being presented around the country on:

- Managing Patrol Operations
- Developing Sentencing Guidelines
- Health Care in Correctional Institutions
- Victim/Witness Services

Nationally known experts assist in developing training and present portions of the Training Workshops. URC curriculum designers, trainers, and logistics, evaluation, and media staff are working with the National Institute, the criminal justice experts, and researchers from Exemplary Projects or Program Models to ensure clear presentation of concepts and appropriate guidelines for implementation. Participants receive individual program planning guides, self-instructional materials, handbooks, and manuals. Certificates, acknowledging the competence of participants to implement the new procedures, are awarded at the conclusion of training. In cases of special need, local training support may be provided after the participants begin the implementation process in their jurisdictions.

The training topics were selected from among the most promising models developed under NILECJ auspices, including models derived from:

- Research Results - Improved criminal justice practices identified through research findings.
- Exemplary Projects - Projects that show documented success in controlling specific crimes or that have demonstrated measurable improvement in criminal justice service.
- Program Models - Syntheses of the most advanced techniques, including operational guidelines, that can be followed in locales throughout the country.

Following each Training Workshop, up to six days of follow-on training are available, on a regional basis, to assist local agencies in direct application of skills learned in these executive training events.

2. Field Test Training

Each year, workshop topics may be selected for field testing in up to 10 jurisdictions. During 1976, "field test" sites were selected to implement projects in Managing Criminal Investigations and Juror Usage and Management.

The Executive Training Program will provide assistance to three Neighborhood Justice Center (NJC) test sites in Atlanta, Kansas City, and Los Angeles. A Neighborhood Justice Center is a community-based project that seeks to resolve conflicts between people who have a continuing relationship and who generally lack recourse to the courts. The Centers will recruit and train community people to apply the techniques of mediation and arbitration to disputes. ETP will be responsible for assisting these three project sites prepare grant applications; for conducting a seminar for the project staffs at the beginning of the test period; for providing 30 days of follow-on training assistance to each center during the start-up period; and for conducting NJC Directors' conferences during the course of the contract.

The field tests focus national attention on the new procedures and evaluate their effectiveness and transferability to other jurisdictions throughout the country. The communities selected are those considered most likely to be able to carry out model projects.

Representatives from the test sites, selected by specialists most familiar with the new procedures to be implemented, receive Field Test Training designed to:

- Prepare test site staff to operate or implement their projects,
- Identify needs for follow-on training, and
- Determine the most effective format for Training Workshops in the procedures.

Participants have clearly defined and specifically outlined implementation plans when they return to their jurisdictions. Each site also receives 30 days of follow-on training over an 18-month period. It is designed to provide ideas and recommendations for tailoring the program to local needs. The training helps local groups develop the capacity to solve their own problems and to share ideas and experiences with other field test projects.

3. Special National Workshops

Special National Workshops are the third part of the Executive Training Program. They are held for criminal justice policymakers on significant topics selected by the National Institute. The first Workshops focused on:

- Argersinger v. Hamlin - This 1972 U. S. Supreme Court decision, mandating that counsel be provided for all defendants who faced the possibility of incarceration, has had a major impact on the court system. The presentation focused on this decision and the problems associated with the delivery of legal counsel to indigent defendants.
- Update '77 - This Workshop brought mayors and county chairpersons from across the nation to Washington, D.C. to discuss the role of the local elected executives in planning and developing programs in law enforcement and criminal justice. LEAA/NILECJ Program Models, research findings, Exemplary Projects, and other resources were discussed as potential solutions to problems faced by these chief executives.
- Determinate Sentencing - A great deal of attention has recently been focused on the determinate or "fixed" sentence concept. This Workshop provided an in-depth analysis of this trend and its effect on both the judicial and correctional systems at the national and state levels. Current legislation and laws in California, Indiana, and Maine were discussed in detail together with related issues that affect police, prosecution, courts, and corrections.

Other Special National Workshops, in the planning stage, include: Stochastic Modeling (data analysis techniques for law enforcement planners and analysts); Plea Bargaining; Diversion; Mental Health in Corrections; and Update '78.

Recommendations for problem-solving are provided by criminal justice experts and others who have already dealt with these problems or whose theoretical and analytical contributions can be helpful in the implementation effort.

Results

The Office of Development, Testing, and Dissemination of the National Institute anticipates that the Executive Training Program will equip criminal justice executives to return to their communities with the knowledge and skills to improve delivery of criminal justice services and thus help to shape a safer environment. It also offers participants a personal benefit--the chance to enhance their own skills and career potential.

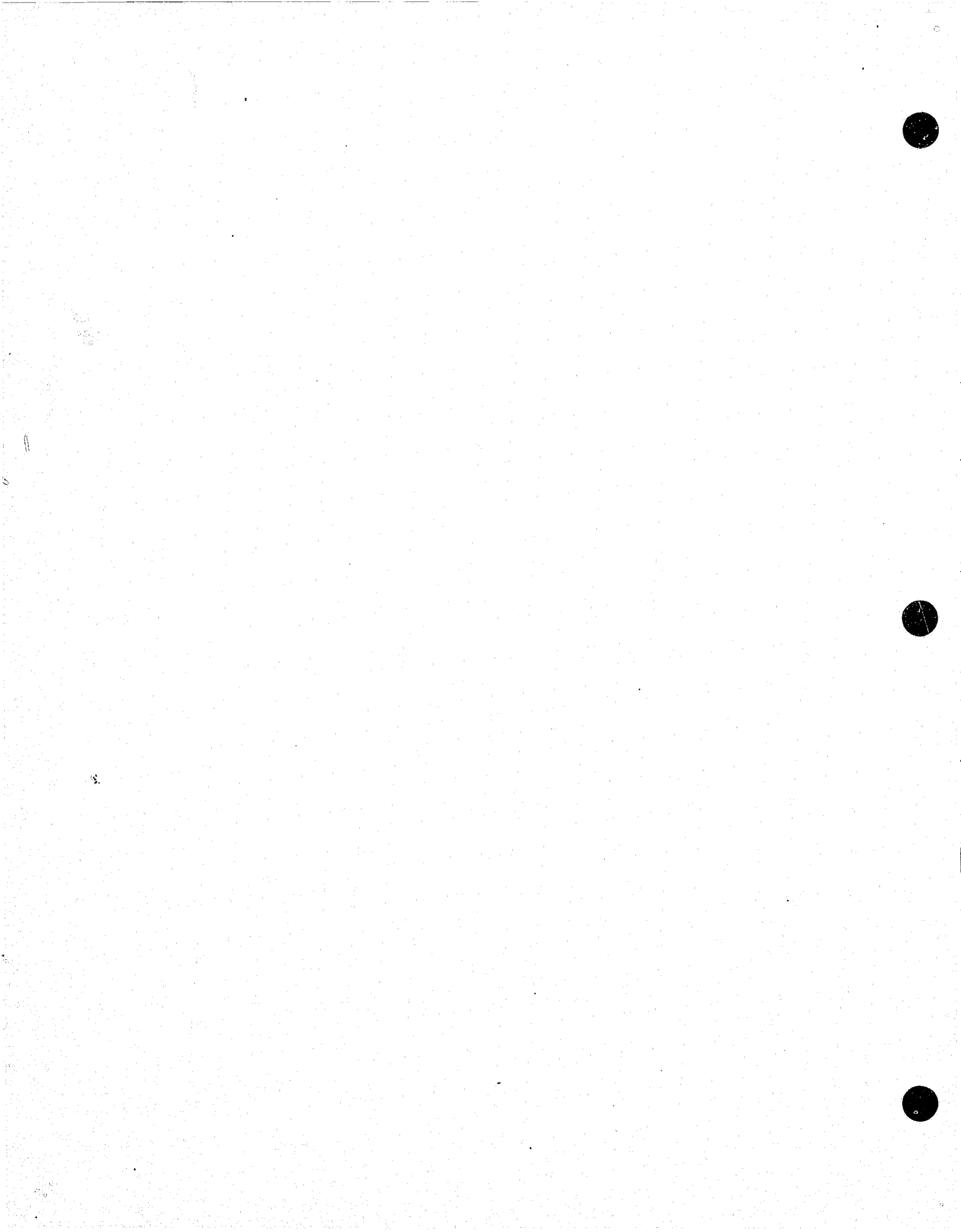
About ODTD

The Office of Development, Testing, and Dissemination (ODTD) is responsible for distilling research, transforming the theoretical into the practical, and identifying programs with measurable records of success that deserve widespread application. In selected instances, ODTD may also provide financial and technical assistance to adapt and test these practices in several communities. The result is that criminal justice professionals are given ready access to some of the best field test programs or those experimental approaches that exhibit good potential.

ODTD has developed a structured, organized system to bridge: (1) the operational gap between theory and practice; and (2) the communication gap between researchers and criminal justice personnel scattered across the country. ODTD's comprehensive program provides:

- Practical guidelines for model criminal justice programs;
- Training Workshops for criminal justice executives in selected model programs;
- Field tests of important new approaches in different environments;
- International criminal justice clearinghouse and reference services for the entire criminal justice community.

To perform these tasks, ODTD operates through three interdependent divisions-- Model Program Development, Training and Testing, and Reference and Dissemination-- whose functions serve as a systematic "thoroughfare" for identifying, documenting, and publicizing progress in the criminal justice field.



MANAGING PATROL OPERATIONS:
TRAINING GOALS AND OBJECTIVES

The overall training goal of the Managing Patrol Operations program is to improve the management of the patrol service by providing police executives with sufficient knowledge and skill to:

- Improve the efficiency of police services delivered to the community;
- Reduce or contain high priority street crimes;
- Enhance the working relationship between the police and citizens;
- Review and evaluate the present local management of the patrol service mission.

Increasing the knowledge and skill of police executives in each of these areas may contribute to a police agency's ability to accomplish at least two principal outcomes of the patrol service: to increase citizen satisfaction and support of police services and to increase arrests for serious crimes that are prosecutable, leading ultimately to an increase in the ratio of patrol arrests to prosecutions.

By the end of the Training Workshop, participants will be able to:

- Understand the basic functions and roles actually performed by a manager in the accomplishment of the job of managing;
- Understand the decisional roles required by police managers in order to effect modifications to existing patrol operations;
- Understand the need to assign existing police resources to match identified workload demands;
- Identify the amount of total patrol time that is available for "managed" activities;
- Understand some existing policy alternatives designed to reduce current workload demands;
- Understand how to use crime analysis as a tool for patrol decisionmaking;
- Discuss several "managed" patrol programs that can increase the productivity and performance of patrol services;
- Understand the significance and impact of citizen roles that influence the management of patrol operations.

This training program is designed for the principal executive managers of the agency, that is, the Chief of Police (or alternate) and the Director of Research and Planning, as well as a representative of the Police Officers' Standards and Training organization in each state, and a representative of the State Planning Agency.

MANAGING PATROL OPERATIONS
TRAINING TEAM

University Research Corporation Staff

DONALD F. CAWLEY

Mr. Cawley is a senior associate at URC and Team Leader of the MPO training program. His police experience has spanned a period of 22 years with the New York City Police Department in which he served as a Career Officer, Commander of Investigative Units, Commander of the Uniformed Division, and Police Commissioner of the Department. Following his resignation as Commissioner in 1974, he became a Vice President of Chemical Bank, New York. In 1976, he joined URC and is responsible for the design, development, and delivery of police training programs. His most recent effort involved the development and delivery of the Managing Criminal Investigations training program that was offered nationwide during 1976-1977 for more than 600 police executives. He is co-author of a recently published book on the management of criminal investigations and is the author of several articles on police management and administration.

H. JEROME MIRON

Mr. Miron is a staff associate of URC and Assistant Team Leader of the MPO training program. Formerly, he served as an Administrative Assistant to the Mayor of the City of Jacksonville, where he had responsibility for relationships between the Sheriff's Department and the executive offices of the government. He has also been associated with several national executive training corporations and in 1974-1976 was the Executive Director of a national research and training corporation in Washington, D.C. His most recent work in the law enforcement field was in the design and delivery of the Managing Criminal Investigations training program. He co-authored a book on criminal investigation processes and has authored several articles related to management and training. He has been a university professor and a senior executive of a television and radio corporation.

URC Consultant Staff

FRED A. NEWTON

Mr. Newton is presently the Director of the Operations Resource Unit of the Colorado Springs Police Department with major responsibilities for the design, development, and supervision of crime analysis activities for the department. He has been a member of police agencies for several years and has served in the Pueblo, Colo., Police Department; the Kansas City, Mo., Police Department; the Dallas, Tex., Police Department; and as an Intelligence and Security Officer for the U. S. Army, European Command. He has participated in the design and delivery of several national and regional training programs and has been involved with research projects on crime analysis, the Patrol Emphasis Program, and the

Integrated Criminal Apprehension Program. He has done graduate work in criminology at the Sam Houston State University in Huntsville, Tex.

VICTOR G. STRECHER, Ph.D.

Dr. Strecher is currently the Director of the Center of Criminal Justice at Arizona State University, Tempe, Arizona, but will assume the post of Dean and Director of the Institute of Contemporary Corrections and the Behavioral Sciences at Sam Houston State University on June 1, 1978. He has been a sworn police officer and member of the faculty of Michigan State's School of Criminal Justice for thirteen years. He directed the Police Academy of the St. Louis Metropolitan Police Department, and established the planning office of the St. Louis County Police Department. He has served on the National Evaluation Program for Patrol and Crime Analysis projects; as Vice-Chairman of the Michigan Commission on Criminal Justice; as police task force chairman of the Michigan Goals and Standards Commission; and in numerous law enforcement consulting activities to the Federal, state, and local governments.

MANAGING PATROL OPERATIONS

WORKSHOP SCHEDULE

DAY I

		Registration	10:00 - 1:00 p.m.
Session 1		Welcome and Orientation	1:00 - 1:30 p.m.
Session 2		Overview	1:30 - 1:45 p.m.
Session 3		Roles of Patrol Manager	1:50 - 3:00 p.m.
Session 4		Resource Allocation/Considerations	3:15 - 5:30 p.m.
Session 5		Closure of Day I	5:30 - 5:40 p.m.

DAY II

Session 6		Demands Policy Review	8:45 - 10:45 a.m.
Session 7		Crime Analysis	11:00 - 1:00 p.m.
Session 8		Patrol Strategies: Generalist	2:15 - 4:30 p.m.
Session 9		Closure of Day II	4:30 - 4:40 p.m.
Session 10		Peer Group	4:40 - 6:00 p.m.

DAY III

Session 11		Specialized Patrol	8:45 - 9:45 a.m.
Session 12		Patrol and Community	10:00 - 11:15 a.m.
Session 13		Synthesis	11:20 - 11:50 a.m.
Session 14		Strategy Outline	11:50 - 12:45 p.m.
Session 15		Closure of Day III and MPO Workshop	12:45 - 1:15 p.m.

SCHEDULE

DAY I

	Registration	10:00 - 1:00 p.m.
Session 1	Welcome, Introduction and Orientation	1:00 - 1:30 p.m.
Session 2	Overview of Training Program	1:30 - 1:45 p.m.
Session 3	Roles of Patrol Manager	1:50 - 3:00 p.m.
Session 4	Resource Allocation/Considerations	3:15 - 5:30 p.m.
Session 5	Closure of Day I	5:30 - 5:40 p.m.

SESSION 1

DAY I

1:00 - 1:30 p.m.

WELCOME, INTRODUCTION, AND ORIENTATION

The purpose of this session is to welcome participants to the Workshop, introduce NILECJ and URC staff, and describe the training materials and methods. A brief presentation will be made by a NILECJ representative outlining the purpose and rationale for the selection of the training topic Managing Patrol Operations and the relationship of this topic to LEAA's national goals and priorities.

Members of the URC training staff will introduce themselves and the various agencies represented at the Workshop.

Training Materials

The training materials used in this Workshop include:

1. Participant's Handbook: This Handbook will be used during the training extensively and serves as a guide and a workbook for participants to follow in each of the Workshop sessions.
2. Manual: The Manual contains a detailed analysis and bibliography of each of the topics discussed in this Workshop. Chapter headings of the Manual have the same titles as corresponding Workshop sessions. Appendices are attached to several chapters and contain more detailed information relating to the Workshop sessions.
3. Improving Patrol Productivity is a two-volume publication recently produced by the National Institute for Law Enforcement and Criminal Justice. These volumes contain a broad, in-depth discussion of several of the topics treated in the Workshop. Generally, one can consider these volumes as a useful and fairly comprehensive textbook review of the state of the art of patrol operations in selected police agencies in the United States.

Training Methods

The design of this Workshop incorporates the integrated use of short lectures, large group discussions, small work groups, selected visuals, and other techniques to facilitate participant interaction with a significant amount of new information about patrol operations. Because of the limited budget for these Workshops, the time available is relatively short--the actual amount of training time is approximately 16 hours. Therefore, we urge that all of us--trainers and participants--adhere as closely as possible to the training schedule.

Evaluation of Training

At the conclusion of each training day, you will be asked to take a few minutes to review and evaluate the Workshop sessions presented that day. Forms are included in this Handbook for that purpose.

SESSION 2

DAY I

1:30 - 1:45 p.m.

OVERVIEW OF MANAGING PATROL OPERATIONS TRAINING PROGRAM

This session will provide information concerning the selection of the training topic, the process used in identifying content material, and the structure and content of the training to be presented. Specifically, the session will address:

- Topic selection
- Needs assessment
- Survey results
- Program source materials
- Training goals and objectives
- Flow chart of training program
- Major outcomes of training

NEEDS ASSESSMENT PROCESS

- Literature Review
- Identification of timely and important issues at Managing Criminal Investigations Workshop
- National survey of 91 police agencies
- Planning conference with selected police chiefs and researchers
- Conference with Program Managers at LEAA and NILECJ

MPO SURVEY ANALYSIS
(66 responses)

<u>RANK</u>	<u>ISSUE</u>
1	Deployment and Scheduling of Resources
2	Measurements of Police Performance
3	Resource Allocation Models
4	Workload Analysis
5	Motivation of Personnel
6	Crime Analysis
7	Directed or Deterrent Patrol
8	Mission of Police/Patrol
9	Service Demands and the Impact

LITERATURE REVIEW

IMPROVING PATROL PRODUCTIVITY:
ROUTINE PATROL

William Gay, et al.
1977
NILECJ

IMPROVING PATROL PRODUCTIVITY:
SPECIALIZED PATROL

Stephen Schack, et al.
1977
NILECJ

A REVIEW OF SIX RESEARCH STUDIES ON
THE RELATIONSHIP BETWEEN POLICE
PATROL ACTIVITY AND CRIME:
NATIONAL IMPACT PROGRAM EVALUATION

Judith S. Dahmann
1974
NILECJ

SOME EFFECTS OF AN INCREASE IN POLICE
MANPOWER IN 20TH PRECINCT OF
NEW YORK CITY

St. James Press
1971
Rand, NY

EARLY WARNING ROBBERY REDUCTION DEVICES:
AN ASSESSMENT OF PERFORMANCE:
NEP PHASE I

Warner A. Eliot
1976
NILECJ

SPLIT-FORCE PATROL

Wilmington, Delaware
Evaluation Report
1977
NILECJ

THREE APPROACHES TO CRIMINAL APPREHENSION
IN KANSAS CITY: AN EVALUATION REPORT

Tony Pate, et al.
1976
Police Foundation

WHAT LAW ENFORCEMENT CAN GAIN FROM
COMPUTER DESIGNED WORK SCHEDULES

Nelson Heller
1974
NILECJ

CRIMINAL JUSTICE MODELS: AN OVERVIEW

Jan Chaiken, et al.
1976
NILECJ

PATROL STAFFING IN SAN DIEGO: ONE OR TWO
OFFICER UNITS

John Boydston, et al.
1977
Police Foundation

POLICE CRIME ANALYSIS UNIT HANDBOOK

George Buck, et al.
1973
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PATROL ALLOCATION METHODOLOGY
FOR POLICE DEPARTMENTS

Jan Chaiken
1975
Rand, NY

NEIGHBORHOOD TEAM POLICING: NEP
PHASE I: SUMMARY

William Gay
1977
NILECJ

RESPONSE TIME ANALYSIS

William Bieck
1977-1978
Unpublished Notes
NILECJ

THE KANSAS CITY PREVENTIVE PATROL
EXPERIMENT

George Kelling
1974
Police Foundation

COMMUNITY POLICE ADMINISTRATION

Jack Kuykendall
Peter Unsigner
1975
Nelson Hall Publishers

URBAN POLICE PATROL ANALYSIS

Richard Larson
1972
MIT Press

OPPORTUNITIES FOR IMPROVING PRODUCTIVITY
IN POLICE SERVICES

National Commission on Productivity
1973

CRIME ANALYSIS IN SUPPORT OF PATROL:
NEP PHASE I SUMMARY

G. Hobart Reiner
1976
NILECH

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NEP PHASE I SUMMARY REPORT

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Los Angeles Police Department
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Bernard Greenberg
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National Advisory Commission
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1973

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San Diego Police Department
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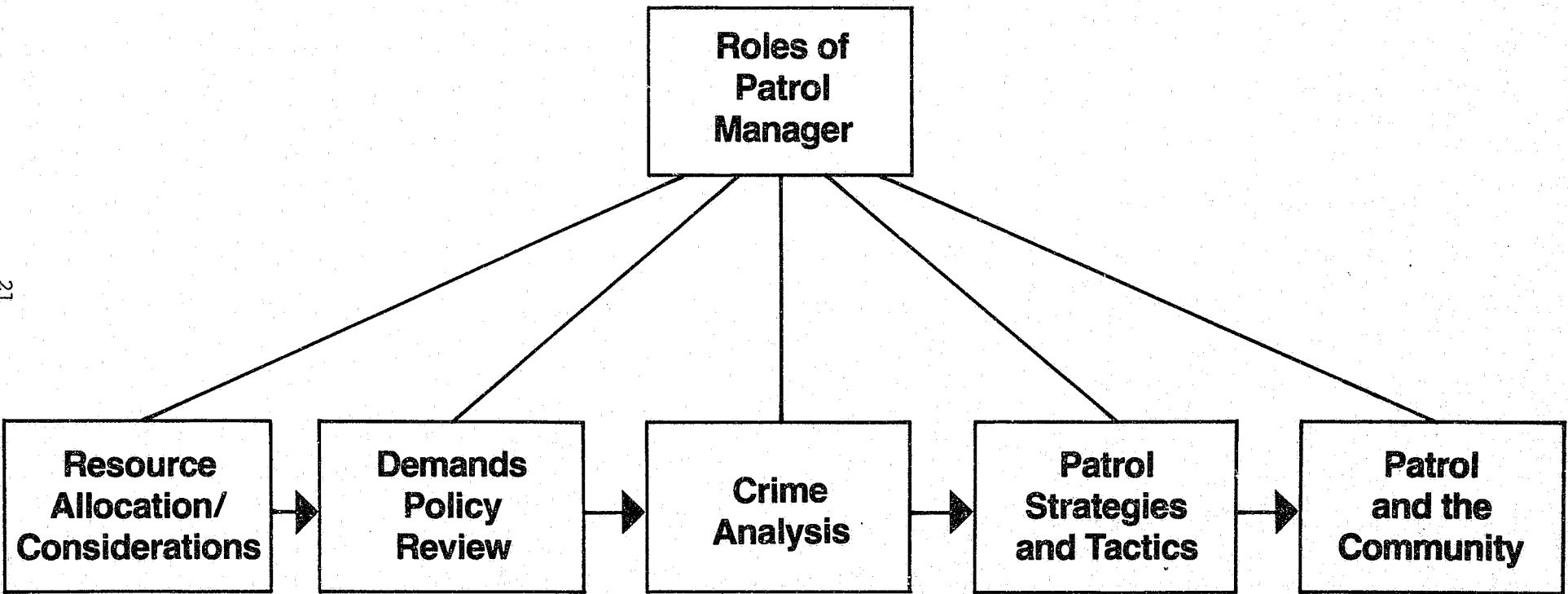
OVERALL WORKSHOP GOAL

The goal is to provide police managers with sufficient knowledge concerning current research in managing patrols and existing state of the art so that improvements can be made in the management of patrol time and activities.

OBJECTIVES OF WORKSHOP

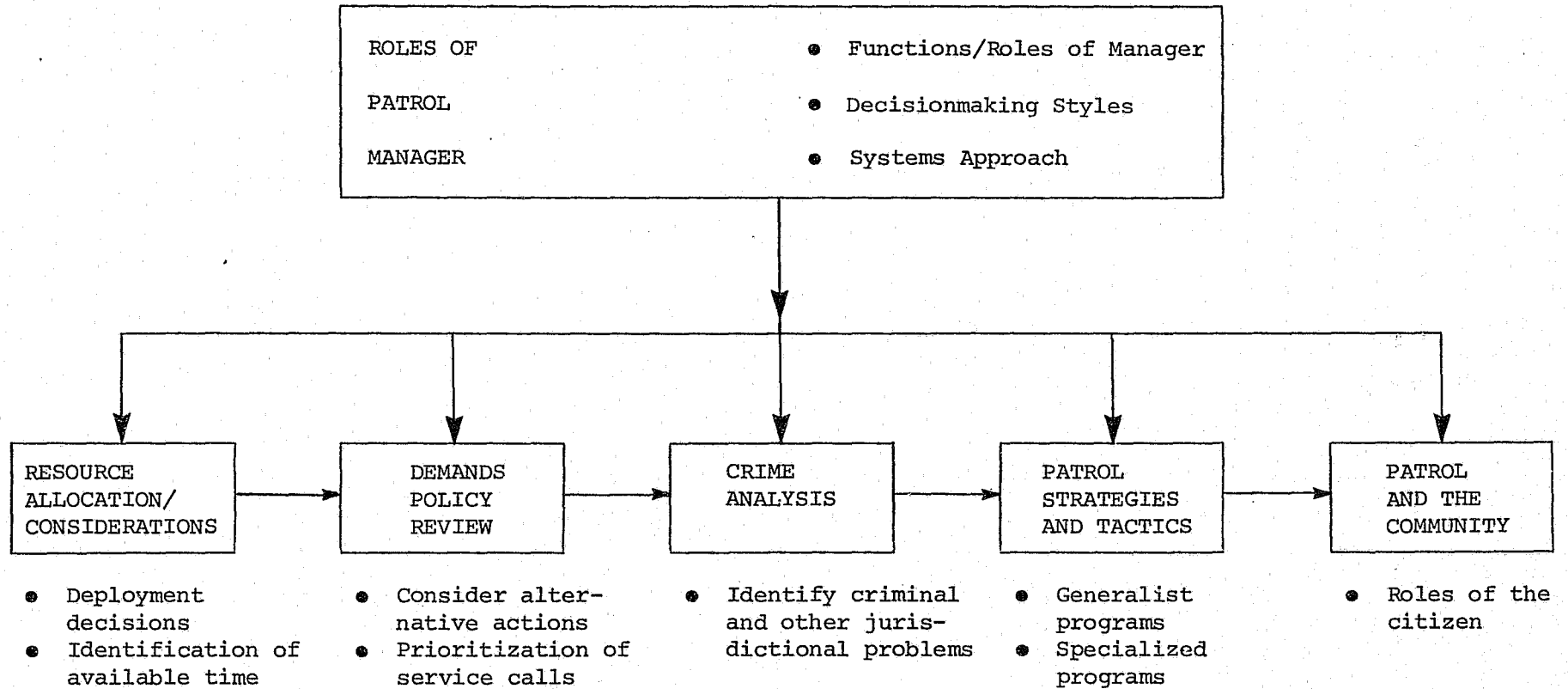
- To understand the actual functions and roles of a manager;
- To consider the benefits of matching resources with workload demands;
- To identify the amount of available patrol time;
- To conduct a policy review of current operational and administrative practices;
- To learn how to use crime analysis as a tool for patrol decision-making;
- To initiate innovative and effective programs to maximize patrol effectiveness;
- To understand the range of citizen's roles and their potential impact on police performance.

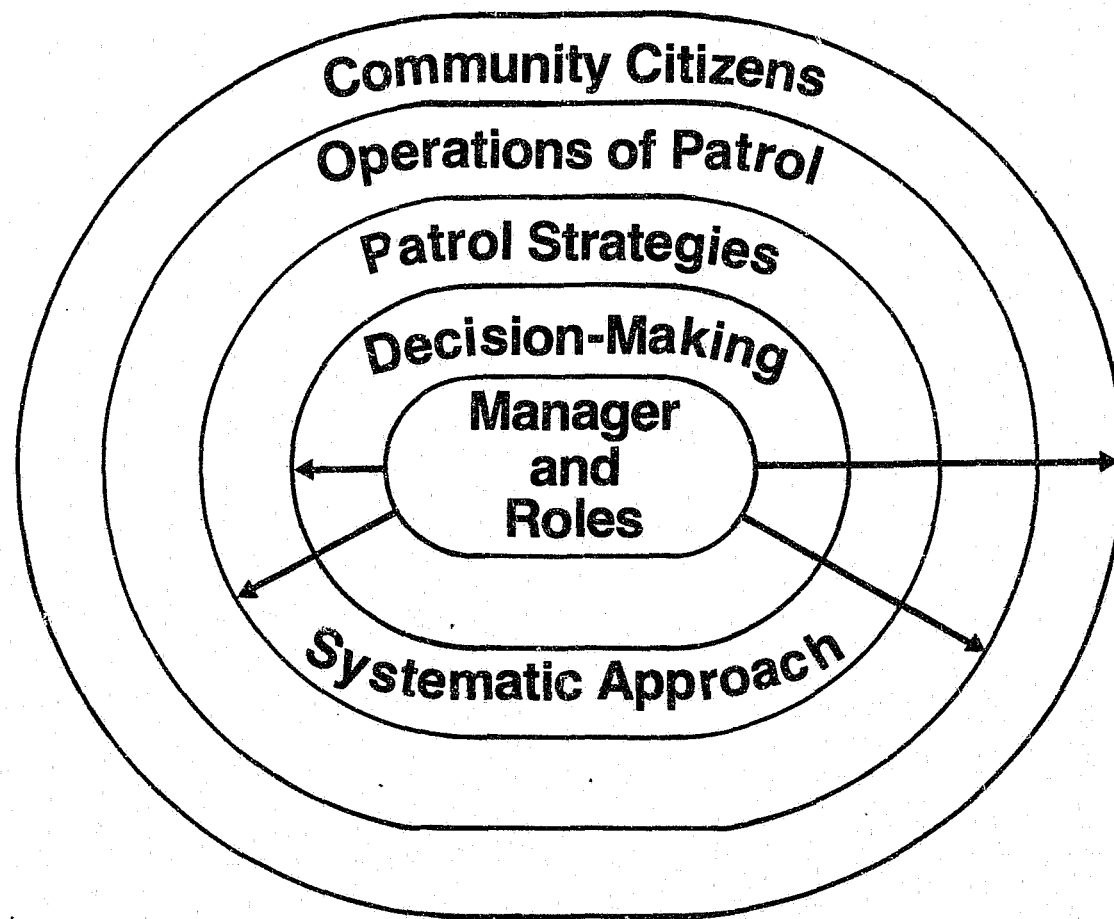




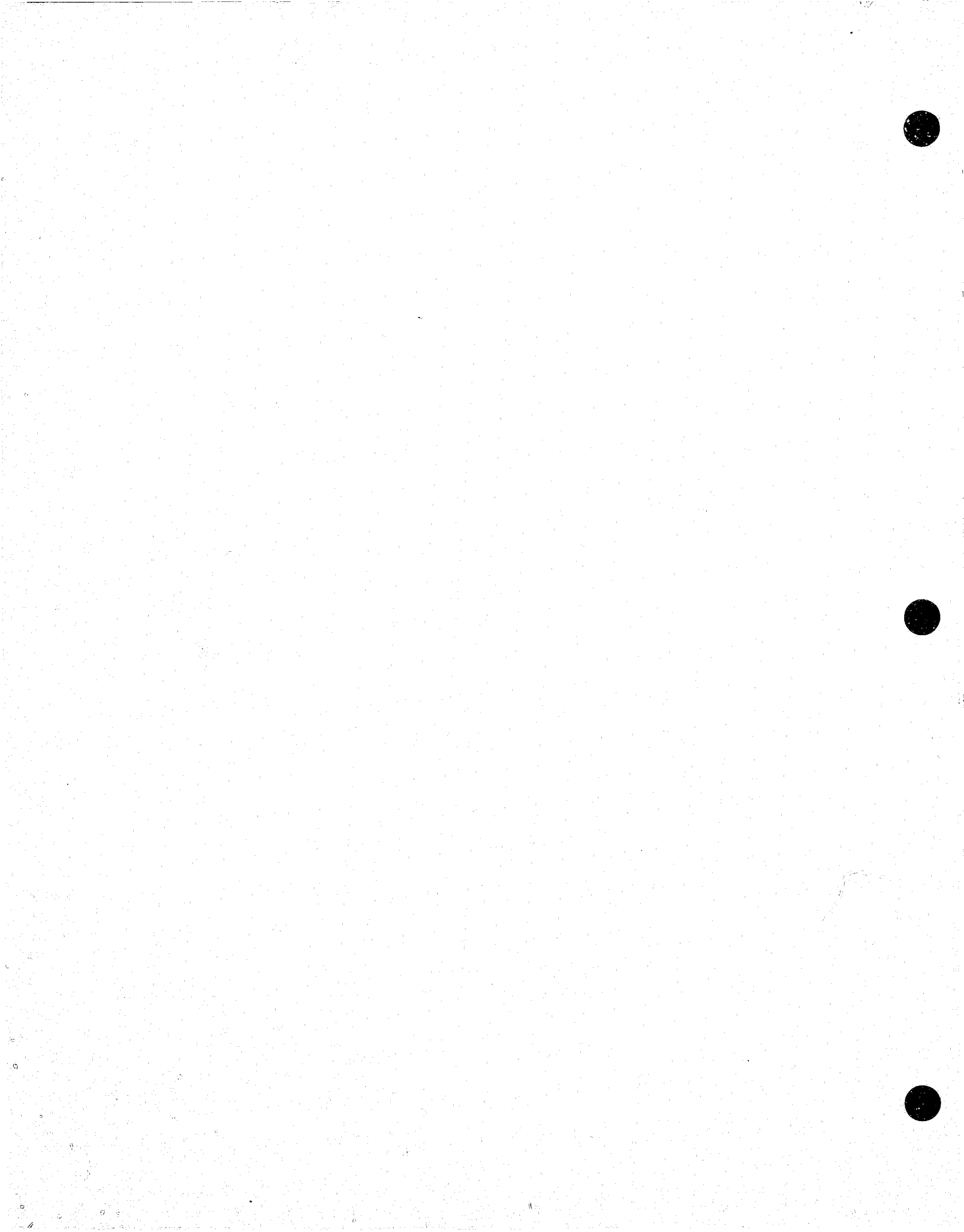
FLOW OF TRAINING

22





CONTEXT AND FOCUS OF MPO WORKSHOP: IMPROVEMENTS
AT VARIOUS LEVELS OF THE MANAGEMENT OF
THE OPERATIONS OF PATROL



SESSION 3

DAY I

1:50 - 3:00 p.m.

ROLES OF A PATROL MANAGER

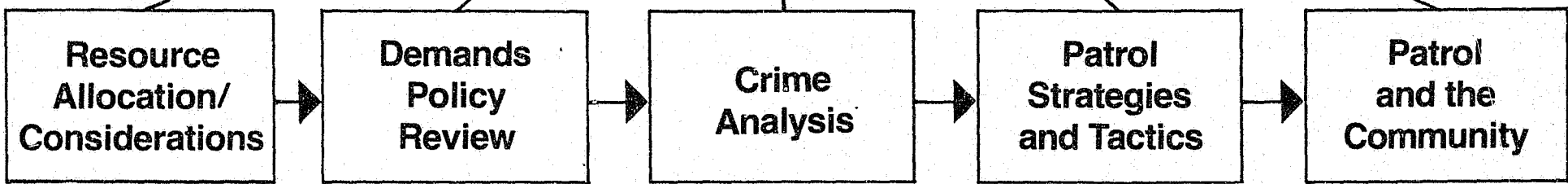
The issue of how a manager actually manages the patrol operations is complicated by the fact that there is little, if any, specific treatment of this topic in management texts. Most texts on police management or administration follow the classical school of management theory and discuss what the patrol manager should do: plan, organize, direct, coordinate, staff, budget. Other texts emphasize one aspect of the job of the manager; the manager as a leader or motivator or the manager as a decisionmaker. As yet, no study or text has answered the deceptively simple question: what do patrol managers do when they manage their operations?

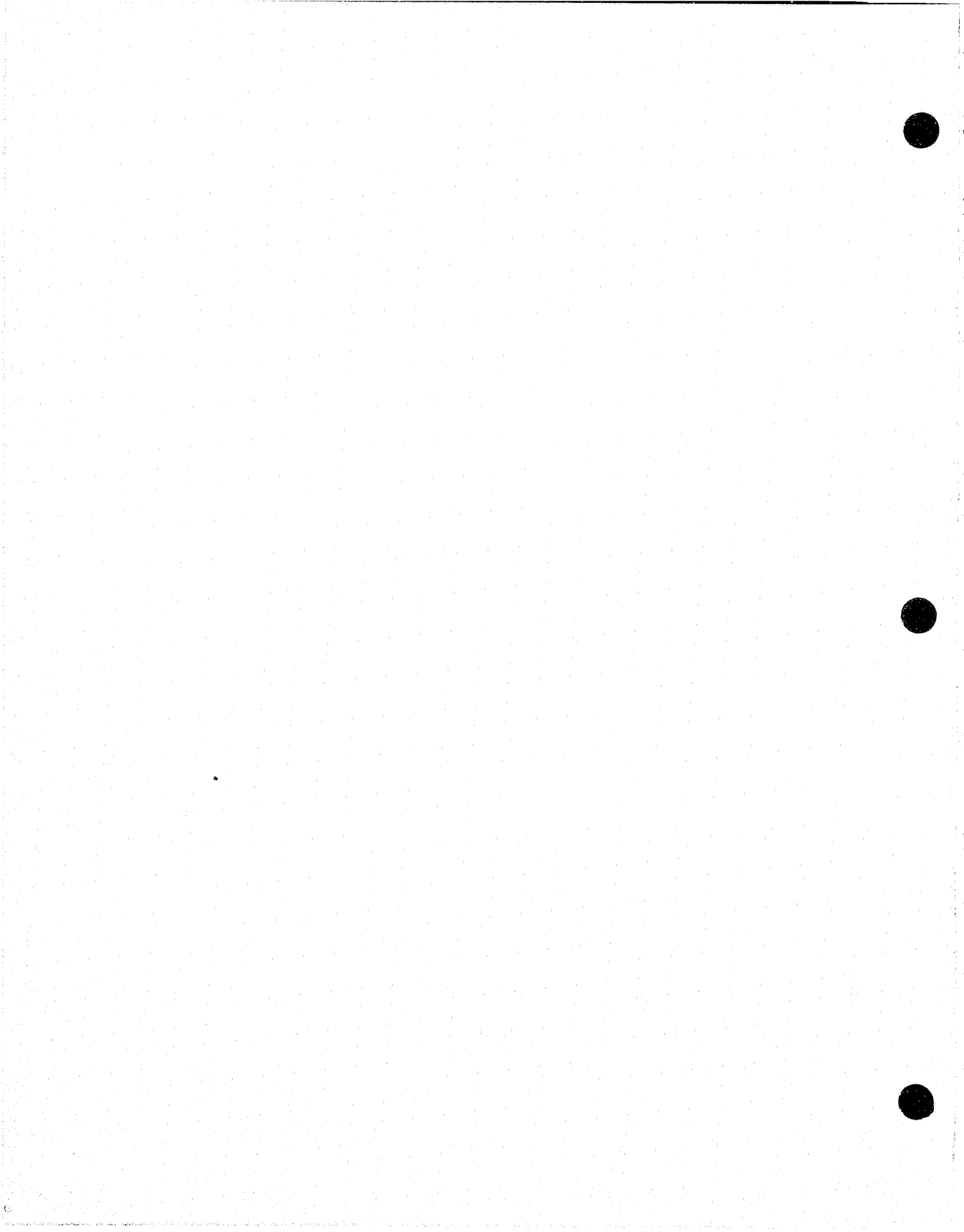
This session will explore this question and other issues relating to decisionmaking by managers.

The rationale for choosing this session as the first major session in this Workshop is that the changes in the mission of the patrol that are currently being urged by researchers or evaluators will not take place until patrol managers choose to make them. Thus, a careful and systematic review of what the job of the manager is and how decisionmaking is accomplished appear to be appropriate opening subjects.

A more detailed discussion of this session can be found in Chapter 2 of the Manual, Managing Patrol Operations.

**Roles of
Patrol
Manager**





THE PATROL MANAGER'S RESPONSIBILITIES

- How do I allocate the patrol force? How many officers should be on each shift? In each neighborhood? Working on a particular crime or service problem?
- How do I collect, analyze, and use data about crime and service demands? What policies control or affect my patrol responses to these demands?
- What do I tell the patrol to do? Patrol at random? Patrol by direction? Respond to all calls for service? Split the patrol force into specialized units? Crime prevention?
- How should the patrol relate to citizens and external organizations? How should the patrol exercise its discretion?
- If changes in the patrol force are to be made, what effects will the changes have on the rest of the department? What about communications and dispatching? What about changes that affect the role of supervisors?

THE PATROL MANAGER'S BASIC QUESTION

- What is my role? What do I do as I begin to answer these questions and begin to translate these answers into policies, procedures, orders and action plans? How do I get involved in these questions without getting swallowed up in details? What is my role when I am called upon by these questions to do two seemingly conflicting things, that is, maintain stability in the patrol force and, at the same time, encourage, initiate, mediate, and control necessary changes in the patrol force?
- What is my role as a manager?

THE MANAGER'S JOB

MYTHS

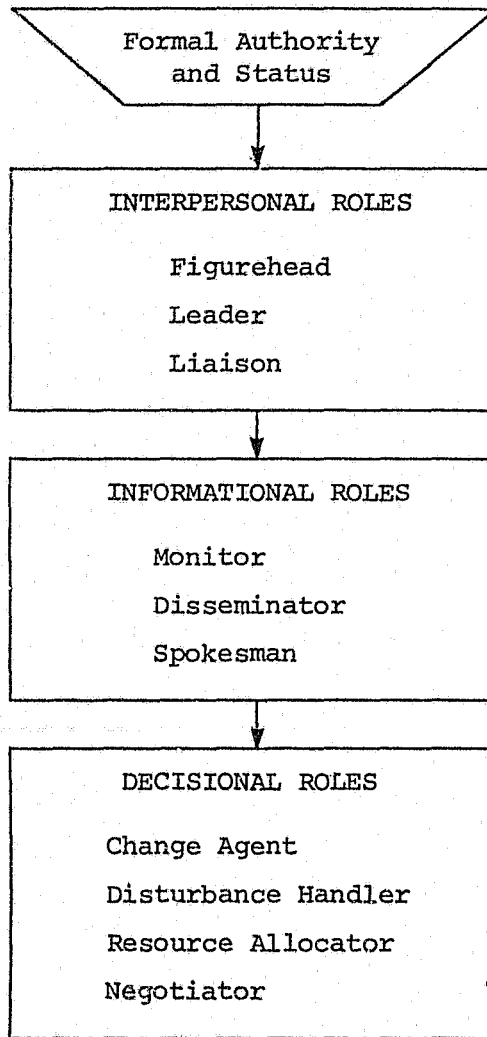
- Managers are reflective, systematic planners.
- Managers organize, coordinate, and orchestrate the activities of their agencies and have few defined or regular duties.
- Managers depend on documented, aggregated information reports which they read, digest, and use in rational decisionmaking.

THE MANAGER'S JOB:

REALITIES

- Managers work at an unrelenting pace.
- Daily activities are characterized by brevity, variety, and fragmentation.
- Managers prefer live action and face-to-face communication.
- Managers are attracted to and use the verbal media extensively.
- Much activity is divided between the office and organization on the one hand, and an external network of outside contacts, on the other.
- The open-ended nature of the job suggests that managers in general are unable to control the majority of their daily activities.*

*Mintzberg, Henry, The Nature of Managerial Work. New York: Harper and Row, 1973, Chapter 2.



THE TEN MANAGERIAL ROLES*

*The material depicted on pages 31 through 35, related to the ten managerial roles, is summarized or adapted from Mintzberg, op. cit., Chapter 4.

THE WORK OF MANAGERS:

GENERAL INTERPERSONAL ROLES

<u>IDENTIFIABLE ACTIVITIES FROM STUDY OF CHIEF EXECUTIVES</u>	<u>DESCRIPTION</u>	<u>ROLES</u>
Ceremonial duties, status requests, solicitations	Symbolic head; obliged to perform a number of routine duties of a legal or social nature	FIGUREHEAD
Virtually all managerial activities involving subordinates	Responsible for the motivation and activation of subordinates; responsible for staffing and associated duties	LEADER
Acknowledgments--mail and phone; external work involving outsiders	Maintains self-developed network of outside contacts who provide information	LIAISON

THE WORK OF MANAGERS:

GENERAL INFORMATION ROLES

<u>IDENTIFIABLE ACTIVITIES FROM STUDY OF CHIEF EXECUTIVES</u>	<u>DESCRIPTION</u>	<u>ROLES</u>
Handles all mail and contacts categorized as concerned primarily with receiving information.	Seeks and receives wide variety of special information (much of it current) to develop thorough understanding of organization and environment; emerges as nerve center of internal and external information about the organization	MONITOR
Forwards mail into organization for informational purposes; makes verbal contacts involving information flow to subordinates; holds review sessions; uses instant communication flows to subordinates.	Transmits information received from outsiders or from other subordinates to members of the organization--some information is factual, some involves interpretation and integration of diverse value positions	DISSEMINATOR
Attends outside meetings; handles mail and contacts involving transmission of information to outsiders.	Transmits information to outsiders on organization's plans, policies, actions, results, etc.; serves as expert on organization's work	SPOKESPERSON

THE WORK OF MANAGERS:

GENERAL DECISIONAL ROLES

<u>IDENTIFIABLE ACTIVITIES FROM STUDY OF CHIEF EXECUTIVES</u>	<u>DESCRIPTION</u>	<u>ROLES</u>
Conducts strategy and review sessions involving initiation or design of improvement projects.	Searches organization and its environment for opportunities to initiate "improvement projects" that can bring about change; supervises design of certain projects as well.	CHANGE AGENT
Conducts strategy and review sessions involving disturbances and crises.	Responsible for corrective action when organization faces important, unexpected disturbances.	DISTURBANCE HANDLER
Scheduling; requests for authorization; any activity involving budgeting and the programming of subordinates' work.	Responsible for the allocation of organizational resources of all kinds--in effect, makes or approves all significant organizational decisions.	RESOURCE ALLOCATOR
Negotiates.	Responsible for representing the organization at major negotiations.	NEGOTIATOR

APPLICATIONS OF ROLES TO POLICE MANAGERS

INTERPERSONAL ROLES

OBSERVABLE ACTIVITIES OF POLICE MANAGERS

FIGUREHEAD

Meets with individuals, civic groups or government officials; attends career events, e.g., swearings-in, graduations, promotions, presentations of awards; visits injured; attends weddings, etc.

LEADER

Works with subordinates on ethics and goals of organization; stimulates, motivates, and coordinates staff and line efforts; acts as a community leader; takes leadership role with city governing bodies regarding policies and plans; persuades others; relates to formal and informal groups; exercises formal and earned leadership authority.

LIAISON

Interacts with individuals and organizations outside direct chain of command--other city departments, elements of the criminal justice system, juvenile justice, mental health organizations, community resource groups, other law enforcement agencies, private security firms, professional police associations; attends outside conferences and meetings related to law enforcement.

APPLICATIONS OF ROLES TO POLICE MANAGERS

INFORMATIONAL ROLES

OBSERVABLE ACTIVITIES OF POLICE MANAGERS

MONITORING WITHIN
AGENCY

Seeks information by scanning the internal organization; seeks data about status of current or anticipated problems; seeks information on new innovations in other police organizations, e.g., residential burglary tactics, new reporting systems, directed patrol experiments; looks for adaptable procedures; searches for ways to prevent or lessen friction between individuals or units in organization; receives both formal written data as well as soft, verbal information (access to individuals and units may not be by way of chain of command).

DISSEMINATING
INFORMATION
WITHIN AGENCY

Provides personnel with information in a timely, often verbal, fashion to assist in the stimulating of corrective actions, new plans, adaptable procedures, etc., since such information usually is not immediately and readily accessible to staff or line; alerts planning or budget units to possible changes in next budget with information to individuals and units who, by reason of time, area assignments, or staff relationships, may not have easy access to one another.

SPOKESPERSON ON
BEHALF OF AGENCY

Public speaking engagements to promote value or ideas about role of police agency; lobbies on behalf of policies, procedures, and budget with governing bodies by acting as an expert spokesperson for the department; makes presentations both formal and informal to "outside" influencers of the agency; uses leadership roles and informational roles to engage actively as a spokesperson in order to compete with other city agencies for limited municipal funding-- it should be noted that other managers do the same.

APPLICATIONS OF ROLES TO POLICE MANAGERS

DECISIONAL ROLES

OBSERVABLE ACTIVITIES OF POLICE MANAGERS

CHANGE AGENT

As consequence of previous roles, has possibly obtained adequate information to initiate steps to improve the internal functioning of agency; searches for opportunities in agency to exercise leadership roles in order to plan for changes; mulls over possible adaptable procedures tried out in other agencies; considers pitfalls and problems of change; constantly searches within the organization for possible change agents who can assist the manager in planning, implementing, and maintaining changes; considers a whole host of "mental" plans; faces the problem or dilemma of delegation--how to explain to subordinates exactly what is intended.

DISTURBANCE HANDLER

Responds directly to resolve disruptive crises--some crises are routine, e.g., supply unit runs out of forms, increases in vehicle accidents may limit availability of cars for patrol, etc., while other crises are exceptional, e.g., a mass murderer, a major corruption scandal, etc.; uses formal authority to resolve conflicts, crises, and exceptional problems--in these instances most frequently, the buck stops at the manager's desk.

DECISIONAL ROLES

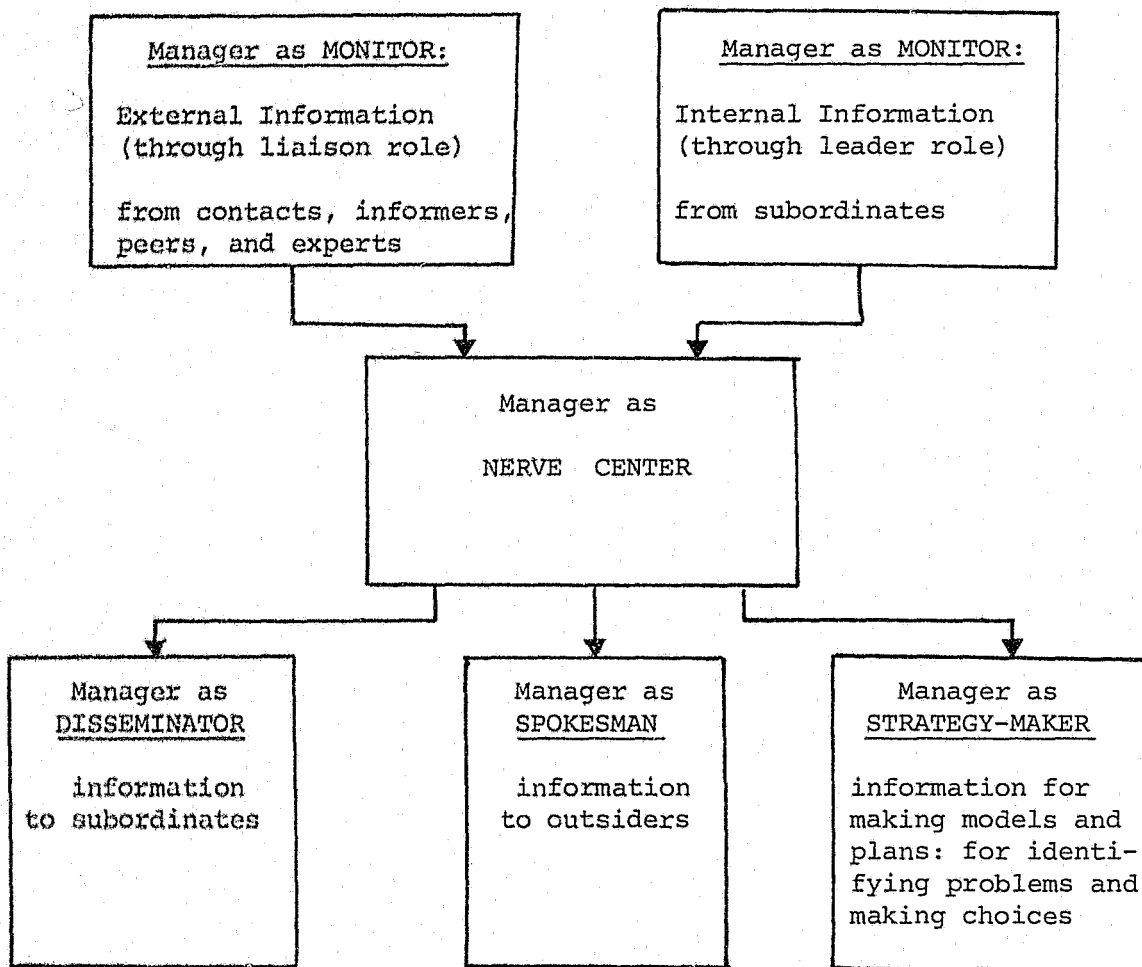
OBSERVABLE ACTIVITIES OF POLICE MANAGERS

RESOURCE
ALLOCATOR

Determines how much of the department's limited resources, including the time and schedule of the manager, should be allocated to each organizational unit or to individuals; uses resource allocation techniques and judgments in order to plan and coordinate the activities of the agency; through resource allocation process, communicates the operational priorities of the agency. Possibly, in most routine matters of the life of the manager, this role is the most crucial for the organization since it affects individuals, program plans for change, all organizational units, and, above all, the future of the organization.

NEGOTIATOR

Acts to resolve grievances either directly or by delegation; assumes active role, if possible, in labor contract negotiations; negotiates with other law enforcement officials, criminal justice system actors, or community resource agents in order to effect more coordination and cooperation; negotiates internal conflicts between units; seeks to strike an effective balance, since negotiation is basically a trading-off of alternatives in real time.



THE MANAGER AS AN INFORMATION
PROCESSING "SYSTEM"

MOST CRUCIAL DECISIONAL ROLES

- The manager alone takes full charge of the organization's decisionmaking.
- This role justifies his/her authority and his/her powerful access to information.
- As formal authority he/she is the only one allowed to commit the organization to new and important courses of action.
- As nerve center he/she can best ensure that significant decisions reflect current knowledge and organizational values.
- Strategic decisions can most easily be integrated into the organization by having one person control them all.

- ISSUE: How, and how much, is organized information and intelligence used in the manager's decisional roles? What accounts for the patterns of use (or non-use) of such information and intelligence in the manager's decisional roles?

DECISIONMAKING AND STRATEGY MAKING:

ISSUES AND STYLES

● ISSUES:

There is little systematic evidence available that tells us how organizations make important decisions and how organizations link them together to form strategies.

Decisionmaking and the formulation of strategies is more complex and more difficult in the public sector than in the private sector.

● STYLES:*

Management and public administration literature describes general views on the subject of organizational decisionmaking and suggests three distinct groupings or styles:

- CHARISMATIC OR ENTREPRENEURIAL
One strong leader takes bold, risky actions on behalf of the organization.
- ADAPTIVE
The organization adapts in small, disjointed steps to a difficult environment.
- SYSTEMATIC
Formal analysis is used to plan explicit, integrated strategies for the future.

*Mintzberg, Henry. "Strategy Making in Three Modes," California Management Review. Winter, 1973, pp. 44 ff.

SOME CHARACTERISTICS OF THE THREE
DECISIONMAKING STYLES

CHARISMATIC/ENTREPRENEURIAL:

Strategy making rests with one powerful individual in an environment that is usually malleable or capable of being manipulated. Generally, the organization's activities are directed toward growth and strategy and can be shifted boldly at the "whim" of the leader. Or, the organization is in trouble and activities are directed toward survival rather than growth. To satisfy the condition of centralized power, the organization must have a powerful leader with a strong mandate who acts aggressively.

ADAPTIVE:

The organization faces a complex, rapidly changing environment and opposing internal forces. Goals cannot be agreed upon unless they are couched in "motherhood" terms. The organization is subjected to many controlling groups (formal and informal) which hold each other in check. Strategy making is tied to divisions of power among members of a complex whole of which the organization is but a part. The organization strategy making is in the form of reactive solutions to existing problems and decisions are incremental, serial steps.

SYSTEMATIC:

The organization faces an environment that is reasonably predictable and relatively stable, and is able to afford the costs of formal analysis. Organization does not face severe and unpredictable competition and its funding is generally assured. The power system is not diffuse but hierarchal; the environment can be controlled somewhat; and goals can be analyzed in order to design more stable and active strategies for the future.

SYSTEMS ANALYSIS: OBSERVATIONS

- GENERAL:

Systems analysis is seen as many things, for example:

- A research strategy
- An application of quantitative and scientific methods to problems
- A practical philosophy to aid a decisionmaker who has complex problems to decide under uncertain conditions

- OPERATIONAL DEFINITION FOR THE WORKSHOP:

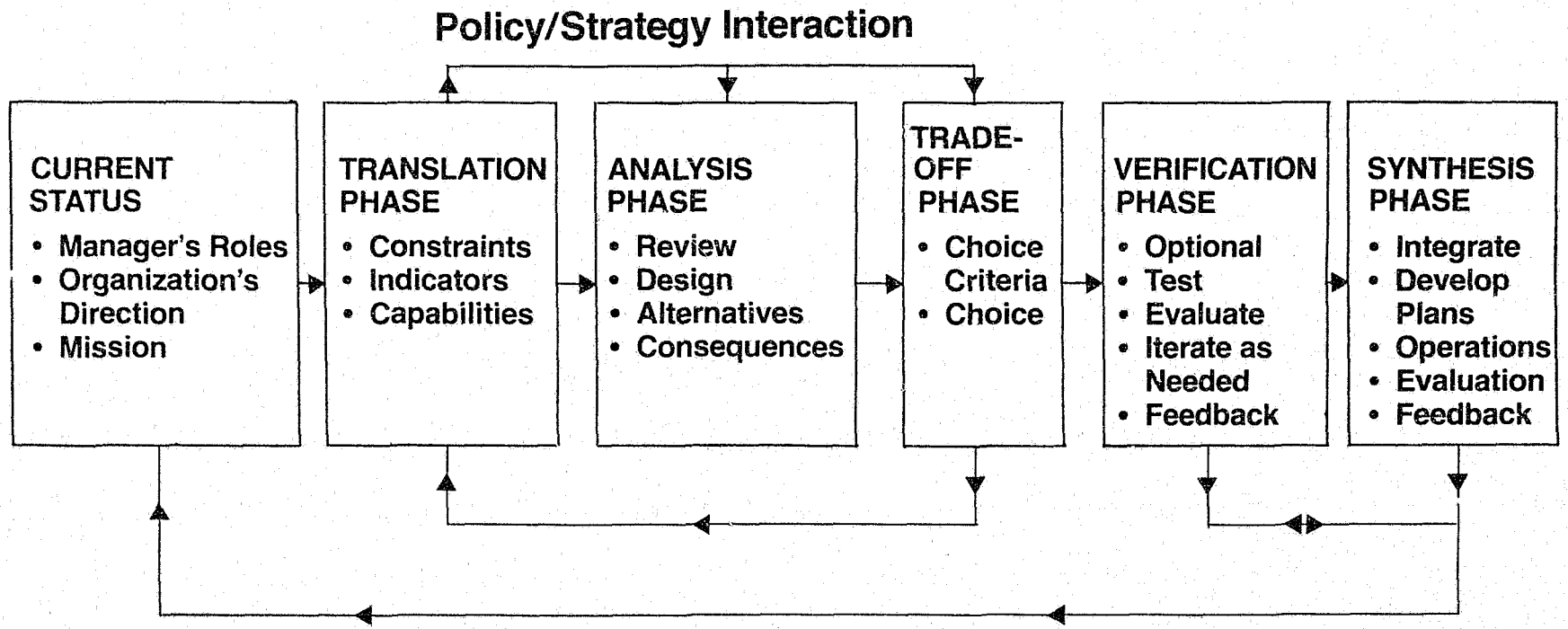
A systematic approach to help a decisionmaker choose a course of action by investigating the full problem for the decisionmaker, searching out objectives and alternatives, and comparing them in the light of their consequences, using an appropriate framework--insofar as possible, analytic--to bring expert judgment and intuition to bear on the problem.

Systems Analysis and Policy Planning

E. S. Quade and
W. I. Boucher
1968
RAND Corporation



SYSTEMS APPROACH



NOTES ON SYSTEMS APPROACH CHART

PHASE I: CURRENT STATUS

- The entire approach begins with a self-conscious assessment of at least two parts of the police agency:
 - The manager and the roles performed by the manager
 - The direction in which the police agency seems to be headed

- Essentially, this assessment should be able to answer the following types of questions:
 - Where are we now? What direction do we seem to be heading? What information, documented and undocumented, is available that will answer these questions?

 - How do I perform the varied roles of a manager? What are my weaknesses and strengths? How do these weaknesses and strengths relate to the previous question? Is the relationship positive or negative?

PHASE II: TRANSLATION STAGE

- The answers derived from the first phase form the basis or input into a second logical phase of this approach.
- In this second phase, an attempt is made to gather as much documented data as possible that will be used later to compare or analyze current status.
- Essentially, in this phase, you begin to translate both your perceptions about the organization and the job and the realities of the organization and the job.
- Three generic categories of data are collected for further analysis:
 - What are the constraints that affect the organization and its direction? Examples:
 - Statutory
 - Ordinances
 - Finances
 - Timing of Policies
 - Physical/Capital
 - Current Policies
 - Current Procedures
 - Personnel: Quality/Quantity
 - What are the current indicators that tell the organization about demands for the services of the organization? Examples:
 - Service demands/crime and non-crime related
 - Crime rates, clearance rates, temporal and geographic trends in service and crime, etc.
 - Order maintenance demands
 - What are any new capabilities that can assist the organization in developing approaches to deal with the problems associated with constraints and demand indicators? Examples:
 - Available resources: time, personnel, money, other.
 - Experiments and demonstrations: External to the Agency
 - Administrative discretion: role of the manager

PHASE III: ANALYSIS

- The data about constraints, indicators, and capabilities are used as the input into the most difficult part of this approach, namely, analyzing and comparing this data with the current status of the organization and a future desirable state.
- Policy, program, and organizational analysis, which are specific terms for this general phase of analysis, are not easy and simple management activities.
- Analysis techniques may vary and may involve the use of mathematical models, such as the use of hypercube or PCAM computer programs for resource allocation studies, or a simple review and adaptation of the results of evaluation done in another police agency of a new tactical approach.
- In analysis, one essentially strives to look at the entire problem, as a whole and in context, and to compare alternative choices in light of their possible outcomes.
- The elements of analysis are:
 1. The objective or objectives: What objective is the decision-maker trying to attain through the options or alternative choices open to him or her?
 2. The alternatives: What are the means by which it is hoped that objectives can be achieved?
 3. The costs: The choice of a particular alternative for accomplishing the objective implies that certain specific resources can no longer be used for other purposes. These are the costs. Most costs can be measured in money, but, most often, their measurement must be made in terms of the opportunities that they preclude.
 4. A model or models: A model is a representation of reality that abstracts the features of the situation relevant to the set of questions being studied. It can be expressed mathematically or verbally; it can be based on hard data, soft judgment, or even intuition. It is used to estimate the consequences of choosing one of several options or alternatives.
 5. A criterion: This is a standard or a rule for ranking the alternatives in order of desirability and indicating the most promising of various alternatives.

PHASE IV: TRADE-OFF CHOICES

- Analysis presents options for achieving objectives; it does not make the choice.
- Choices are made by managers. They have the formal authority, power, information, and responsibility for committing the organization to certain courses of action.
- Through the use of analytic inputs, the manager chooses alternatives or options. The analysis may have weighted alternatives in terms of costs and criteria. Some of these costs and criteria may be expressed as mathematical formulas or soft judgments made by the analysis or the manager. Examples are:
 - Performance/Cost
 - Effectiveness/Cost
 - Timing/Cost
 - Risk/Cost
 - Policy/Cost
 - Procedures/Cost
 - Administrative Discretion/Cost
- What, how, and when the manager will choose one alternative over another is, to a large extent, dependent on the manager's perception of his or her roles, the manager's understanding of his or her verbal information-data bank, as well as the manager's trust of the analysis. In essence, choice involves both the selecting-in of an alternative, as well as the selecting-out of other alternatives; thus, the choice is always, in reality, a trade-off between alternatives.

PHASE V: VERIFICATION

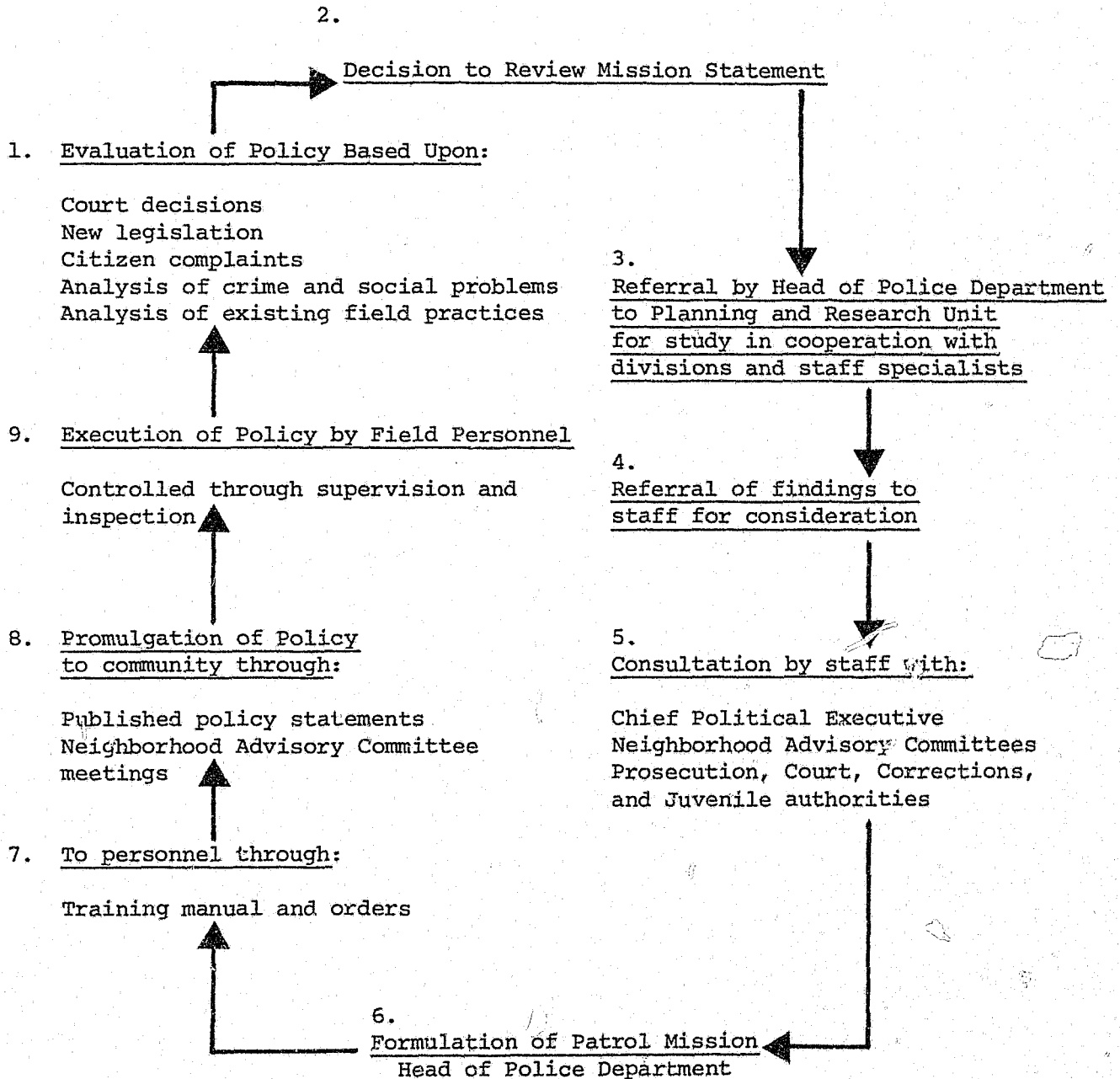
- Some choices may affect the agency in a critical way. Thus, this phase may involve the manager in choosing to experiment with a choice in order to verify the correctness of the choice.
- This testing and evaluating of a particular choice may, if planned and programmed adequately, provide significant feedback to the manager (about choices), as well as information to the analysis (about alternatives, costs, and the quality of the analysis).
- In some instances, the experiment may have to be repeated, once or several times, in order to improve the chosen alternative before final integration of the choice throughout the agency.

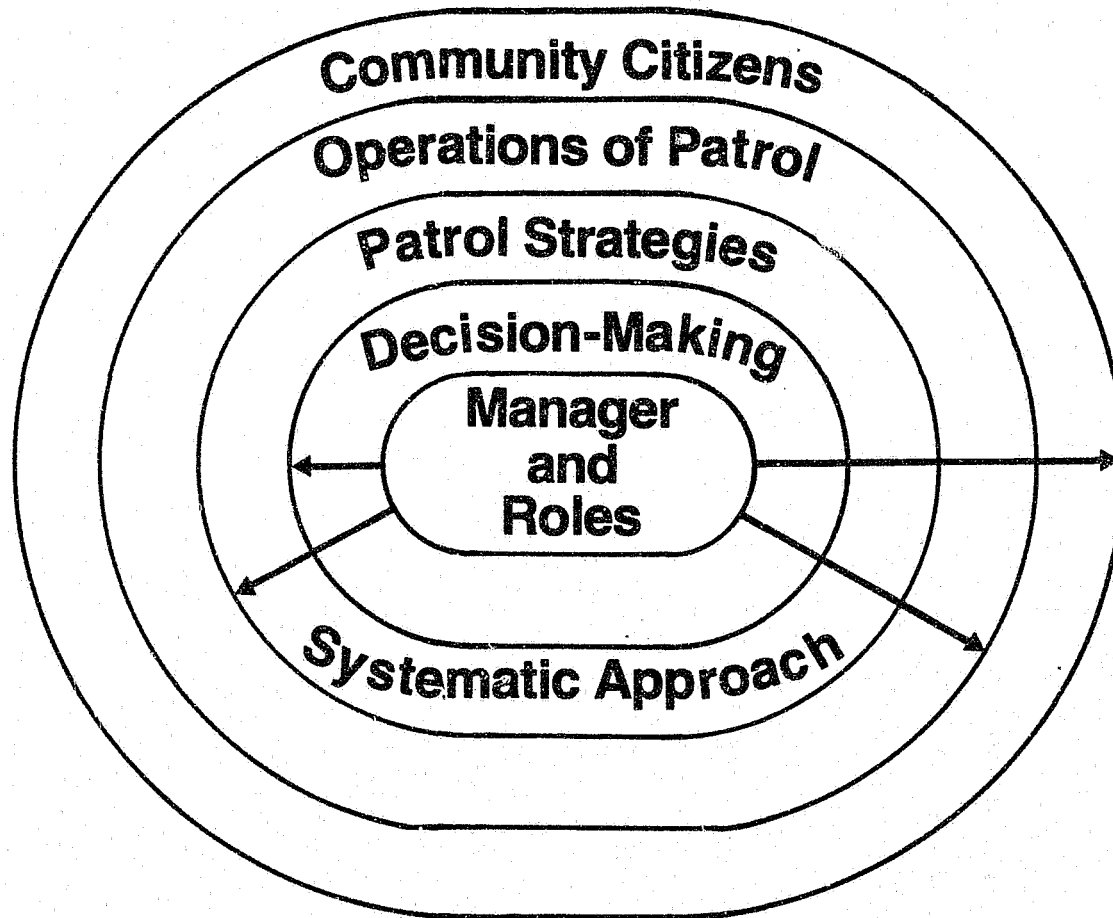
PHASE VI: SYNTHESIS

- Up until this stage, systems analysis has been generally a staff function.
- Integrating a chosen alternative to accomplish an objective into the organization is as important a task for the manager and staff as the activities of the previous three phases.
- Usually, in the analysis and trade-off phase, the manager has acquired important analytic inputs which tell him or her much about the problem, objectives, alternatives, costs, experimental models, and choices. It may happen that little attention was given in these phases to the very soft issues of organizational climate for change, personnel issues relating to changes in roles that might occur as a consequence of choices made by the manager, as well as the human aspect of work within an organization.
- Assuming that the manager has had information and analysis, which takes into account the human side of the organization, then the last phase of the systems approach becomes operational.
- The major elements in this phase are:
 1. Development and distribution of a program plan, which translates the choice into program objectives, program activities, and program tasks.
 2. Design and implementation of a training program in order to facilitate agencywide understanding and agreement, particularly with supervisors and line personnel, about the chosen program.
 3. Design and assignment of authority statements, responsibility statements, and relationship statements, which are required to maintain the program, and distribution of these throughout the agency.
 4. Design and distribution of an evaluation process by which the program is monitored and, if needed, altered as a consequence of information received during this process.
- After implementation and maintenance, the manager can then begin to review again the new status of the organization and duplicate the systems approach.

THE PATROL MISSION:
FORMULATION AND EXECUTION

Example of Systems
Approach





CONTEXT AND FOCUS OF MPO WORKSHOP: IMPROVEMENTS
AT VARIOUS LEVELS OF THE MANAGEMENT OF
THE OPERATIONS OF PATROL



SESSION 4

DAY I

3:15 - 5:30 p.m.

RESOURCE ALLOCATION/CONSIDERATIONS

A comprehensive patrol workload analysis will provide the police administrator with the basic information required to consider personnel needs, budgetary requirements, deployment and distribution of personnel policies, and opportunities for patrol upgrading.

In 1973, the National Advisory Commission on Criminal Justice Standards and Goals indicated the need for such an analysis when it said:

Every police agency immediately should develop a patrol deployment system that is responsive to the demands for police services and consistent with the effective use of the agency's patrol personnel. The deployment system should include collecting and analyzing required data, conducting a workload study, and allocating personnel to patrol assignments within the agency. (Standard 8.3)

In this session, we will discuss briefly the process involved in a workload analysis, consider workload issues requiring managerial decisions, and examine several possible distribution models.

A more detailed discussion of the material in this session can be found in Chapter 2 of the Manual, Managing Patrol Operations.

NOTE: Since we will not be dwelling upon the mechanics of the process of conducting a patrol workload analysis, we have listed below several sources that contain more detailed discussions.

1. National Institute of Law Enforcement and Criminal Justice, Improving Patrol Productivity, Vol. I: Routine Patrol, 1977, See Chapter 2, "Efficient Deployment of Patrol Personnel."
2. Patrol Workload Study - A Procedure for the Allocation and Distribution of Patrol Manpower. California: Commission on Peace Officer Standards and Training, Technical Services Division. Working draft, 1977.

3. G.W. Wilson and Roy C. McLaren, Police Administration, New York: McGraw-Hill, 1972.
4. National Advisory Commission on Criminal Justice Standards and Goals, "Deployment of Patrol Officers," Police, 1973.



**Roles of
Patrol
Manager**

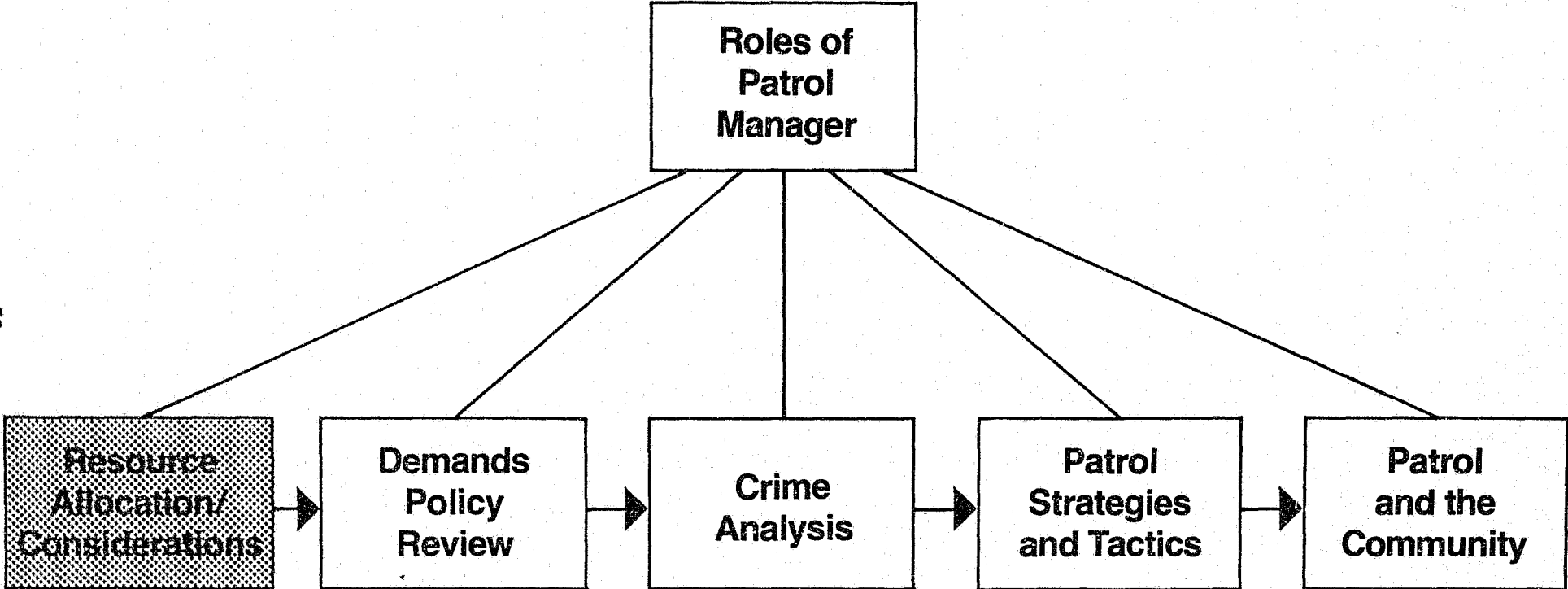
**Resource
Allocation/
Considerations**

**Demands
Policy
Review**

**Crime
Analysis**

**Patrol
Strategies
and Tactics**

**Patrol
and the
Community**



ISSUES

In 1973 the National Commission on Productivity prepared a brochure for city officials entitled "Improving Police Productivity: More For Your Law Enforcement Dollar."

Ten of twelve key questions proposed in the brochure were to be asked of police chiefs by city officials. They are:

1. How many policemen in your department perform tasks that could be done cheaper or better by a civilian?
2. How much time do police spend on non-crime activities?
3. In response to demands for more police protection, do you simply add more patrolmen to the force or do you try to increase police capability?
4. What hours of the day are calls for police service heaviest? Is that when most of your policemen are on duty?
5. Where are the high crime areas of your city? Is there any change in patterns? Is your force flexible enough to concentrate its men in those areas at peak crime times?
6. How long does it take to respond to an emergency call?
7. Does your department expect maximum performance from its personnel by decentralizing authority, responsibility, and accountability?
8. Does your department assign people according to their abilities and preferences?
9. Does your department train personnel for the real problems they will confront?
10. What are your department's greatest equipment costs? Is the best use made of existing and available equipment?

WHY

A comprehensive workload analysis can provide the police administrator with information needed to:

- Determine the proper level of patrol resources required to handle the present workload
- Distribute existing patrol resources appropriately
- Prepare the budget
- Evaluate present workload activities
- Evaluate how available time is being spent

COLLECTION OF DATA REQUIREMENTS

Assuming the establishment of a competent data collection capability, some basic concerns about collection should then be examined:

- There must be sufficient and appropriate forms and source documents.
- Personnel must be trained in the collection procedures.
- The collection process must be tested and "de-bugged."
- Quality control procedures over the information collection (error rates) must be established.
- The process must be evaluated and modified, if necessary.

IDENTIFY WORKLOAD CATEGORIES TO BE ANALYZED

● Basic Generic Categories:

- Calls for service
- Personal and administrative activities
- Patrol activities (preventive patrol)
- Officer-initiated activities

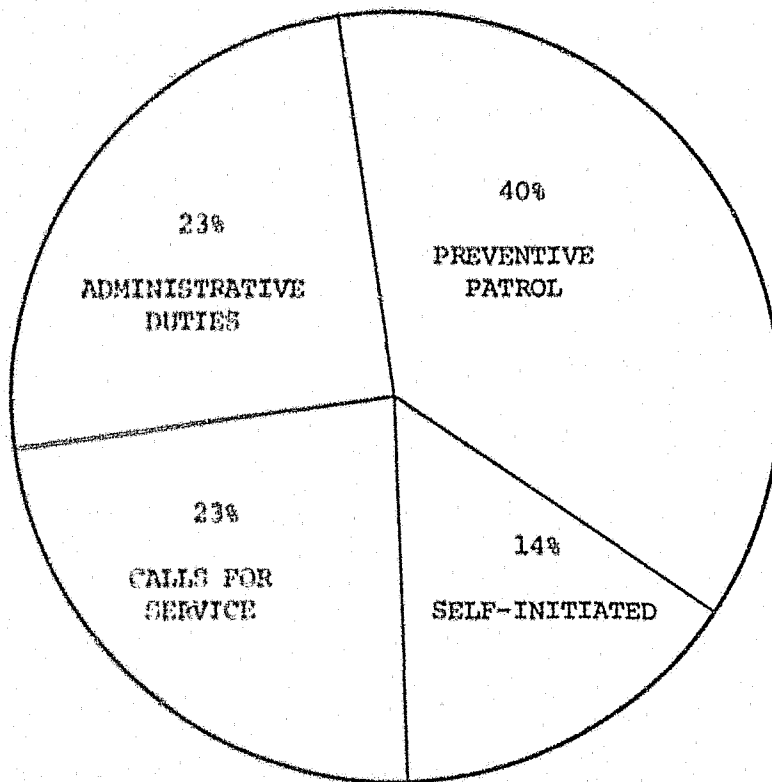
● Refined Generic Categories:

- Calls for service
- Crime occurrences
- Administration
- Personal reliefs
- Statutory demands
- Patrol-on-view activities

DISTRIBUTION OF TOTAL PATROL WORKLOAD BY CATEGORY

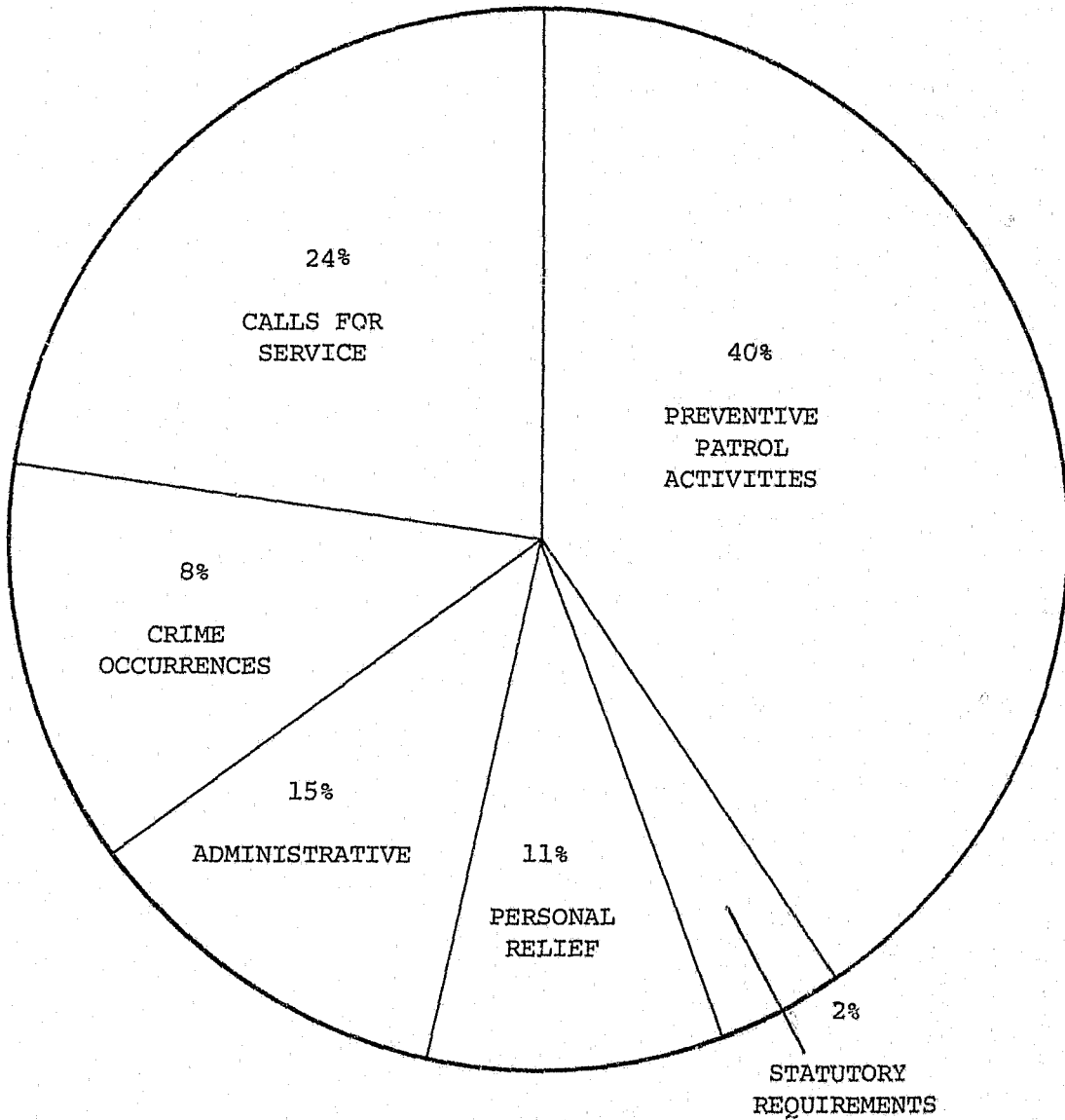
SOME SAMPLE DISTRIBUTIONS:

BASIC*



*Improving Patrol Productivity: Volume I,
p. 3.

REFINED*

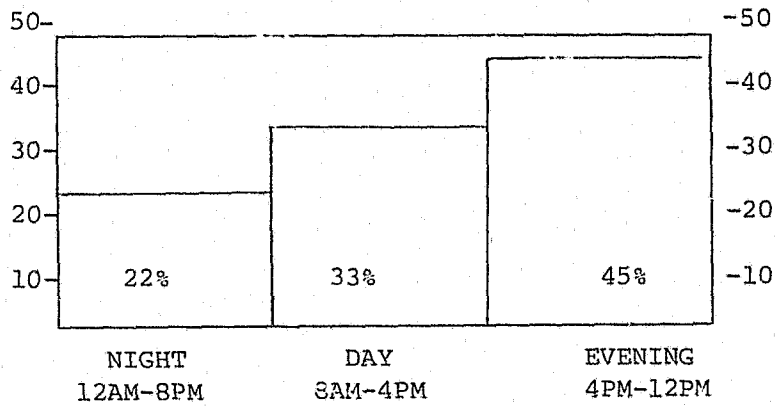


*DISTRIBUTION OF TIME SPENT ON PATROL CATEGORIES:
LONG BEACH, CALIFORNIA STUDY (1970)

SAMPLE CLASSIFICATION OF CALL FOR SERVICE
AND CRIME OCCURRENCES:

- Traffic
- Motor Vehicle Accident
- Motor Vehicle Arrest
- Robbery
- Burglary
- Rape
- Assault
- Missing Person
- Prowler
- Meet Citizen
- Family Disputes
- Fire
- Intoxication
- Disorderly Person
- Alarm
- Miscellaneous

SAMPLE DISTRIBUTION OF CALLS FOR SERVICE
WORKLOAD - TEMPORAL*



*Many agencies assume that the administrative, personal relief, arrest time, etc., are equal across the jurisdictions. See Improving Patrol Productivity, Vol. I, p. 25.

NEED FOR GEOGRAPHIC AND TEMPORAL
DISTRIBUTION WITHIN JURISDICTION

• Geographic

There is a need to distribute the total calls for service on a geographic basis. Agencies use a variety of approaches to the geographic unit (e.g., geocoding, blocks, beats, census tracts, etc.).

• Temporal

There is a need to determine when the activity occurs within the jurisdiction. (Some tools for depicting this information are the 24-hour and 168-hour charts.)

RESOURCE DISTRIBUTION DECISION:
BASIC CALLS FOR SERVICE MODEL

Once the analysis has:

- Identified the number of calls for service on a jurisdictional basis,
- Distributed the workload on a geographic basis,
- Identified the temporal distribution of the demands by hour of the day, day of the week, month of the year, etc.,

Many agencies then decide how to distribute patrol personnel.

- However, other agencies consider the basic calls for service model as an input into a further series of analysis and decisions which are required in order to distribute patrol personnel more efficiently.

USE OF BASIC CALLS FOR SERVICE MODEL AS INPUT TO FURTHER ANALYSIS

INPUT

Calls for Service Model

- Identify number of calls for service
- Geographic distribution
- Temporal variations

Assumptions:

- Can "average" time spent on all calls
- Personal relief time same in all districts
- Administrative demands are equal
- Arrest/court time same

MANAGERIAL CONSIDERATIONS

- Time consumed per service incident
- Response time
- Weighting of incidents and categories
- Arrest and court time
- Computerized applications, e.g., P.C.A.M., Hypercube
- Others -

OUTPUT

Distribution of Patrol Personnel

ANALYSIS AND DECISION

STEPS BEYOND

CALLS FOR SERVICE MODEL



REVIEW OF MANAGEMENT CONSIDERATIONS

(1) IS "TIME CONSUMED" DATA IMPORTANT?

"Experience shows that using the number of calls for service and the number of arrests without regard for time expended is of little or no value in determining workload. For example, the same number of service calls and arrests may occur on two different shifts. All the activities on one shift, however, may take twice as long as on the other shift. Therefore, using only the number of incidents would indicate falsely that the workload was the same on both watches."

NACCJSG - 1973 (p. 202)

"TIME CONSUMED" CONTINUUM



Provides Information concerning:

- Processing time of call (dispatch center)
- Arrival time information
- Time to handle task assigned

EXAMPLES OF "TIME CONSUMED" DATA
(Denver, Colorado Study - 1973)

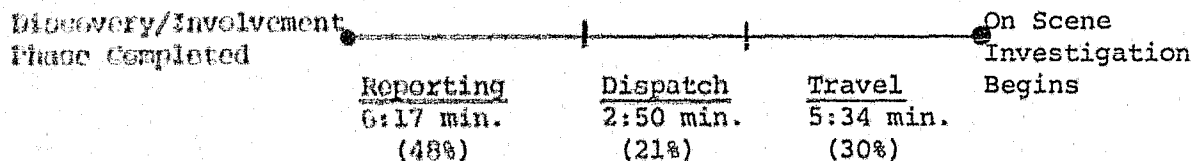
<u>Emergency Category</u>	<u>Dispatch Process</u>	<u>Arrival Time</u>	<u>Completion Time</u>
Alarms	1.4	3.9	32.9
Ambulance	1.0	3.8	12.9
Crime in Progress	1.4	3.0	42.7
Disturbance/ Prowlers	1.9	3.6	24.1

(2) RESPONSE TIME STUDY -
KANSAS CITY, MISSOURI

- 949 Part I Crimes
- Involvement and Discovery Crimes
- Crime reporting time continuum:
Reporting - Dispatch - Travel
- Findings

THE REPORTING TIME CONTINUUM:

TIME CONTINUUM: ALL
PART I CRIMES



REASONS FOR DELAY

- Apathy
- Waiting or observing the situation
- Telephoning another person or receiving a call
- Not being sure of the police
- Not being informed or being misinformed about the incident
- Investigation by the citizen of the incident scene
- Injury of the citizen
- Contacting security guards

(3) ONE EXAMPLE OF A
WEIGHTED FORMULA -- IACP MODEL

<u>Type of Incident</u>	<u>Relative Weighting</u>
Part I Crimes	4
Criminal Homicide	
Forcible Rape	
Robbery	
Aggravated Assault	
Burglary	
Auto Theft	
All other offenses	3
Arrests for Part I Crimes	2
Arrests for all other offenses	2
Arrests for drunkenness	1
Arrests for disorderly conduct	2
Arrests for vagrancy	2
All other arrests (including those for outside departments)	2
Traffic accidents	2
Miscellaneous police services	1

(4) TIME CONSUMED - ARREST AND COURT PROCESS

Some matters to be considered:

- Internal processing time for arrest
- Distinguish between felony and misdemeanor
- Court arraignment practices
- Court appearances - average number of appearances and length of each



CONTINUED

1 OF 3

(5) COMPUTERIZED APPLICATIONS - MATHEMATICAL MODEL

PATROL CAR ALLOCATION MODEL (PCAM)

Purpose - To deploy officers so that dispatch delays and response time can be optimized.

Provides -

- Average number of units available
- Preventive patrol frequency
- Average travel time to incidents
- Fraction of calls that will be queued
- Average waiting time in queue
- Average total response time

Inputs Needed -

- Call rate of CFS by hour and day of week
- Service times by incident category
- Square miles of district
- Response speed and patrol speed
- Crime rates
- Parameters re: desired amount of non-CFS time.



PROJECT TURNAROUND - ESTIMATED COST OF UNNECESSARY

LAW OFFICER WAITING TIME

MILWAUKEE COUNTY CRIMINAL JUSTICE SYSTEM

1975

<u>LEVEL OF INVOLVEMENT</u>	(1) <u>Estimated officer appearances</u>	(2) <u>Average wait per appearance (hours)</u>	(3) <u>Total waiting time (hours)</u>	(4) <u>Cost of waiting time (@ \$8.00/hr.)</u>	(5) Total 1975 estimated law officer court preparation and ap- pearance time: 260,000 hrs.
District Attorney's office	39,228	1.16	45,504	\$364,032	(6) Estimated % of court time spent waiting: 43.4%
Preliminary hearing	11,910	1.26	15,007	120,056	
Felony court	17,163	1.59	27,289	218,312	
Misdemeanor court	16,886	1.48	24,991	199,928	
Totals	85,187	Ave.: 1.32	<u>112,791</u>	<u>\$902,328</u>	

ANALYTICAL ASSUMPTIONS AND REFERENCES

- 6
- (1) See Target Group Data (law officer data represents consolidated estimates from several studies, surveys, and random samples of court records).
 - (2) Based on 1975 sampling of 1,231 citizen victims and witnesses per Marquette University Citizen Witness Project, i.e., it has been assumed that law officers experience delays and unnecessary waiting in direct correspondence with citizens, since both groups appear or are scheduled to appear according to the same calendar.
 - (3) Extension of column (1) times column (2).
 - (4) Straight time hourly wage for City of Milwaukee Police officers, twenty suburban police departments, and the Milwaukee Sheriff's Department averaged \$5.80 per hour in 1975. However, a significant portion of law officer court time is subject to overtime rates since appearances are often scheduled during off-duty hours. In addition, the fringe benefit percentage for law officers approximates salary range possible for use in this analysis is \$5.80 - \$11.31 per hour. The \$8.00/hr. figure selected is near the midpoint of this range.
 - (5) Total law officer court hours have been estimated based upon the actual time spent by the City of Milwaukee Police Department in 1975 of 179,232 direct hours. No similar data is available for 20 suburban police jurisdictions and the Milwaukee County Sheriff's Department. Total hours, therefore, have been projected assuming that the City of Milwaukee accounted for roughly 70% of court activity in 1975. This percentage is consistent with UCR arrest figures of recent years.
 - (6) The overall percentage of waiting time is consistent with a time study conducted in the District Attorney's office in May-June 1974. This study revealed that 48% of police time was spent waiting for 255 cases included in the sample.

PROJECT TURNAROUND - ESTIMATED COST OF
LAW OFFICER UNNECESSARY TRIPS
MILWAUKEE COUNTY CRIMINAL JUSTICE SYSTEM

1975

<u>VARIABLES CONSIDERED</u>		<u>ANALYTICAL ASSUMPTIONS AND REFERENCES</u>
1. Total law officer - case involvements in criminal justice system during 1975:	40,630	1. Total officers appearing at D.A.'s office (Target Group Data) plus one half of felony court appearances (i.e., due to approximately six month lag, one half of law officers appearing are assumed to have made their initial appearance in the prior year).
2. Times portion estimated to have been involved with a case where at least one avoidable unnecessary trip was experienced (12.9%):	5,241	2. From Marquette University Citizen Witness Project; specifically, portion of total citizens interviewed (N = 1,231) who experienced at least one adjournment and who were not notified sufficiently in advance to avoid the trip, i.e., it is assumed police officers associated with the case had same potential for experiencing an unnecessary trip.
3. Times average number of unnecessary trips experienced per officer (2.0)	10,482 trips	3. Citizen experience of 2.81 unnecessary trips per Marquette study subjectively adjusted downward to 2.0, since subpoena recall program in effect during 1975 would place first priority on notifying the officer, who in turn, would have responsibility for notifying citizens.
4. Times average time lost per trip (1.0 hr.)	10,482 hrs.	4. Citizen experience of 1.5 hours subjectively adjusted downward due to proximity of City of Milwaukee Police Department and the fact that approximately 70% of court activity is associated with this Department.
5. Times average cost per hour (\$8.00)	<u>\$83,856</u>	5. See "Analytical Assumptions and References," # (4), previous page.



COMPUTERIZED APPLICATIONS
MATHEMATICAL MODEL

HYPERCUBE QUEUEING

PURPOSE - Used primarily for designing beat structures

PROVIDES -

- Balances workload among beats
- Equalizes response time among command (district, beat) units
- Minimizes average response time
- Minimizes cross-beat dispatches
- Identifies proportion of incoming calls which are queued

INPUTS

NEEDED -

- Square miles of area
- Number of street miles
- Expected call rate (C.F.S. per hour)
- Average service time
- Response and patrol speeds
- Number of outside crimes
- Maximum average travel speed desired
- Patrol frequency desired
- Patrol hours per outside crime
- Number of administrative cars on patrol

PATROL DISTRIBUTION MODELS

MODEL	ASSUMPTION	ADVANTAGES	DRAWBACKS	IMPLEMENTATION NEEDS
A. EQUAL STAFFING	<ul style="list-style-type: none"> • Three basic shifts require the same number of personnel 	<ul style="list-style-type: none"> • Easy to schedule • No patrol workload study is needed • Less employee and union pressure? 	<ul style="list-style-type: none"> • Inability to handle actual workload • Poor response to C.F.S. • Batching of available time • Lessened ability to deal with crime • Morale problems • Citizen dissatisfaction 	
B. PROPORTIONATE NEED-BASIC C.F.S.	<ul style="list-style-type: none"> • Resources should be assigned to meet geographic and temporal demands 	<ul style="list-style-type: none"> • Identifies C.F.S. workload • Distributes C.F.S. on geographic and temporal basis • Handles workload on timely basis • Improves productivity • Improves morale • Improves citizen satisfaction • Smooths out the available time 	<ul style="list-style-type: none"> • Fails to account for the actual time spent on servicing an incident • Averages used • Does not "weight" incidents on basis of importance to police mission 	<ul style="list-style-type: none"> • Develop a manual (or computerized) collection system • Planning and analysis capability • Conduct a patrol workload study

MODEL	ASSUMPTION	ADVANTAGES	DRAWBACKS	IMPLEMENTATION NEEDS
C. PROPORTIONATE NEED-WEIGHTED C.F.S.	<ul style="list-style-type: none"> Resources should be assigned to meet geographic and temporal demands 	<ul style="list-style-type: none"> Assigns "weights" to categories of C.F.S. to reflect: <ul style="list-style-type: none"> Seriousness Duration Priorities Hazard factors may also be included in some agencies 	<ul style="list-style-type: none"> Does not account for the actual time spent on servicing an incident 	<ul style="list-style-type: none"> Collection system Planning capability Patrol workload study Managerial inputs re: priorities required
D. PROPORTIONATE NEED-TIME CONSUMED	<ul style="list-style-type: none"> Resources should be assigned to meet workload requirements both C.F.S. and non-C.F.S. 	<ul style="list-style-type: none"> Identifies the actual time spent on C.F.S. as well as all other activities performed 	<ul style="list-style-type: none"> Accumulation of data costly Additional personnel investment May not adequately consider computer/mathematical model potentials. 	<ul style="list-style-type: none"> Refined collection system-broader base of data Planning capability Refined and comprehensive workload analysis Managerial inputs re: priorities required Computer assistance may be required

MODEL	ASSUMPTION	ADVANTAGES	DRAWBACKS	IMPLEMENTATION NEEDS
E. PROPORTIONATE NEED--MATHE- MATICAL MODELS	<ul style="list-style-type: none"> ● Resources should be assigned to meet geographic and temporal demands/refinements 	<ul style="list-style-type: none"> ● Adds into the distribution information ● Call rates per hour ● Travel distances ● Travel speeds ● Patrol frequency ● Cross beat dis- patch ● Etc. 	<ul style="list-style-type: none"> ● May be costly in terms of gathering, analyzing and implementing ● May be too refined for actual needs ● Requires both time and computer hardware ● Few existing evaluated computer models 	<ul style="list-style-type: none"> ● Computer capability ● Consultant interaction ● Management inputs ● Time ● Major training of staff and line



BENEFITS

A comprehensive workload analysis provides information that:

- Permits the assignment of patrol resources to match workload requirements, and
- Identifies the amount of "available" patrol time.

OPTIONAL
TASK STATEMENT

Background

Increasingly, it is being argued that a patrol workload study should identify how much time is actually spent completing each of the activities performed by a patrol officer. The primary factor is the amount of time spent and not the number of incidents. Only then will the police executive have an accurate understanding of how the total amount of patrol time is actually consumed.

In this agency it has been traditional to take the number of calls for service and apply an "average" time consumed figure to each incident. And, in the case of administrative and personal activities, an administrative guesstimate is made.

The chief now wants to consider how to develop information and data about actual time spent or time consumed data in the work of patrol officers. While it clearly would require more time and effort to collect the needed information concerning actual time spent in completing the myriad duties assigned to the patrol officer, the chief believes that the knowledge to be gained could lead to better management of resources and programs. However, before moving forward on the decision process, he has appointed a task force to explore some relevant issues.

Group task

You have been asked to identify:

- The capabilities which will be needed to implement such an analysis.
- The constraints which would be presented.
- The managerial benefits to be derived from such a study and analysis.

- Capabilities Needed

- Constraints Anticipated

• Managerial Benefits

SESSION 5

DAY I

5:30 - 5:40 p.m.

CLOSURE OF DAY I

In this session, we will review briefly the materials and information presented so far in the Workshop and outline the subjects to be presented on Day II.

SCHEDULE

DAY II

Session 6	Demands Policy Review	8:45 - 10:45 a.m.
Session 7	Crime Analysis	11:00 - 1:00 p.m.
Session 8	Patrol Strategies/Generalist Activities	2:15 - 4:30 p.m.
Session 9	Closure of Day II	4:30 - 4:40 p.m.
Session 10	Peer Group	4:40 - 6:00 p.m.

SESSION 6

DAY II

8:45 - 10:45 a.m.

DEMANDS POLICY REVIEW

The purpose of this session is to review some of the current policies that govern the way in which component parts of the workload demand are handled. Through the exercise of administrative discretion, it may be possible to increase the amount of available patrol time to a very significant degree.

The existence and need for administrative discretion was described by the National Advisory Commission on Criminal Justice Standards and Goals in these terms:

The police in the United States exercise considerable discretion. Police discretion is paradoxical. It appears to flout legal commands, yet it is necessary because of limited police resources, the ambiguity and breadth of criminal statutes, the informal expectations of legislatures, and the often conflicting demands of the public....

The existence of police discretion has often been denied by police administrators and its legitimacy withheld by legislators, but it can no longer be ignored. The police are professional decisionmakers who exercise discretion....

In this session, we will also describe administrative policies some police agencies use that have, in fact, increased the amount of patrol time available for other uses. Specifically, this session will address:

- Assessment of traditional patrol responsibilities
- Enforcement policies
- Arrest policies
- Use of paraprofessionals
- Use of civilian volunteers

- Assignment policies
- Prioritization of calls for service

For a more detailed discussion on this session, see Chapter 3 of the Manual, Managing Patrol Operations.



**Roles of
Patrol
Manager**

**Resource
Allocation/
Considerations**

**Demands
Policy
Review**

**Crime
Analysis**

**Patrol
Strategies
and Tactics**

**Patrol
and the
Community**

WHAT SHOULD BE DONE

The police manager should conduct a comprehensive review of current policies that govern patrol responses to total agency workload demands.

WHY SHOULD IT BE DONE

It may be possible to reduce substantially the amount of current patrol time spent in serving the existing workload requirements.

SCOPE OF THE REVIEW

- Assessment of current assigned responsibilities
- Enforcement policies
- Arrest policies
- Use of paraprofessionals
- Use of civilian volunteers
- Prioritization of calls for service
- Assignment policies

TRADITIONAL RESPONSIBILITIES - EXAMPLES

- Licensing taxicabs, bicycles, dogs
- Inspections of buildings under construction
- "Shake" doors of business premises
- Catch and impound stray dogs
- Funeral escorts
- Escort services to banks
- Tow cars
- Mow lawns
- Etc.

(Caution should be exercised in selecting activities to be terminated).

POLICY ANALYSIS INTERACTION

Police Functions	HIGH	LOW
Crime-Related		
Order Maintenance		
General Services		
Administrative and Statutory Requirements		

ENFORCEMENT POLICIES

Decisions concerning enforcement priorities actually amount to a quasi-decriminalization of certain activities. Some of the crimes affected are:

- Public intoxication
- Gambling
- Sabbath law (blue laws)
- Marijuana possession
- Consensual activities

DECISION MATRIX

POLICY ISSUES	PROACTIVE COMMITMENT	REACTIVE COMMITMENT
Hazard		
Nuisance		
Innocuous		

SAMPLE CRITERIA FOR ARREST

DIVERSION AND SUMMONS ALTERNATIVES

Criteria established by many police agencies to determine eligibility for these approaches include:

- Will release lead to a resumption of illegal activity?
- Is the offender dangerous to self or others?
- Does offender understand what is occurring (e.g., intoxicated, mentally disturbed)?
- Do sufficient ties to the community exist?
- Is the arrested person regularly employed?
- Is an arrest warrant currently on file?

CIVILIAN VOLUNTEERS

"The police agency that does not make maximum use of available professional outside expertise will rarely, if ever, adequately fulfill its role." (National Advisory Committee on Standards and Goals, 1973)

- Reserve Generalist (Auxiliary Police)
 - Patrol
 - Parade duty
 - Fire alarm box duty
 - Church crossings

- Reserve Specialist (A relatively untapped resource)
 - Medical professionals
 - Legal experts
 - Labor relations experts
 - Accountants
 - Artists
 - Advertisers
 - Educators
 - Etc.

ADVANTAGES - USE OF PARAPROFESSIONALS

- Provide avenue for recruiting and evaluating potential police officers.
- Evaluate performance and capability before sworn status achieved.
- Provide same high quality services on a more cost-effective basis.
- Relieve sworn officers of routine duties.

RESPONSIBILITIES ASSIGNED

The duties assigned to civilians have been substantially broadened to include a wide range of patrol type activities such as:

- Traffic accident investigator
- Intersection control officer
- Parking summons server
- Patrol with sworn officer
- Family crisis specialists
- Subpoena servers

An example of this expanded role is outlined in the Worcester, Mass. Police Service Aid Program on the next page.

SERVICE CALL ASSIGNMENTS
FOR SWORN OFFICERS AND POLICE SERVICE AIDES
IN WORCESTER, MASSACHUSETTS*

	<u>PSA ONLY</u>	<u>PO ONLY</u>	<u>AMBIGUOUS</u>
<u>ROUTE ASSIGNMENTS</u>			
Report to Headquarters, Precinct I, etc.			X
Standby (Precautionaries)	X		
Assist, Meet, Pick Up Officer			X
Pick Up Papers, Etc.	X		
Escort Duty			X
Snow Complaints	X		
Guard/Transfer Prisoners		X	
Found/Recovered Property	X		
Notifications			X
Assist Citizen			X
Verification			
<u>ALARMS</u>			
House Alarm		X	
ADT Alarm		X	
Car Alarms (Burglary)	X		
Fire Alarms	X		
Bonfire	X		
Car Fires	X		
<u>DISTURBANCES</u>			
Vandalism			X
Disorderly Person		X	
Disorderly Gang		X	
Fight		X	
Drunk		X	
Suspicious Person (Prowler)		X	
Suspicious Car (Occupied)		X	
Children Disturbing	X		
Discharging Firearms		X	
Noise Complaints			X
Rubbish Complaints	X		
Animal Complaints	X		
Domestic Trouble		X	
<u>NONCRIMINAL INVESTIGATIONS</u>			
Open Door/Window/Lights on in Building		X	
Defective Streets/Walks/Wires	X		
Licenses/Permits			X

*Improving Patrol Productivity, Vol. I, pp. 82-83.

ALL POINTS BROADCAST

Stolen/Recovered Car	X		
Stolen/Received Car	X		
Wanted/Located Car		X	
Missing/Located Person	X		
Wanted Person/Suspect		X	
Missing/Located Patient			X
Escaped/Apprehended Prisoner		X	
Lost/Stolen/Recovered Plates	X		

MEDICAL CASES

Sick Person	X		
Injured Person	X		
Dead Person		X	
Overdose		X	

INVESTIGATIONS

Homicide		X	
Rape		X	
Assault		X	
Armed Robbery		X	
Unarmed Robbery		X	
Larceny from Motor Vehicle		X	
Attempted Larceny from Motor Vehicle			X
Breaking and Entering Dwelling/Commercial		X	
Bomb Threat		X	
Bombing		X	
Narcotics Offenses		X	

TRAFFIC INCIDENTS

Auto Accident with Property Damage	X		
Auto Accident with Personal Injury		X	
Auto Accident with Hit and Run		X	
Auto Obstructing			X
Traffic/Parking Violations		X	
Abandoned Car (Empty)	X		

CRIMES IN PROGRESS

Rape		X	
Assault		X	
Armed/Unarmed Robbery		X	
Larceny		X	
Breaking and Entering Dwelling		X	

PRIORITIZATION OF SERVICE CALLS

To institute this program the police manager should:

- Identify categories of calls to be referred to another agency
- Develop alternatives to a dispatched response
- Establish priorities for the categories of the service calls
- Establish a policy concerning immediacy of response
- Dispatch only the appropriate resources
- Develop a definitive policy/procedure governing communications personnel's handling of incoming calls.

SOME OPTIONS TO POLICE DISPATCH

- Referral to another agency
- Telephone acceptance
- Mail-in
- Walk-in

EXAMPLES OF DISPATCH RESPONSE DECISIONS

- Immediate
- Delay - moderate
- Delay - prolonged
- Appointment

KANSAS CITY, MISSOURI, CALL PRIORITIZATION GUIDELINES*

TYPE OF CALL	TYPE OF RESPONSE	TYPE OF CALL	TYPE OF RESPONSE
<u>Homicide</u>		<u>Intoxicated Person</u>	
Homicide	Immediate	Person Down, Injured	Immediate
Suicide/Attempt	Immediate	Intoxicated	Delay
Dead Body	Immediate	<u>Disturbance</u>	
<u>Sex Offenses</u>		Disturbance	Immediate
Rape/Attempt	Immediate	Investigate Trouble	Immediate
Molestation	Walk/Phone In	Mental	Immediate
Indecent Act	Walk/Phone In	Noise (Specify)	Delay or Refer to City Prosecutor's Office
<u>Robbery</u>		<u>Traffic</u>	
Robbery/Attempt	Immediate	Handle Traffic	Delay
Strongarm/Attempt	Delay	Check Traffic Lights and Barricade	Immediate or Notify Public Works
<u>Assaults</u>		Obstruction in Street	Delay
Shooting	Immediate	Illegally Parked	Delay
Cutting	Immediate	<u>Traffic Accident</u>	
Other Assault	Walk/Phone In	Accident, Property Damage	Walk/Phone In or Delay
<u>Burglary</u>		Investigate, Injury	Immediate
Residence	Delay	Fatality	Immediate
Non-Residence	Delay	<u>Alarm</u>	
<u>Larceny</u>		Holdup	Immediate
Larceny/Attempt	Walk/Phone In	Burglar	Immediate
Holding Person For	Immediate	<u>Self-Initiated Duties</u>	
Purse Snatch/Attempt	Walk/Phone In	Traffic Violation	Immediate
<u>Auto Theft</u>		Assignments	N/A
Stolen/Attempt	Walk/Phone In	Building Check	Delay
Attempt to Locate	Walk/Phone In	Car Check	N/A
Recovered Stolen	Delay	Foot Patrol	N/A
<u>Miscellaneous Report</u>		Warrant/Subpoena	Delay
Animal Bite	Delay	Car Chase	N/A
Loss	Walk/Phone In	Listing	Delay
Recovered Property	Delay	Pedestrian Check	N/A
Destruction of Property	Walk/Phone In	Residence Check	Delay
Open Door or Window	Immediate	<u>Juveniles</u>	
Fraud	Walk/Phone In	Lost Juvenile	Immediate
<u>Suspicious</u>		Disperse Group	Delay
Person	Immediate	Holding	Immediate
Prowler	Immediate	<u>Miscellaneous</u>	
Car Prowler	Immediate	Check Abandoned Car	Delay
Occupant, Parked Car	Immediate	Wires Down	Immediate
<u>Ambulance</u>		Explosive Device	Immediate
Investigate Need	Immediate	Gambling Device	Delay
Ambulance En Route	Immediate	Target Shooters	Immediate
<u>Fire or Disaster</u>		Animal	Delay
Fire	Immediate	Lost/Senile	Immediate
Explosion	Immediate	Assist Motorist	Delay
		Open Fire Hydrant	Delay
		Fireworks	Delay

METROPOLITAN POLICE DEPARTMENT - CITY OF ST. LOUIS

INCIDENT PRIORITIES

Priority

- I RAPE
- II Attempt Rape
- I ROBBERY
- I Holdup in Progress
- I Strong Arm
- I Hold-Up
- I Attempt Hold-Up (specify)
- I ASSAULT
- I Cutting
- I Shooting
- I Shots Fired
- III BURGLARY
- I Window Smashing
- II Attempt Burglary
- I Burglar in Building
- II Prowler
- I Prowler Attempting Entry (specify)
- LARCENY
- I Committing at this time (specify)
- I Holding a Person for Larceny
- II Attempt Larceny
- III Stolen License
- I Tampering with Auto (specify)
- I Purse Snatching
- III AUTO THEFT
- III DESTRUCTION OF PROPERTY
- FRAUD
- III Bogus Check
- I Holding Person for (specify)
- III Sundry (specify)
- SEX OFFENSE
- II Child Molestation
- III Indecent Act
- II A Nude (specify)
- I FLOURISHING
- Revolver, Shotgun, Axe, Knife, Etc. (specify)
- I PERSON DOWN

Priority

- I DISTURBANCE
- I Fight
- II Public Accomodation
- III One Man Disturbance
- TRAFFIC VIOLATION (SPECIFY)
- II Careless Driving (specify)
- III Traffic Congestion
- I ALARM SOUNDING (SPECIFY)
- Man on Way - Not on Way
- II Employee in Building
- I Holdup Alarm (man on way - not on way)
- INJURY
- II Injury (specify auto or ambulance on way)
- III Hospital, Name, Injury, From _____
- II FIRE
- II Alarm (Sprinkler or Still)
- III Burning Rubbish
- III Special Call for Apparatus
- I Building Collapse
- I Explosion
- II ACCIDENT
- I Accident and Injury
- I Hit and Run
- I Person Struck (specify)
- II Accident, (Auto Abandoned)
- III Accident Information
- III Hospital, Name, Accident Information
- ANIMAL CASE
- III Animal Bite
- III Injured Animal (specify)
- I Supposed Mad ____ (specify)
- II Animal at Large (specify)
- SICK CASE
- I Observation Case
- I Poison Case
- II Investigate, call for ambulance
- DEATH
- III Sudden Death
- I Supposed Sudden Death
- I Attempt Suicide by (specify)
- III Floater

Priority

- ASSIST
- I Assist an Officer in Need of Aid
- II Assist Ambulance Driver
- III Meet (an officer, watchman, car, etc.)
- MISCELLANEOUS HAZARDS
- I Wires Down
- I Wires Burning
- III Tree Down
- III Depression
- I Investigate Odor of Gas
- III Dumping Rubbish
- III Lock Out
- III Obstruction
- I Investigate Open Door
- III Boys (specify what they are doing)
- I Supposed Explosive Device
- III Unnecessary Noise (specify)
- III Sundry (specify)
- I CALL FOR POLICE
- SUSPICIOUS
- II Person (specify)
- II Inv. Occupants of Auto
- III LOST ARTICLE
- ADMINISTRATIVE CALLS
- III Call Your Station
- III Call Station No. ____ (specify)
- III Go to Your Station
- III Car No. ____ go to Radio Repair
- III Give a 10-second Test
- III Ambulance No. ____ Call your Dispatcher
- III Car No. ____ go to Laclede Garage
- MISSING PERSON
- II Holding a Missing Person (specify)
- ADDITIONAL INFORMATION (SUPPL.)
- III Recovered Auto
- III Recovered License
- III Recovered Article

- 1 = Service Assignments which require immediate police service.
- 2 = Service assignments which can be held by the dispatcher for approximately five (5) minutes.
- 3 = Service assignments which can be held by the dispatcher up to thirty (30) minutes.

CRITERIA FOR IMMEDIATE DISPATCH
KANSAS CITY, MISSOURI

- Is the incident in progress or did it just occur
- Are suspects present in the area
- Are the whereabouts of suspects known
- Is there danger to human life
- Is evidence in danger of being destroyed

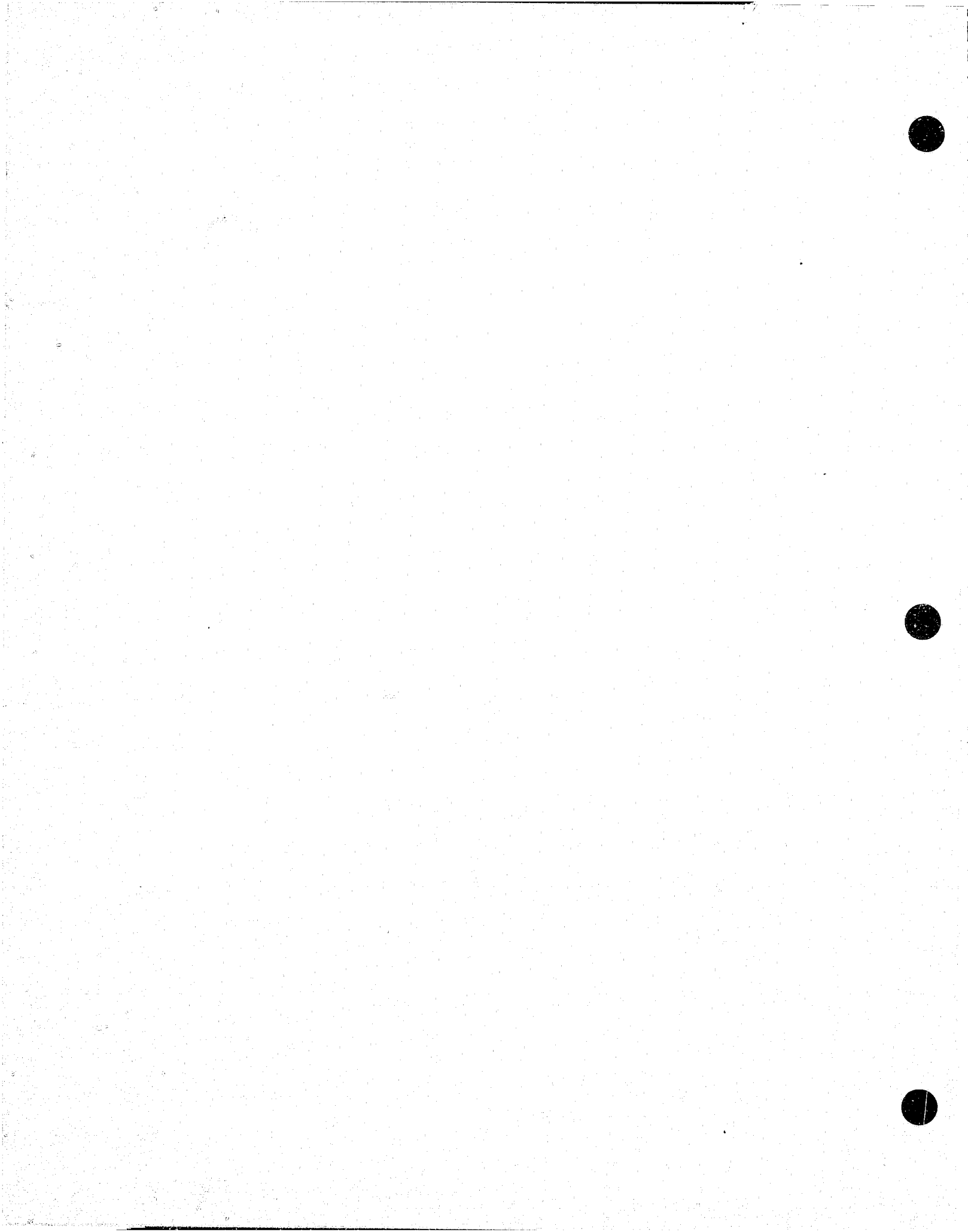
ASSIGNMENT POLICIES

Because of the obvious cost implications inherent in the decision concerning one or two-person cars, this matter should be reviewed carefully. A recent study in the San Diego, Calif., Police Department, sponsored by the Police Foundation, examined this issue. An advance release on the findings of the study reported that:

- Efficiency of one-person units clearly exceeded two-person units
- Quality of arrests (persons held to answer) was the same
- One-person units received fewer citizen complaints
- Two-person units served more traffic citations
- Two-person units took less time to service calls
- Both units conducted equivalent amounts of officer-initiated activity
- Safety records were essentially equal

ANTICIPATED BENEFIT

A comprehensive review of current patrol policies can lead to changes that substantially increase the amount of "available patrol" time for use by patrol managers.



SESSION 7

DAY II

11:00 - 1:00 p.m.

CRIME ANALYSIS

The purpose of this session is to provide an understanding of the need to develop a crime analysis capability for use in determining how to best use "available" patrol time.

In 1973, the National Advisory Commission on Criminal Justice Standards and Goals urged that:

Every police department should improve its crime analysis capability by utilizing information provided by its information system within the department. Crime analysis may include the utilization of the following:

1. Methods of operation of individual criminals;
2. Pattern recognition;
3. Field interrogation and arrest data;
4. Crime report data;
5. Incident report information;
6. Dispatch information; and,
7. Traffic reports, both accidents and citations.

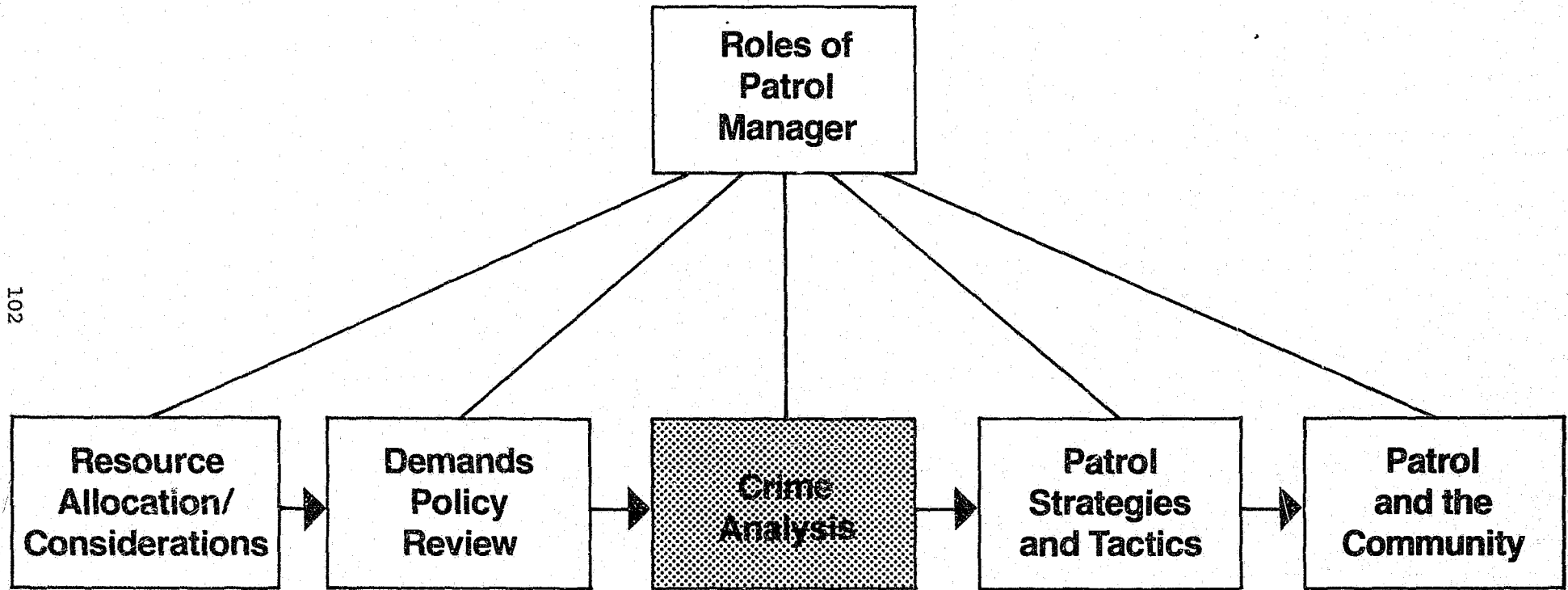
These elements must be carefully screened for information that should be routinely recorded for crime analysis.

In this session, we will review:

- An operational definition and description of the police crime analysis function;
- The key operational components of a crime analysis system.

The focus of this session will be on the manager's use of crime analysis outputs in planning alternative patrol strategies and tactics.

For a more detailed discussion of the crime analysis function, see Chapter 4 of the Manual, Managing Patrol Operations.





WHAT CRIME ANALYSIS PROVIDES TO PATROL MANAGERS

- Identification of criminal activity that can be affected by patrol strategies/tactics
- Information needed for operational programs
- Pertinent data on jurisdiction wide basis

WHAT IS CRIME ANALYSIS

- "Crime analysis is a set of systematic analytical processes directed towards predicting criminal trends (in both individual and aggregate situations) for the purpose of reducing crime in a cost-effective manner." (California Crime Technological Research Foundation, Training Workbook: The Crime Analysis Process, LEAA, 1975.)
- "Crime Analysis is the process of systematically examining recent crime incidents and criminal behavior in an effort to identify crime patterns and characteristics so as to permit the effective deployment of personnel and resources and the adoption of appropriate strategies and tactics." (Improving Patrol Productivity.)

REASONS FOR FORMALIZING CRIME ANALYSIS PROCESS

- Increases objectivity
- Facilitates better coordination between operational units
- Assigns responsibility for the analytic function
- Promotes inter- and intra-agency communication
- Reduces time required to determine patterns
- Improves capability to identify trends

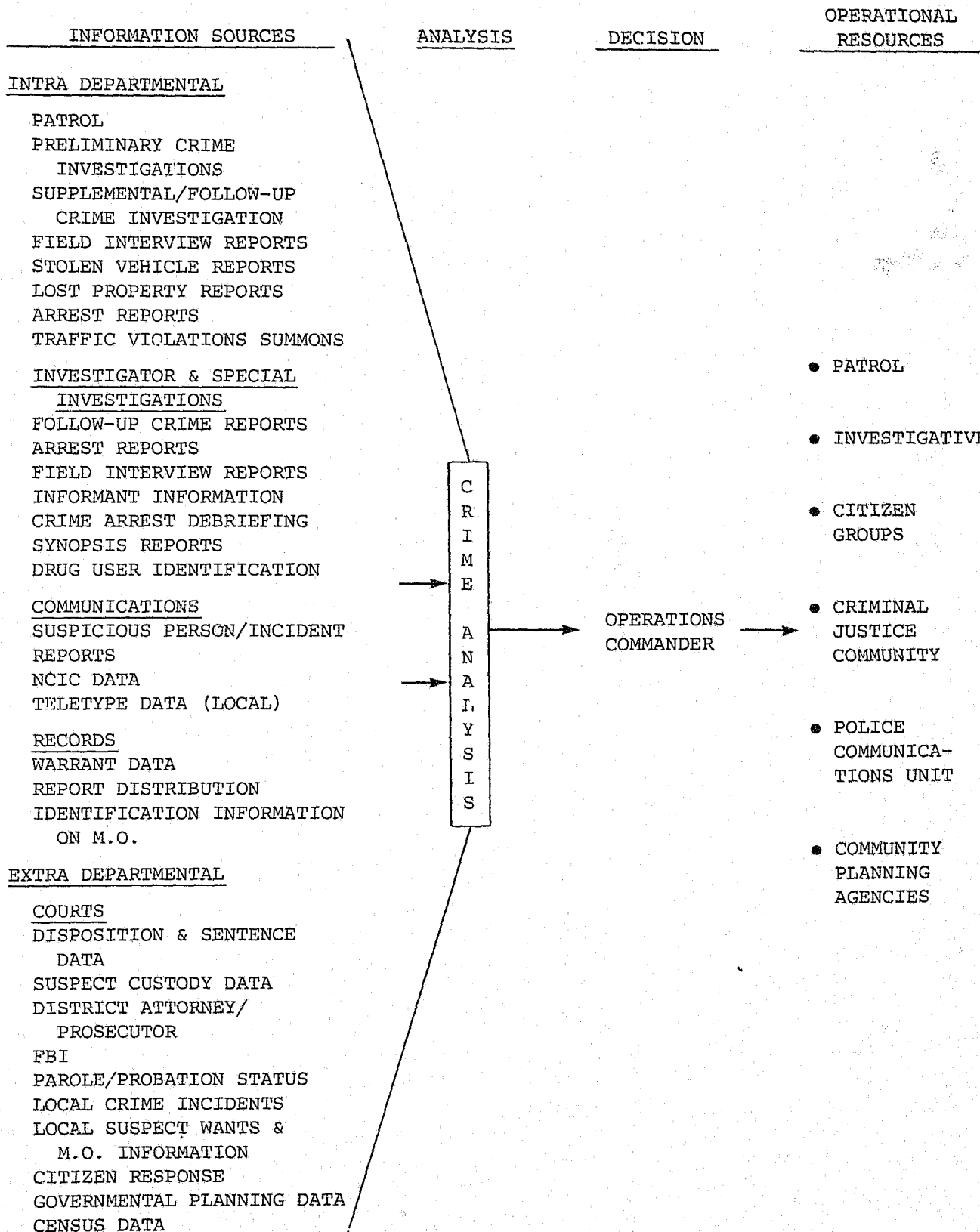
FIVE BASIC COMPONENTS OF CRIME ANALYSIS PROCESS

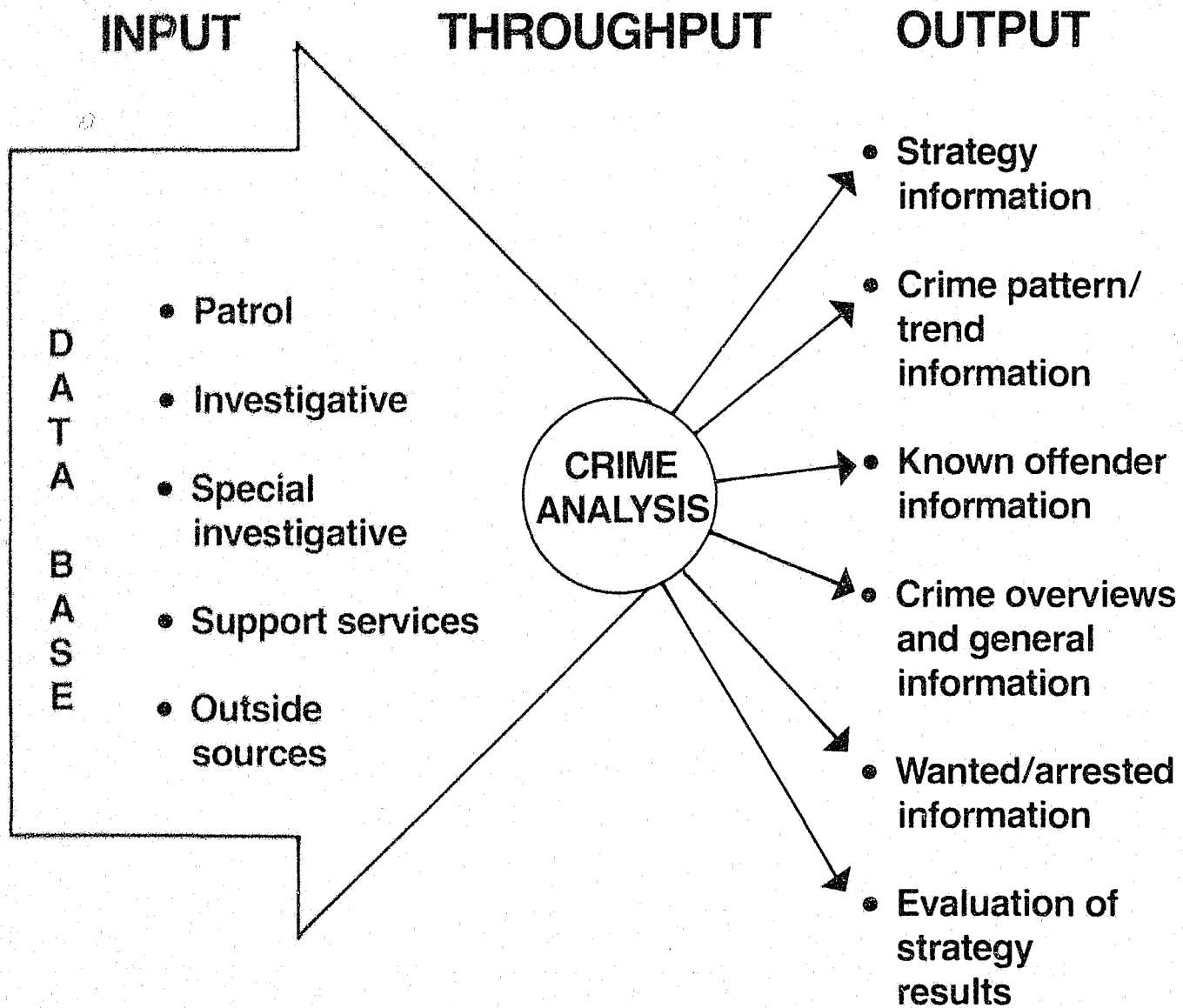
- Data collection and collation
- Data analysis
- Data output (reports)
- Feedback
- Evaluation of patrol strategies

PERFORMANCE OUTCOMES OF CRIME ANALYSIS

- Increase the number of cases cleared by arrest
- Provide investigative leads to detectives
- Improve operational data for patrol operations
- Furnish support data to public awareness and involvement programs
- Supply enforcement related data to urban planning, building, permits and codes, transportation systems, construction, etc.
- Identify evolving or existent crime patterns
- Provide supporting data for recommended crime control programs
- Furnish trend data for law enforcement planning, targeting, budgeting, and resource allocation.

COLLECTION - ANALYSIS - DISTRIBUTION





CRIME ANALYSIS - TYPES OF REPORTS ISSUED

- Crime trends
- Geographic temporal patterns
- Crime specific overviews
- Modus operandi (category and individual)
- Known offender monitoring
- Daily crime listings and commentaries
- "Wanted" person information
- Special crime reports

CRIME SPECIFIC OVERVIEW CONTENT

- Facts of problem
- Facets to be considered
- Modus operandi by criminal category
- Property disposal possibilities
- Develop operational objectives for response program
- Suspect information
- Victim information

EVALUATION OF CRIME ANALYSIS ACTIVITIES

- Promptness of problem identification
- Completeness of analysis
- Usefulness and logic of information presentation
- Promptness of information dissemination

DECISIONS TO BE MADE RE CRIME ANALYSIS CAPABILITY

- Responsibilities to be assigned
- Organizational placement
- Staffing
- Equipment availability
- Measures of performance
- Crime analysis unit relationship to staff commanders
- Information flow
- Record changes

ANTICIPATED OUTCOME

Police managers will receive data and recommended courses of action that will facilitate the development of effective strategies and tactics to maximize the productive use of "available" time.

TASK STATEMENT

CRIME ANALYSIS

BACKGROUND

In the past year there has been a substantial increase in the number of reported robberies and burglaries in the jurisdiction. As a consequence, a real need exists to develop a formal crime analysis capability to identify the issues and problems. The agency head has created a task force to provide answers to some of his basic concerns.

GROUP TASK

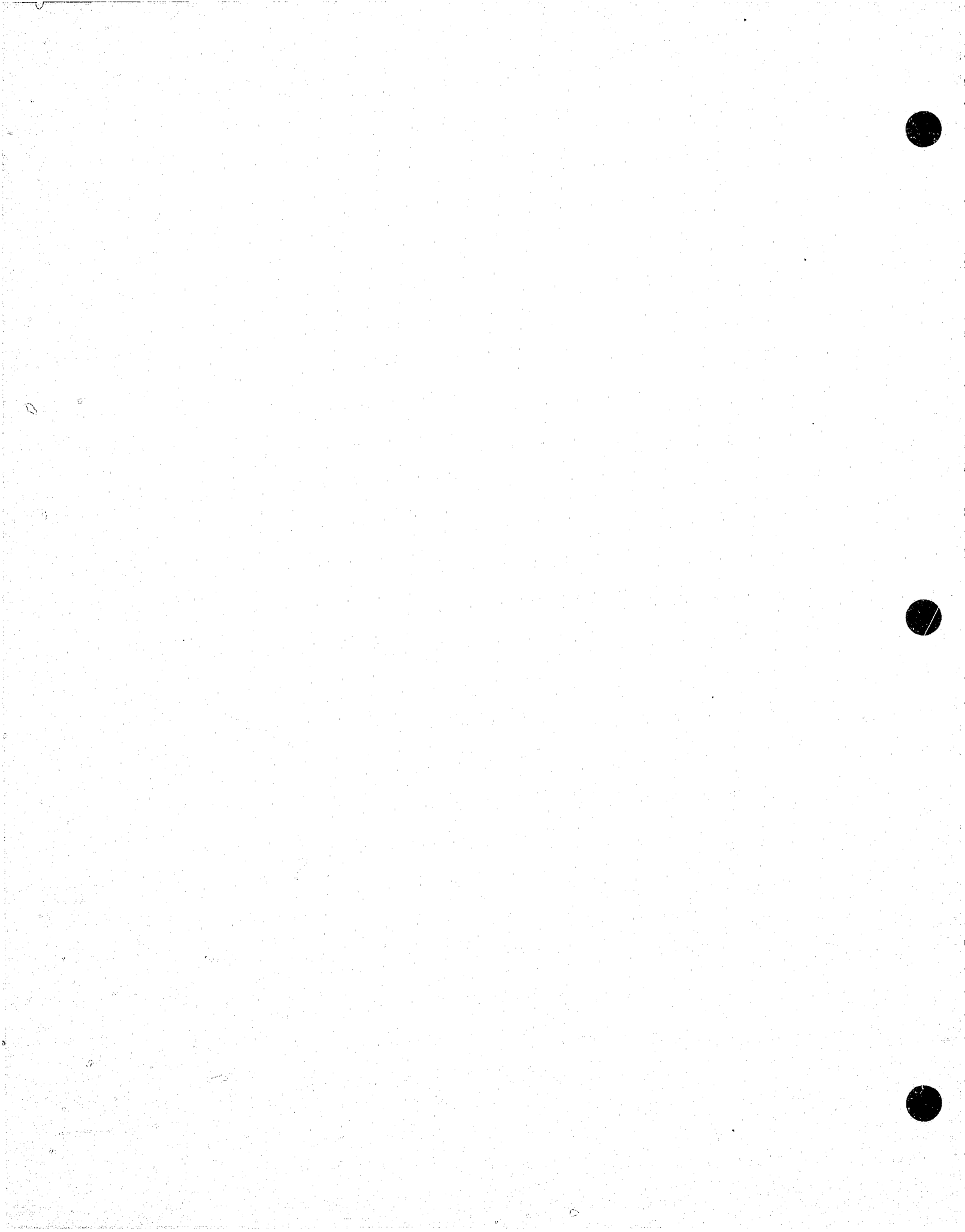
You have been requested to submit a report reflecting your recommendations concerning the following:

- What responsibilities should be assigned to the crime analysis unit?
- Where should it be placed in the organization?
- What relationship should exist between the crime analysis unit and the line commander?

• RESPONSIBILITIES TO BE ASSIGNED

• PLACEMENT IN ORGANIZATION

• NATURE OF RELATIONSHIP TO LINE COMMANDER



SESSION 8

DAY II

2:15 - 4:40 p.m.

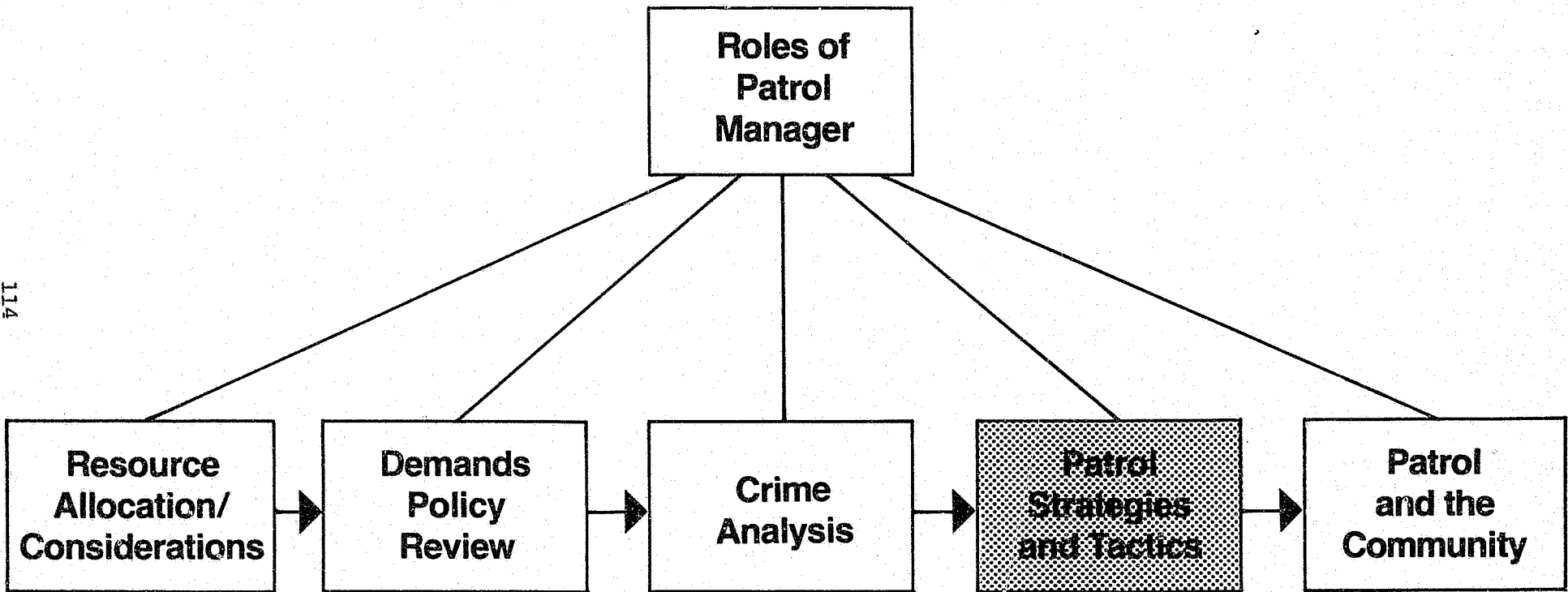
PATROL STRATEGIES/GENERALIST ACTIVITIES

The purpose of this session is to explore the potential of developing patrol strategies and operational tactics that can make the most effective use of available patrol time.

Maximum use of total patrol resources and time is a goal all police administrators seek.

In this session we will consider and discuss how this time has been spent traditionally and how it might be used more productively. In addition, we will attempt to make you aware of some of the generalist programs that have been instituted in some police agencies to capitalize on this available time.

For a more detailed discussion of Patrol Strategies and Tactics see Chapter 5 of the Manual, Managing Patrol Operations.





WHAT SHOULD BE DONE

Patrol managers should develop imaginative ways to use patrol resources during available time.

WHY

By instituting innovative programs that capitalize upon this available time, potential productivity gains can be substantial.

PRIOR USE OF AVAILABLE PATROL TIME

Traditionally, this time has been spent on the activity known as "preventive patrol."

WHAT IS PREVENTIVE PATROL?

MANAGEMENT ALTERNATIVES

- Assign specific activities
- Determine priorities
- Direct and coordinate efforts
- Evaluate progress
- Measure outcomes
- Develop alternatives

BASIC NEEDS FOR DEVELOPMENT
OF A MANAGED PATROL PROGRAM

- Sufficient available time
- Crime analysis and problem identification capability
- Organizational development strategy
- Established program implementation process
- Citizen cooperation and support
- Management commitment

WHAT IS A MANAGED PATROL PROGRAM

Essentially, it is a coherent patrol policy that is implemented systematically by patrol managers and officers.

It embodies the managerial need to assign activities, determine priorities, direct efforts, evaluate performance and outcomes, and develop alternatives.

HOW SOME AGENCIES HAVE USED THE AVAILABLE TIME

- Enhanced the role of uniformed officers in the initial investigation of crime
- Directed deterrent patrol activities
- Developed community oriented patrols
- Developed career criminal programs
- Initiated crime prevention activities
- Developed community relations programs

DEFINITIONS FOR OPTIONS MATRIX

TRADITIONAL PATROL MODEL

The available time (i.e., not committed to calls for service and other required duties) is spent on preventive patrol. In this model the officer determines the activities to be performed--largely at his discretion.

BASIC GENERALIST PATROL MODEL

The available time is spent completing management determined activities based upon an analysis of crime and community needs. The activities can be crime-specific, community service oriented, or a combination.

DEDICATED PATROL MODEL

Some portion of the available time of the general patrol force is taken to create a block of 100 percent uninterrupted time to permit sustained and concentrated attention to an identified problem(s) by a specialized patrol unit.



OPTIONS MATRIX

Typical Distribution
of Total Patrol Time

Traditional Patrol Model
40% -- Random Preventive Patrol (Available Time)
60% -- Workload Demands Response (Obligated Time)

Two Basic
Managerial Options

I
Basic Generalist Patrol Model
40% -- Managed Patrol
60% -- Workload Demands Response

II
Split- Patrol Model
20% -- Dedicated Patrols (Specialized)
20% -- Generalist Patrol Activities
60% -- Workload Demands Response

IIA
Modified Basic Generalist Patrol
20% Directed
80%
Workload Demands Response

IIB
Dedicated Patrol
100%
Specialized Patrol Activities
("Calls for Service" Responsibility Limited to Very Serious Complaints)

DIRECTED DETERRENT PATROL
NEW HAVEN, CONNECTICUT

Features of this program include:

- Noncommitted time is directed at crime occurrences
- Program developed based upon crime analysis inputs and patrol officer/commander experience
- Target crimes are selected
- Specific written tactics are developed and tested on a monthly basis
- Directed deterrent "runs" (D-Runs) are established and are dispatcher issued and controlled (as are "calls for service")
- Detailed instructions are issued to patrol officers as to how the "run" will be conducted
- These "D-Runs" can only be interrupted by the officer when he encounters an incident requiring an immediate response or by the dispatcher when an emergency call occurs in the D-Run area
- A "D-Run" findings and recommendations report is prepared at the conclusion of each.

NOTE: There are many variations of directed patrol activities. See Chapter 5, Improving Patrol Productivity, pp. 124-125.

DIRECTED PATROL PATTERN SHEET

RUN NUMBER: 821

SECTOR: EDWARD

PROBLEM: COMMERCIAL BURGLARY

- Step 1: LOCATION: Grand and Quinipiac
TACTIC: Park car. Check fronts and backs by walking to bridge and back to car.
- Step 2: LOCATION: Grand and Clinton
TACTIC: Park car at Firestone. Check fronts and backs by walking one side of street to front and back to other side of street.
- Step 3: LOCATION: Grand between Clinton and Ferry
TACTIC: Park at Ferry and Grand and walk to the church between Atwater and Bright and back to car; check fronts and backs of buildings.
- Step 4: LOCATION: Grand between Quinipiac and James
TACTIC: Ride entire length at 5 mph., checking fronts and backs as appropriate. One swing in each direction.
- Step 5: LOCATION:
TACTIC:

SPECIAL NOTES:

ESTIMATED TIME REQUIRED FOR RUN - 45-50 min.

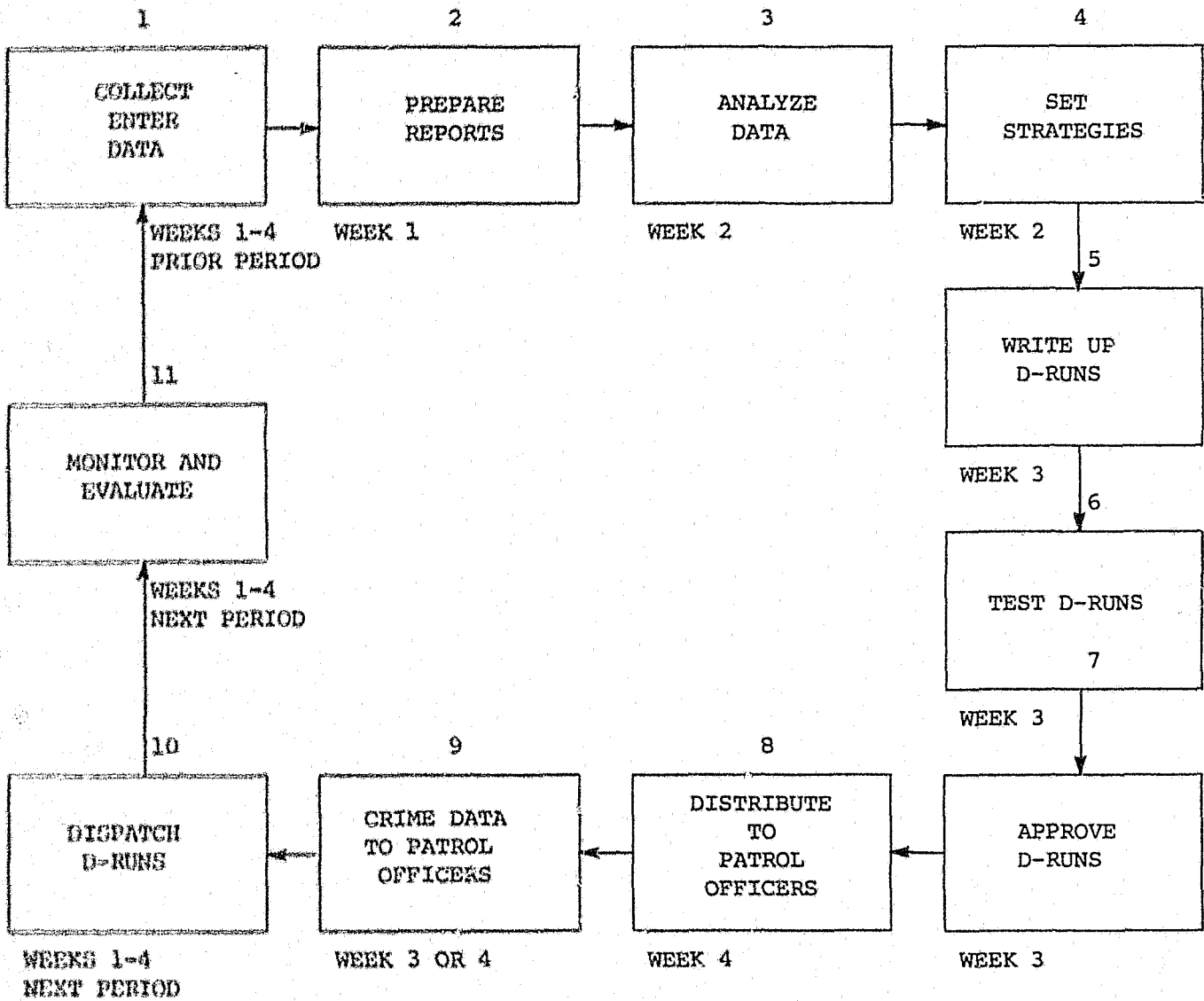
Green lights will be used by the officer while assigned to a deterrent run.

INSTRUCTION SHEET ORIGINATED BY:

APPROVED BY:

DATE:

DIRECTED DETERRENT PATROL PLANNING CYCLE



COMMUNITY ORIENTED PATROL
SAN DIEGO, CALIFORNIA

Salient features of this program:

- Places considerable responsibility on patrol officer to analyze and develop patrol tactics.
- A "beat profile" is developed by each officer.
- The beat profile analyzes the community's structure with respect to:
 - Socioeconomic condition
 - Cultural diversity
 - Institutions
 - Organizations
 - Leaders
 - Police problems:
 - Crime
 - Traffic
 - Order maintenance
 - Noncriminal demands
- Patrol officer initiative and discretion encouraged.
- Personnel performance evaluations modified to reflect broader responsibilities.
- Prompt dissemination of crime analysis information.
- Development of a community resources manual for referral purposes.
- Supervisors perform as facilitators and advisors.

SPLIT-FORCE PATROL
WILMINGTON, DELAWARE

Salient features of this program:

- Establishment of a "basic patrol" element which responds to calls for service and performs only limited, directed patrol.
- Establishment of a "structured patrol" element which is dedicated to crime control activities and responds only to the most serious calls for service.
- Through a "push-pull" scheduling system a total of six shifts of duty result each day for basic patrol.*
- Six alternate sector configurations are implemented each day and change every four hours.
- Basic car sectors were designated "response sectors" to reflect their primary responsibilities.
- Calls for service are given priorities and are dispatched on a first-come, first-served basis by assignment to the first available and appropriate unit--irrespective of response sector assignment.
- Structured patrol is a specialized unit within patrol services.
- Assignments to the structure unit are routinely and regularly made (every four months).

*Based upon temporal demands and using both PCAM and hypercube, shifts are adjusted by either "pulling" units up earlier in time or "pushing" units out later in time.

DIRECTED INTERACTIVE PATROL
KANSAS CITY, MISSOURI

- Background
 - Developed by Operations Bureau Task Force in 1974
 - Focused on crimes of robbery and residential burglaries
 - Identified 15 patrol activities that have an impact on crime
- General Approach
 - Patrol deployment
 - Situational analysis
 - Crime attack strategies
 - Community involvement
 - Evaluation
- Specific Needs - Control of Available Time
 - Calls for service given various priorities
 - Alternate means of reporting incidents
- Sector Flexibility - Sergeant's Discretion
 - Decide upon best use of sector personnel involving calls for service and directed activities
 - "Manpower Utilization Forecast" - computer printout of anticipated workload for a month
 - Confer with other sectors to identify mutual needs and commitments
 - Dispatchers must be advised of assignment decisions

KANSAS CITY DIRECTED PATROL TACTICS*

Community Education/ Organization	Tactical Deployment	Case Processing
Crime Information/ Prevention Dis- plays	Sector Flexibility	Case Solvability Factors
Attend Community Meetings	Decoys	Concealed Cameras
Security Surveys	Tactical Alarms	Identi-Kit
Block Watchers	Monitor Garage Sales	Suspect Description Pads
Operation Identi- fication		

*Improving Patrol Productivity, Vol. I, p. 131.

- Four Groupings and 15 Activities
 1. Community Education
 - Crime information
 - Community meetings
 - Crime prevention displays
 - Community newspaper activities
 2. Community Organization Programs
 - Operation identification
 - Security surveys
 - Block watchers
 3. Tactical Deployment
 - Safe walkways
 - Decoy operations
 - Garage and swap sales
 - Tac II alarms
 4. Case Processing
 - Solvability factors
 - Concealed cameras
 - Identification kits
 - Height strips/description pads
- Developed process and product measures
- Program attempts to deal with both internal capability and external (citizen) participation

OUTCOME

Well conceived patrol programs can maximize the capabilities of the uniformed officers by capitalizing on their talents as "generalists."

OPTIONAL
TASK STATEMENT

PATROL STRATEGIES - GENERALIST

BACKGROUND

In recent years, the concept of traditional, "preventive" patrol has come under scrutiny. The reality appears to be that the police administration is hard pressed to define or justify this particular "activity."

While some studies may have suffered from methodological debates, the basic question raised appears to be: Would "preventive patrol time" be spent more productively if it were planned and directed by management?

The chief of the agency believes it would be. However, before moving forward on a decision, he would like to see the task force think through some of the implications associated with a major change to a managed patrol program.

GROUP TASK:

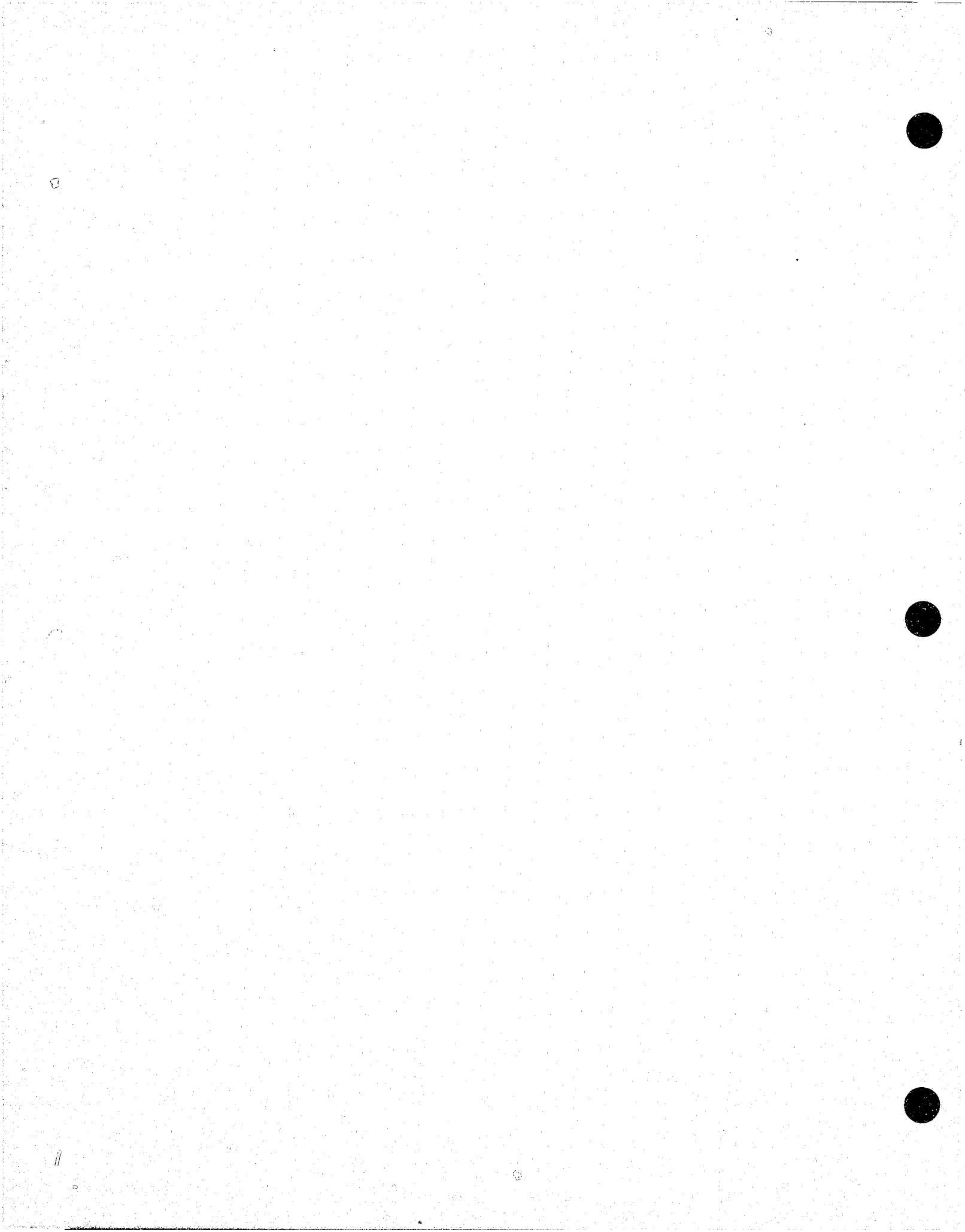
Specifically, the task force has been asked to consider:

- What steps should be taken to ensure appropriate planning of a managed program?
- What type of program activities can be implemented in the time now "available" for management use?
- What administrative actions can be taken to maintain managerial control over directed patrol programs?

• Steps to Assure Appropriate Planning

• Some Types of Program Activities

- Administrative Controls to Maintain Directed Programs



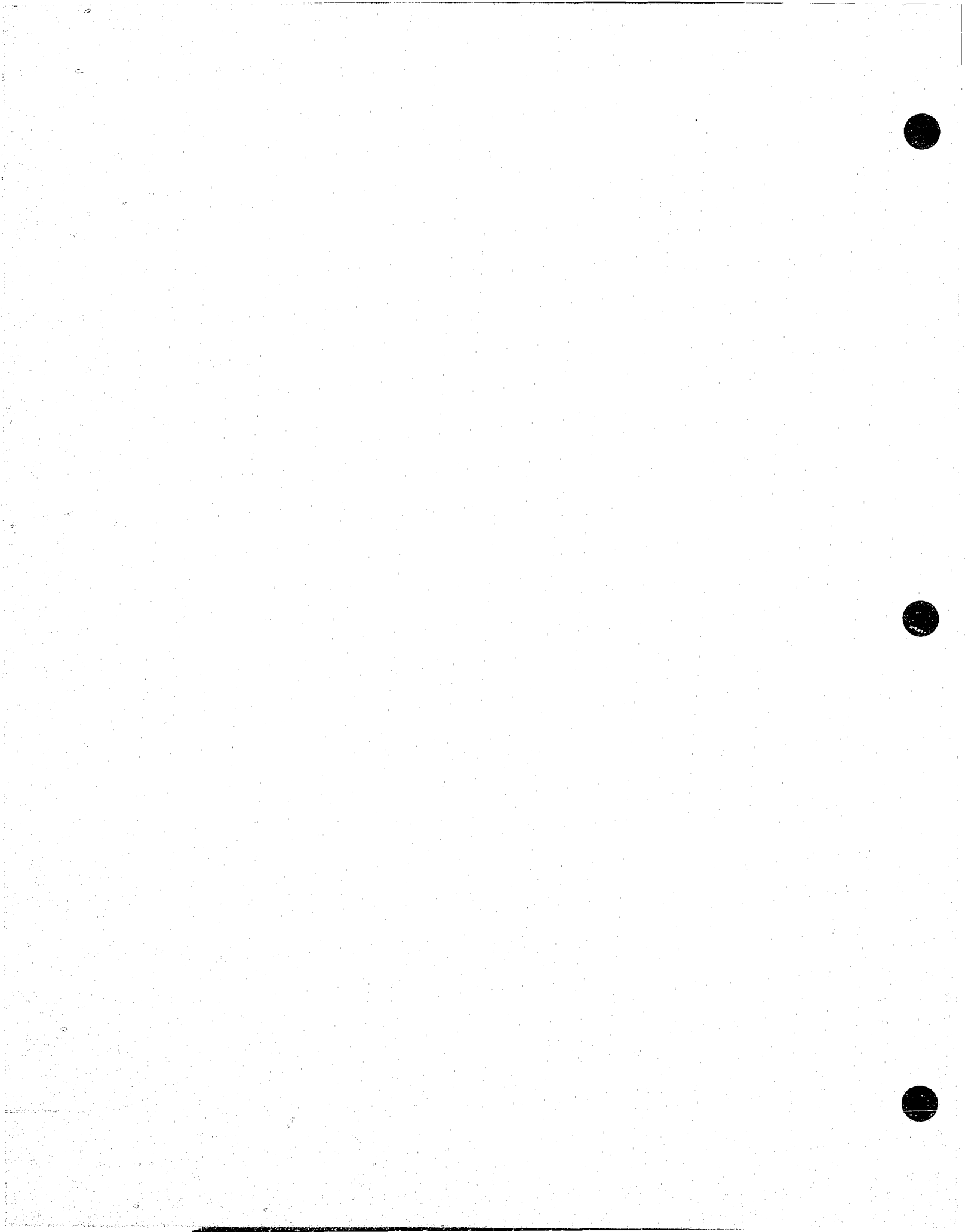
SESSION 9

DAY II

4:30 - 4:40 p.m.

CLOSURE OF DAY II

In this session, we will review briefly the materials and information presented on Day II and outline the sessions to be presented on Day III.



SESSION 10

DAY II

4:40 - 6:00 p.m.

PEER GROUP INFORMATION EXCHANGE

This session is designed to allow participants of the same job title or responsibility to meet and discuss various issues related to the management of the patrol operation.

Participants will be assigned to a particular group composed of their counterparts from other agencies within the region in order to have the opportunity to:

- Discuss common problems about the several aspects of the management of the patrol operation presented during this workshop; and
- Exchange information about new programs or ideas being implemented or developed within the individual agencies represented in the group.

The peer groups will be assisted by one of the MPO trainers. The listing of the groups, the trainer, and, the room assignments are as follows:

<u>GROUP</u>	<u>TRAINER</u>	<u>ROOM</u>
Chiefs of Police or Chief Executive Officer		
Chiefs of Patrol or Operations		
Director of Research and Planning		
State Agency Represent- atives: SPA, POST, OTHERS		

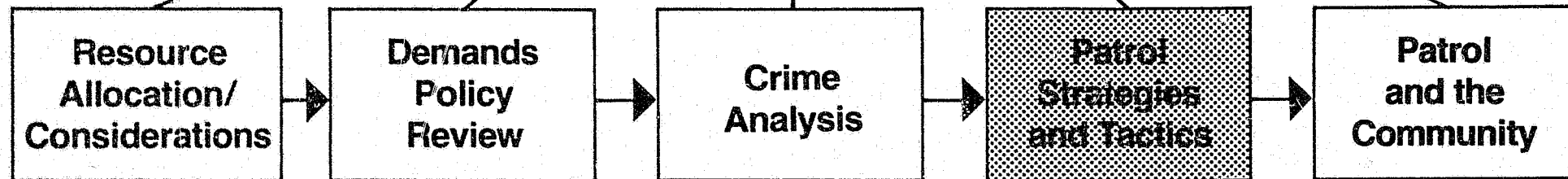
SCHEDULE

DAY III

Session 11	Specialized Patrol	8:45 - 9:45 a.m.
Session 12	Patrol and Community	10:00 - 11:15 a.m.
Session 13	Synthesis	11:20 - 11:50 p.m.
Session 14	Strategy Outline	11:50 - 12:45 p.m.
Session 15	Closure of Day III and MPO Workshop	12:45 - 1:15 p.m.



Roles of Patrol Manager





DEFINITION - SPECIALIZED PATROL

Specialized patrol activities are defined as the activities of officers who are relieved of the responsibility of handling routine calls for service in order to concentrate on specific crime problems.

ESTABLISHING A SPECIALIZED PATROL

The following issues must be examined by management in considering the need for a specialized patrol operation:

- Could regular patrol forces modify their operations to handle the problem?
- Is there an adequate crime analysis capability to identify crime problems and to provide support to specialized patrol operations?
- Does the jurisdiction have a serviced population that would regularly produce crime problems of a magnitude and duration that would occupy a specialized unit's available time?
- Are manpower resources and equipment available?
- Are there contractual constraints?
- Can organizational conflict be kept to an acceptable level?
- What is other agency experience with similar units?

PURPOSE

The deterrence of suppressible crimes and the on-site apprehension of offenders.

SUPPRESSIBLE CRIMES

Crimes which can be viewed in person or monitored by electronic surveillance, at locations where the police have a legitimate right to be, and crimes which can be potentially affected by planned police operations are suppressible crimes. For example, such crimes include: street robbery, commercial robbery, purse snatchings, residential burglary, and commercial burglary.

STAFFING CONSIDERATIONS

- There will be many volunteer applicants with a wide range of motives.
- Selection criteria need to be developed and formalized by management.
- Selection criteria should take into account personality and skill.
- Selection of supervisory and command personnel is the most critical choice to be made by management.

SELECTION AND CHOICES OF TACTICAL RESPONSES

The selection of a tactical response by management should be the product of a management analysis of crime problems and available resources. Some specific questions to answer when conducting such an analysis for decisionmaking are:

- Are there temporal and geographic constraints that define a pattern?
- Can the crime be observed by police or monitored by electronic devices?
- Are there method of operations patterns that may lead to a development of suspect identity?
- Is there a victim typology that lends itself to prediction of occurrence or lends itself to decoy or possible target observation?
- Can current informant information be used or does it have to be cultivated?
- Is the identity of a suspect known or is there information that may lead to suspect recognition by police?
- What tactics in neighborhoods with similar demographics have worked in the past?
- Is needed manpower and equipment available?
- Will assistance be required from citizens or private firms?
- Will cooperation be required from other departmental units or other law enforcement agencies?
- How will this operation affect other specialized patrol unit agencies?
- Is the objective to move or suppress the problem; to investigate it; or to apprehend a suspect while a crime is in progress?

CONCEPTUALIZATION

TRADITIONAL CRIME OCCURRENCE CONTROL CONCEPT

<u>Timing</u>	<u>Activity</u>
Before	Prevent and deter the crime from occurring through Preventive Patrol (i.e., reduce opportunity and increase fear of apprehension during the commission).
After	Conduct investigation of crime and arrest offender.

EMERGING CRIME OCCURRENCE CONTROL CONCEPT

<u>Timing</u>	<u>Activity</u>
Before	Prevent and deter the crime from occurring through Managed Patrol (i.e., reduce opportunity and increase fear of apprehension during the commission).
During	Victim replacement by a decoy or, at the very least, have police presence near the scene of the crime so it can be observed.
After	Conduct investigation of crime and arrest offender.

SPECIALIZED PATROL*

PROJECT FAMILIES

● Low Visibility Patrols

ASSUMPTION: less visible police presence will lead to increases in apprehension and reduction in target crimes.

METHOD: civilian dress and/or mechanical device tactics.

● High Visibility Patrols

ASSUMPTION: increased uniformed police presence will deter crime and increase the chances of apprehending criminals.

METHOD: use of uniformed tactical units.

● Combined High/Low Visibility Patrols

ASSUMPTION: increased uniform presence combined with less visible police presence will deter crime and increase apprehension rates.

METHOD: uniform tactical units in combination with civilian dress and/or mechanical device tactics.

*National Evaluation Program: Traditional Patrol,
June, 1976, pp. 40-41.

THE UNIVERSE OF USAGE OF TACTICS*

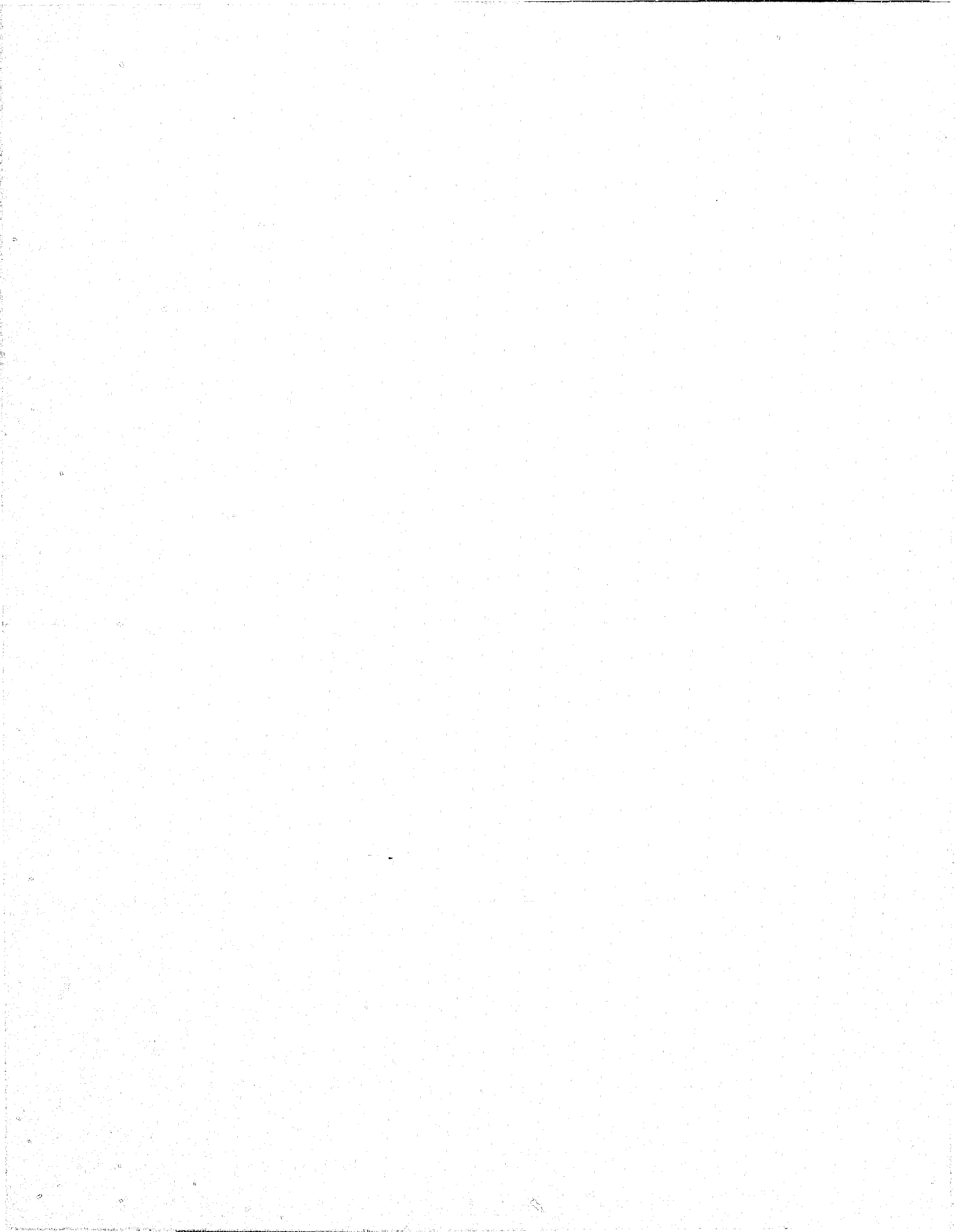
Population	Total Cities	National Usage of Tactic					
		Civilian Dress		Uniformed Tactical		Mechanical Devices	
		Number	Percent	Number	Percent	Number	Percent
Cities Over 50,000 Population	362	171	47	150	41	73	20
Cities Under 50,000 Population	26,000+	2,870	14	2,494	12	1,834	9
Sherriffs	3,120	338	11	338	11	184	6
State Police	50	5	10	13	26	7	14
County Police	66	8	12	8	12	5	8

*National Evaluation Program: Specialized Patrol Projects, January, 1977, p. 3.

SPECIALIZED PATROL TACTICS AND TARGET CRIMES*

Target Crime	Tactical Alternatives
Street robbery	Uniformed tactical patrol; Decoy operations; Suspect surveillance; Area surveillance.
Commercial robbery	Physical stake-outs; Electronic stake-outs; Uniformed tactical patrol; Area surveillance; Suspect surveillance.
Residential robbery	Uniformed tactical patrol; Area surveillance; Suspect surveillance.
Purse snatches	Uniformed tactical patrol; Area surveillance; Suspect surveillance; Decoys.
Residential burglary	Uniformed tactical patrol; Area surveillance; Suspect surveillance.
Commercial burglary	Uniformed tactical patrol; Physical stake-outs; Electronic stake-outs; Suspect surveillance; Area surveillance.
Vehicle theft	Uniformed tactical patrol; Area surveillance; Suspect surveillance; Decoy operations.
Theft from vehicles	Uniformed tactical patrol; Decoy operations; Area surveillance.
Rape	Decoy operations; Uniformed tactical patrol; Suspect surveillance; Area surveillance.

* Improving Patrol Productivity, Vol. II, p. 81.



CONTINUED

2 OF 3

MAINTAINING THE OPERATION

Once a tactic has been selected and the operation implemented, it is necessary to provide management with constant data support about:

- the crime problem;
- related criminal activities; and
- the peripheral effects of the operation.

Operations maintenance should be provided by crime analysis through the regular reporting to management of the following events:

- Target or related crimes committed in the target area;
- Any target crime with similar MO or suspect description;
- Crime displacement;
- Arrests and clearances by other units;
- Pertinent field interview information;
- Any historical information on problem;
- Intelligence on possible suspects;
- Mapping support;
- Intelligence on narcotics or fencing activities which may be related to the crime pattern; and
- Evaluation of the project.

SOME SUGGESTED PERFORMANCE MEASURES*

To determine the deterrent effect, measure the changes in reported target crime rates in a particular area:

- Before, during, and after the program
- Compared with the prior three years
- Compared with a selected control area
- Target crime rate in balance of jurisdiction
- Target crime rate in adjoining areas
- When crime occurs - temporal displacement
- Crime rates of non-target crimes
- Etc.

To determine apprehension effectiveness, measure the:

- Number of arrests for target crime
- Number of arrests accepted for prosecution
- Number of arrests leading to conviction
- Importance of particular arrests
- Number of hours spent per arrest
- Number of arrests for target crime compared with number reported
- Number of reported crimes cleared
- Etc.

*Improving Patrol Productivity, Vol. II, pp. 117-118, 119.

SUCCESSFUL PROGRAMS HAVE ALLOWED FOR:

- Advanced planning
- Cooperation between departmental units
- Careful selection of personnel
- High quality supervisors
- Training of personnel
- Effective equipment use
- Adequate financial support
- Flexibility in operations to meet changes

GENERAL FINDINGS - SPECIALIZED PATROL

- Evaluations of performance and effectiveness have proven inconclusive.
- There is a need to relate successful tactics to the category of crime.
- Police officials believe programs are effective.

OUTCOME

Clearly conceived patrol programs that direct resources at identified crime and problem patterns on a geographic and temporal basis can have a favorable impact upon crime occurrences in the community.

SOME AGENCY PROGRAMS*

Low Visibility Projects

<u>Site</u>	<u>Project Name</u>
● New York, N.Y.	Street Crime Unit
● Boston, Mass.	City Wide Anti-Crime Unit
● Nashville, Tenn.	Tactical Operations Unit
● Memphis, Tenn.	Old Clothes Unit
● San Francisco, Calif.	Vehicle Theft Abatement Project
● Henrico County, Va.	High Incident Target
● Miami, Fla.	Strategic Target Oriented Project
● Birmingham, Ala.	Tact II Alarm System Project

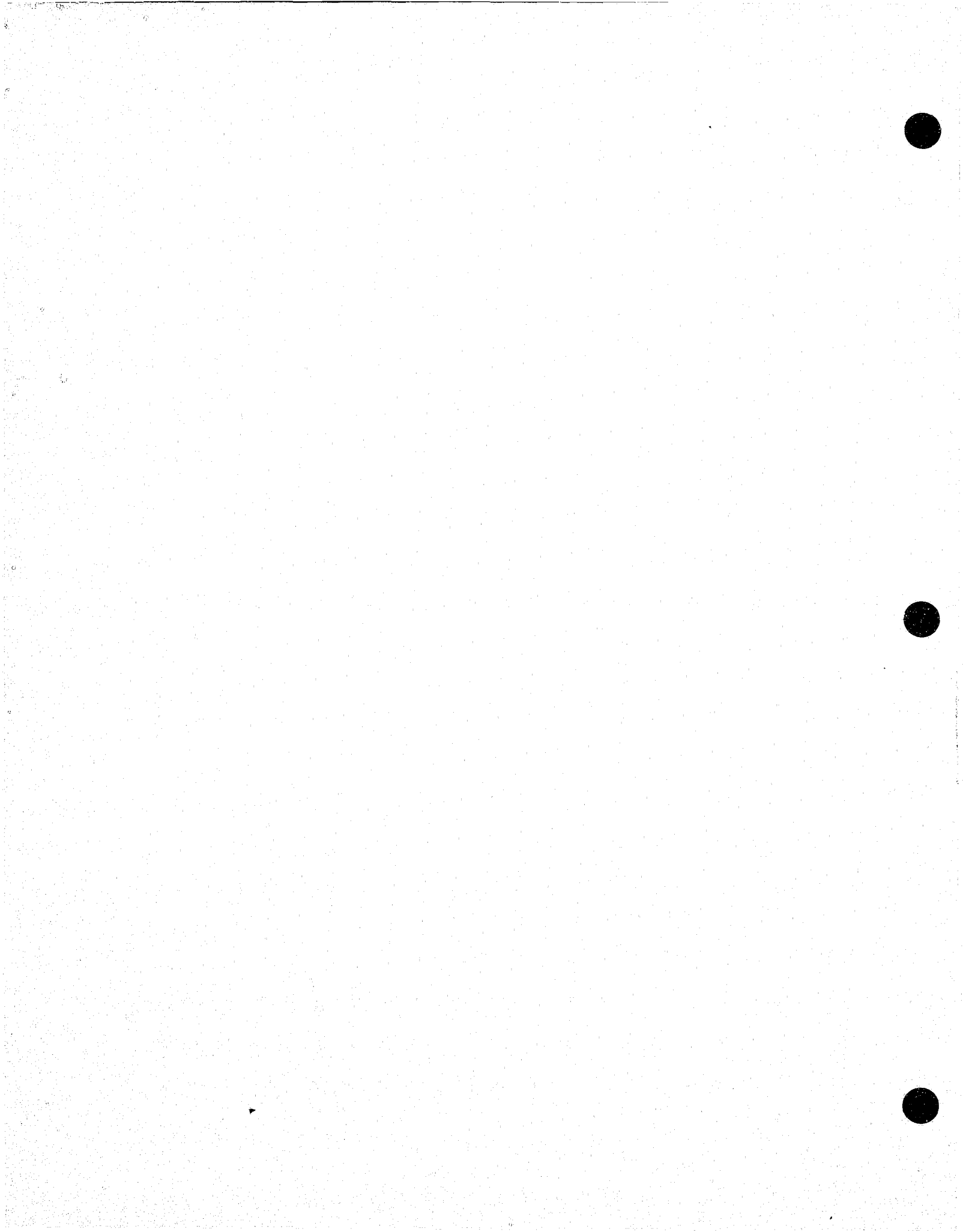
High Visibility Patrols

<u>Site</u>	<u>Project Name</u>
● Alexandria, Va.	High Incident Target
● Dallas, Tex.	Uniformed Anti-Crime Tactical Unit
● Cleveland, Ohio	Concentrated Crime Patrol
● San Jose, Calif.	Mobile Emergency Response Group
● New York, N.Y.	Transit Authority Police Department Patrol Division

Combined High/Low Visibility Patrols

<u>Site</u>	<u>Project Name</u>
● Greensboro, N.C.	Tactical Operation Unit
● Portsmouth, Va.	High Incidence Target
● Indianapolis, Ind.	Criminal Impact Program
● Virginia Beach, Va.	High Incidence Target
● Houston, Tex.	Special Weapons and Tactics
● Denver, Colo.	Special Crime Attack Team
● San Francisco, Calif.	Burglary Abatement Program
● Portland, Ore.	Strike Force Operations

*National Evaluation Program: Specialized Patrol Projects, January, 1977, pp. 31, 42, 45.



SESSION 12

DAY III

10:00 - 11:15 a.m.

PATROL AND THE COMMUNITY

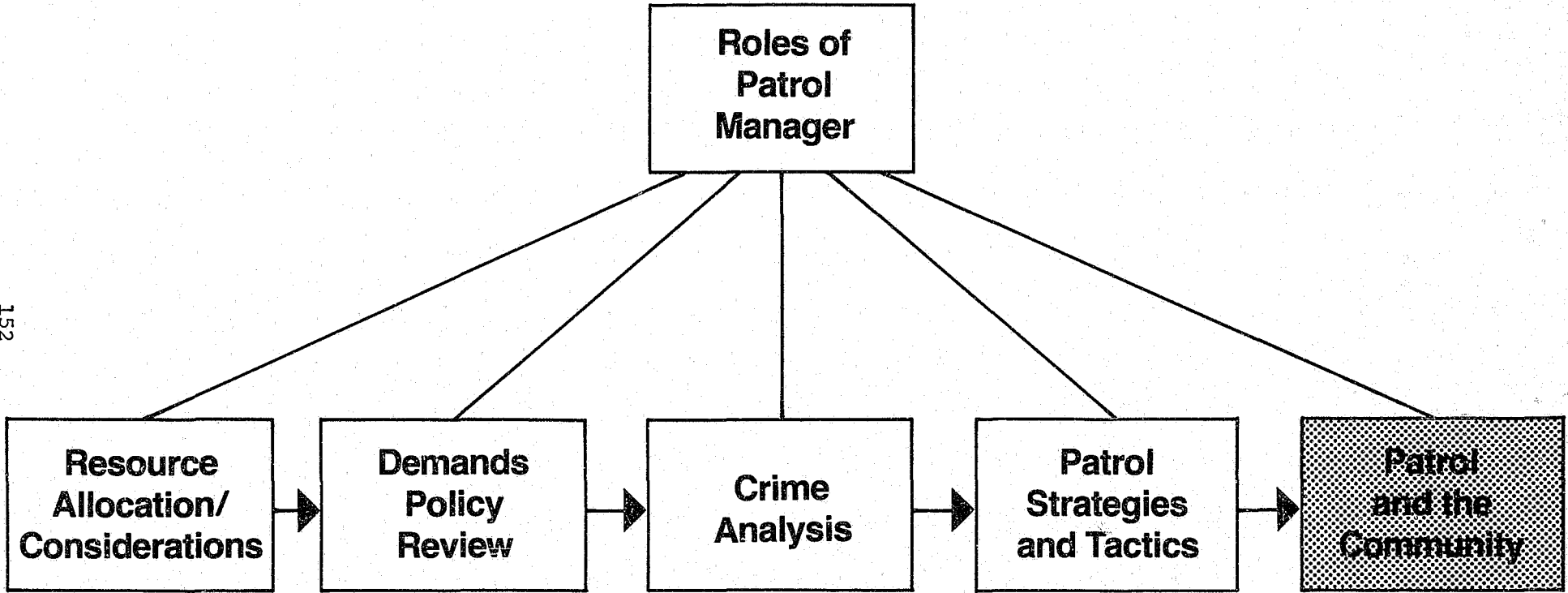
This session will review some of the more recent research findings on the various ways citizens can affect the management of the patrol operation. By analyzing the functions and roles of a police manager, one finds that there are certain necessary points of contact between the police manager and individuals or organizations outside the police agency. Whether the manager is representing the police organization, searching for information about community needs or attitudes, organizing and disseminating information about police policies and procedures, or making decisions about the allocation of resources, he or she is involved inevitably with the citizens of the communities served by the police agency.

Recently, a significant amount of research has been conducted regarding the relationship between the community and the police. We will attempt to summarize some of these findings and suggest ways in which the police manager can formulate plans and procedures to use citizen roles more efficiently in accomplishing police and criminal justice goals and objectives.

Specifically, this session will consider the following:

- Discussion of police management issues related to citizen involvement programs
- A review of four types of citizen interaction with the police and the criminal justice system
- A discussion of problems and issues of citizen involvement in police processes.

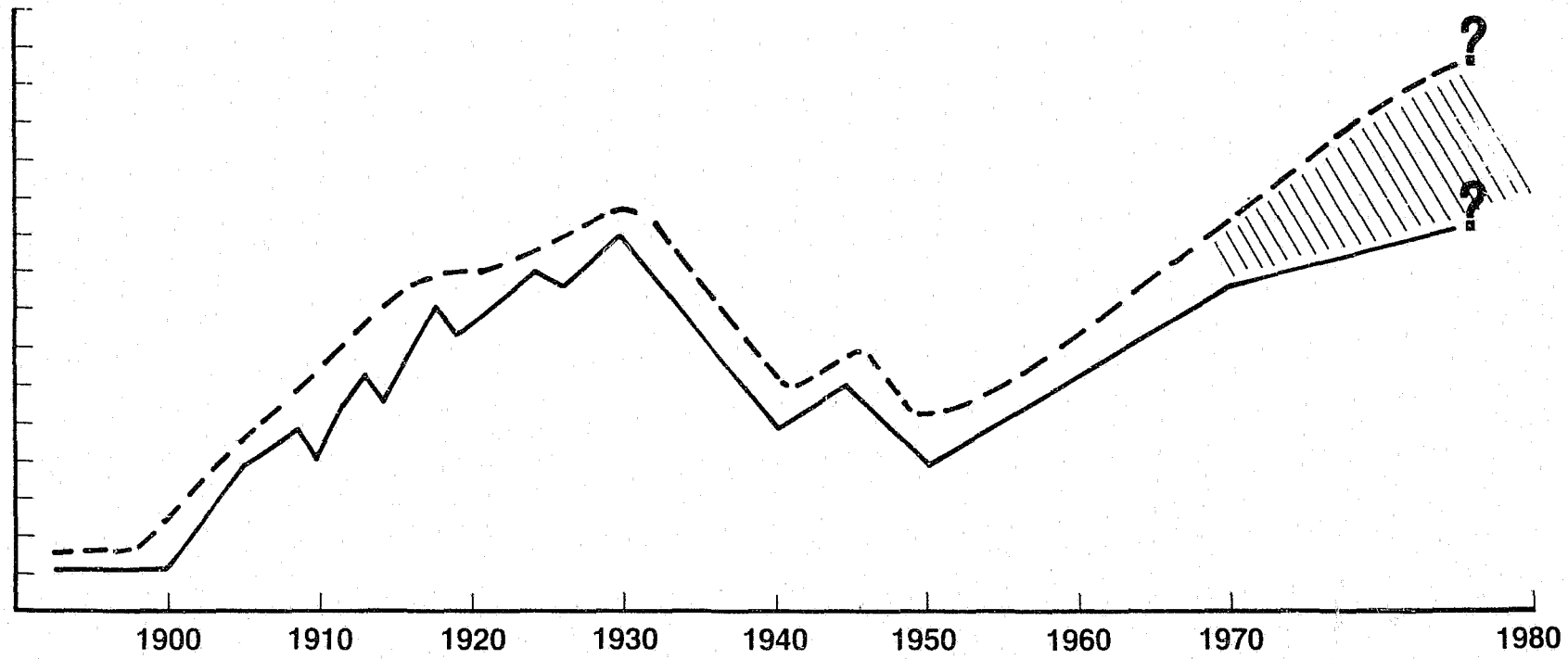
A more detailed discussion of this topic is to be found in Chapter 6 of the Manual, Managing Patrol Operations.





EVOLUTION OF PATROL

- New Police, London, England: 1829
- Model/Principles:
 - Personnel/Officers and Supervisors
 - Territorial Assignments/Size
 - Visibility/Omnipresence
 - Rapid Response to Emergencies or Crime
 - Random Movement
 - Unless "in service," officer initiative was encouraged regarding the territory and persons and organizations in the territory.
- Introduction of Model/Principles into U.S.A.: 1830 - 1865
- U.S. Refinements of Model/Principles: 1865 - 1965
 - Improved efficiency: auto, radio, dispatcher, car locators, computers, etc.
 - Specialization: 1900 - 1920--detectives, technicians, etc.
 - Added duties by statute or ordinance: 1900 - 1930
 - Added duties by default: 1900 - 1960
- Generally, this patrol model as well as the principles governing the use of this model seemed to work well until it began to be questioned in England and the U.S. in the 1960's.



Crime rate _____

Indicators of negative citizen/community satisfaction with criminal justice service system _____



1960's ISSUES

- Crime rates soared
- Victimization/opinion surveys: fear of crime
- Media coverage
- National attention
- Court decisions
- Rapid social changes
- All institutions questioned
- Questions about patrol model principles

PATROL ISSUES

- England: Bright Study, 1965
- U.S.: Several studies, N.Y. Precinct and 40 percent increases, 1965
- Victimization studies and techniques: before and after surveys
- Preventive Patrol Experiment: Kansas City, 1972:
 - Impact of experiment on arrest rates, crime rates, and citizen satisfaction.
 - Available time segments; redirecting roles of patrol; shaping citizen expectations.
- Experimentation and Demonstrations 1972
 - Crime control role of patrol

PATROL AND CRIME CONTROL

- Criminologists and criminology: ultimate causes
- Police Policies and Procedures: situational analysis
 - To minimize victimization
 - To modify the environment and the ecology of criminal activity and actions
 - Does not deal with the issue of ultimate causes since ultimate causes cannot and do not serve the development and implementation of public policy actions.
- Situational analysis focused on the ecology of crime:
 - Type of crime
 - M.O./type of crime
 - Entry/access to victim
 - Object of crime act and relationship to tactical response, e.g., Sting operations
 - Role of victim and relationship to crime prevention tactics
 - Physical environment and suitability of target hardening and other tactical responses
- Situational analysis, coupled with findings of directed patrol experiments and demonstrations regarding available time segments, suggested a new police response:
 - Deployment by direction
 - Organize by teams
 - New specializations
 - New technologies
 - Enhanced role of patrol

ISSUES FOR THE 1970'S

- A very small proportion of crime can be detected via police patrol.
- Police are not able to control the ecology of crime--alone.
- Social megastructures and citizen quality of life.
- Mediating structures: Those institutions standing between the individual citizen in his private life and the large institutions or megastructures of public life. These structures provide the individual with ways of developing, deriving, and nurturing individual values. They are: family, church, voluntary associations, and, in some instances, neighborhoods and schools.
- Focus on the roles of citizens and, in particular, the role of "mediating structures" in the community so that the entire community can participate in controlling crime.
- Police interaction with mediating structures.

PARADOXES OF POLICE-CITIZEN INTERACTIONS: CITIZEN AND POLICE PERCEPTIONS

- Police are a public service agency and must also discipline and control the behavior of those whom they serve.
- Because individual police officers know much about the ecology of crime, they are aware of certain probabilities that create suspicions about individuals. These suspicions will affect logically and normally the type of individual transactions that occur between the police and a citizen.

EMERGING IDEAS ABOUT PATROL EFFORTS AT CRIME
CONTROL THROUGH COMMUNITY INVOLVEMENT

- Some directed patrol activities can be focused on the transmission of information, ideas, and practical suggestions about crime control, the ecology of crime, and the situational analysis of crime to citizens through the involvement of patrol in the mediating structures of the community.
- The focus on transmission of information by way of mediating structures can affect the perceptions of both citizens and police.
- There are at least four recent sets of information, ideas, and practical suggestions that the police possess as a consequence of their situational analysis of the ecology of crime which, if adopted by citizens and mediating structures, will affect positively crime control efforts.
- These four sets of information are:
 1. Citizen roles in crime prevention
 2. Citizen roles in crime reporting
 3. Citizen roles in criminal investigation
 4. Citizen roles as victims and witnesses in the criminal justice system

(1) CRIME PREVENTION

APPROACHES:

Public Education

Security Surveys

Self-Protection Groups

Security Ordinances

LEVELS OF INTERACTION:

Passive

Active

Advocacy

ISSUES: What do police do in
working with citizens to prevent crime?

What more can be done?

What mediating structures in the community
can the police work with in order to accom-
plish crime prevention controls?

SHOPPING LIST FOR PREVENTION PROGRAM COMPONENTS*

Level of Effort	PROGRAM COMPONENTS			
	Crime pattern and vulnerability analysis	Community education	Premises surveys	Property marking
Passive	Perform analysis of reported burglaries. Ascertain distribution of burglaries by MO and site characteristics.	Speak only on unsolicited request. Make printed material available to be picked up.	Conduct surveys only in response to unsolicited request. Rely on voluntary compliance with security ordinances.	Make engraving tools available for citizens to borrow. Have citizens use their own engravers.
Active	Perform surveys of sites to ascertain degree of coverage by type of burglary prevention activities and levels of victimization.	Advertise availability of services and directly solicit opportunities for presentation. Distribute printed material door-to-door or by mail. Sponsor crime prevention programs in public areas.	Advertise availability of services; directly solicit appointments to conduct surveys. Enforce existing security ordinances.	Advertise availability of engraving tools. Offer door-to-door engraving service. Maintain up-to-date records of participant identification numbers.
Advocacy	Propose or conduct demonstrations or experiments as indicated by results obtained.	Interact with private and governmental organizations to promote crime prevention through environmental design (e.g., structure, landscape, lighting). Address conflicts that might arise with fire and other safety requirements.	Promote or review legislation on commercial and residential security standards.	

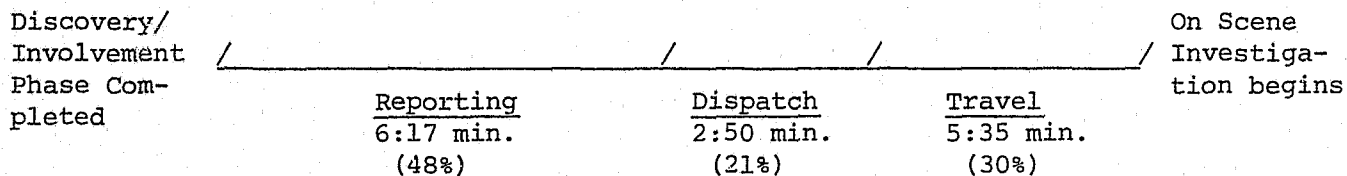
*Police Burglary Prevention Programs, NILECJ, 1975.

Shopping List for Prevention Program Components (Continued)

Level of Effort	PROGRAM COMPONENTS		
	Anti-Fencing	Patrol	Alarms
Passive	Check on pawn shops and other places dealing in second-hand goods.	Conduct routine patrol.	Respond only to selected types of privately operated alarms.
Active	Conduct undercover operations. Coordinate activities and intelligence with other jurisdictions.	Conduct: Burglary-specific patrol Truancy patrol Bicycle patrol Surveillance of suspects Saturation patrols of high-crime areas.	Conduct alarm installation and surveillance of high-incident targets. Levy fines on excessive false alarms.
Advocacy	Promote or review regulating the sale of second-hand goods.		

(2) CITIZEN REPORTING OF A CRIME

TIME CONTINUUM: ALL PART I CRIMES



IMPACT AND IMPLICATIONS

- What police efforts alter delays in reporting?
- Can police assume that citizens know what to do?
- What mediating structures are there through which the police can work in order to affect crime reporting delays?

(3) CRIMINAL INVESTIGATIONS

- Solvability Factors: Use by Patrol in Interview with Victim/Witness

- Solvability Factors:

Witness?

Suspect?

- name
- location
- description
- identifying characteristics
- vehicle

Property?

- traceable

M.O.?

Physical evidence?

- Solving Cases: A joint transaction

- Issues: What do citizens expect from the police during and after a criminal investigation?

What do citizens know about their role in criminal investigations?

- Patrol role in investigations: "early case closure" and opportunity for both crime prevention education and education about ecology of crime.

- Case screening: citizen contact via phone, letter, brochure and opportunity to educate citizen about investigative process and reinforce learning about crime prevention.

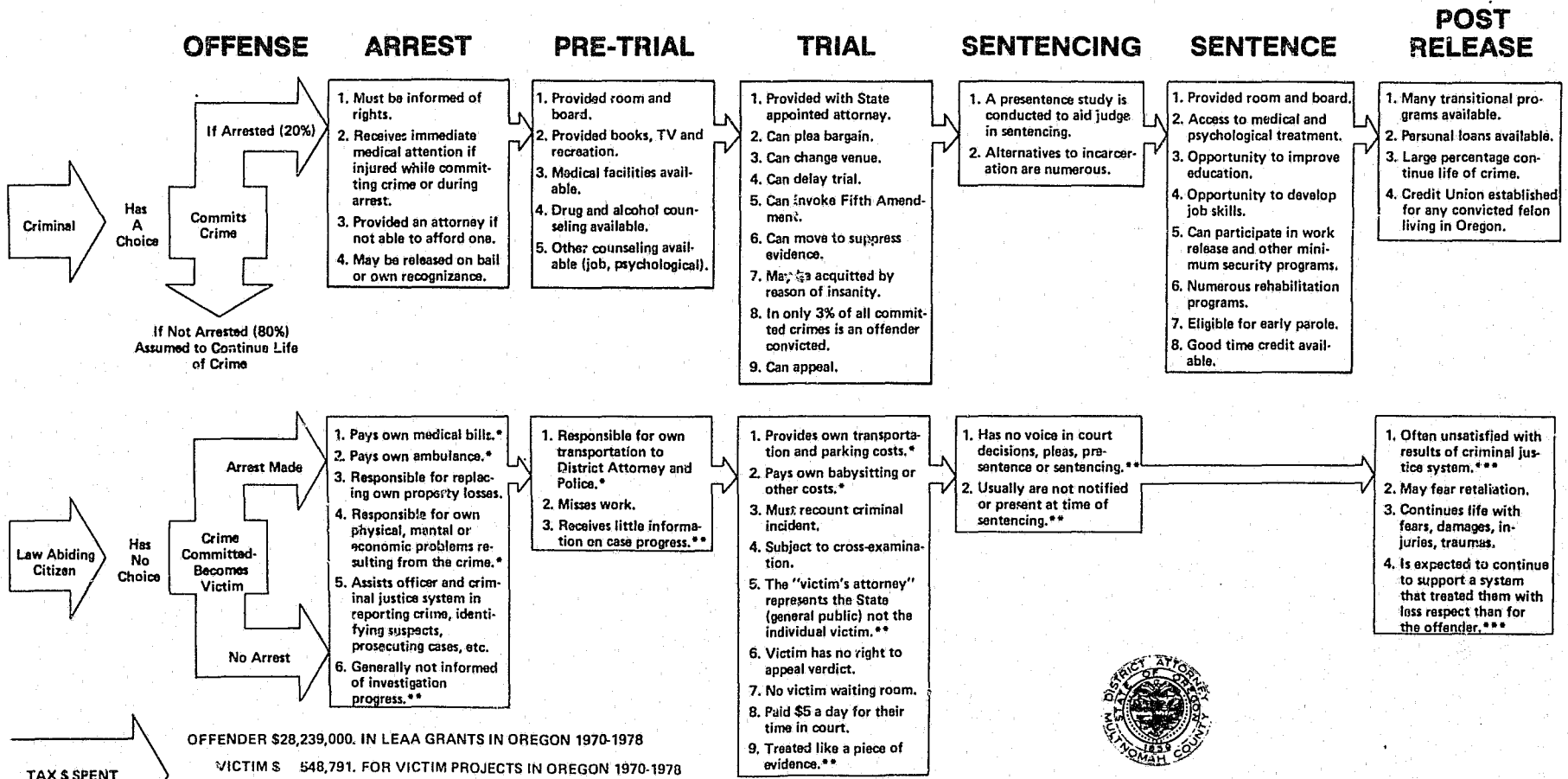
PROJECT TURNAROUND - ESTIMATED PERSONAL AND BUSINESS
COMMUNITY COST OF UNNECESSARY CITIZEN WAITING TIME
MILWAUKEE COUNTY CRIMINAL JUSTICE SYSTEM
1975

LEVEL OF INVOLVEMENT	(1)	(2)	(3) Productive	(4)	(5) Productive	(6)	(7)	(8)	(9)	Total per- sonal loss and net business loss	
	Estimated citizen appearances (number)	Avg. wait per appearance (hours)	Total waiting time (hours)	hours lost by business community 50.4%	Non- productive hours 49.6%	hours lost subject to personal income loss 66.6%	Estimated personal income loss + expenses	Base business community loss	Gross business community loss		Net business community loss
District Attorney's office	43,065	1.16	49,955	25,177	24,778	16,768	\$125,586	\$151,062	\$ 528,717	\$ 428,109	\$ 553,695
Preliminary hearing	16,240	1.26	20,462	10,313	10,149	6,868	51,439	61,878	216,573	175,365	226,808
Felony court	17,145	1.59	27,260	13,739	13,521	9,150	68,530	82,434	288,519	233,619	302,149
Misdemeanor court	20,535	1.48	30,392	15,318	15,074	10,202	76,408	91,908	321,678	260,466	336,874
Totals	96,985	Avg.: 1.32	128,069	64,547	63,522	42,988	\$321,963	\$387,282	\$1,355,487	\$1,097,559	\$1,419,522

ANALYTICAL ASSUMPTIONS & REFERENCES

- | | |
|---|--|
| <p>(1) Target Group Data, last page this Appendix.</p> <p>(2) Based on 1975 sampling of 1231 citizen victims per Marquette University Citizen Witness Project.</p> <p>(3) Portion of total waiting time lost from job or profession: Median of 57.7% per Marquette University Citizen Witness Project (the 57.7% figure includes non-employment activity loss for all categories of respondents) and 1975 portion of Milwaukee Metropolitan population employed (43%) per <u>Milwaukee Journal</u>: "Metro. Milwaukee Business Indicators - 1975," January 4, 1976.</p> <p>(4) Includes portion of waiting time estimated as lost by students, housewives, retired, and all other unemployed.</p> <p>(5) 33.6% of total waiting time per Marquette University Citizen Witness Project. This implies that approximately 66.6% of productive hours lost are subject to income loss (.336 ÷ .504 = .666), or in other words, approximately 2/3 of Metro. Milwaukee employers do not pay for citizen/victim/witness absenteeism. Confirmed as reasonable by research staff of Milwaukee Employers Association, 2/27/76.</p> | <p>(6) Average hourly pay rate of employed Milwaukee metro area worker in 1975 of \$6.00 per hour (average of six reference sources including B.L.S. statistics) extended times productive hours subject to personal income loss. Additional cost of 50¢ per hour applies to all waiting time lost for parking, transportation, child care, and other expenses.</p> <p>(7) Productive hours lost by business community times \$6.00 per hour.</p> <p>(8) Base cost times absenteeism multiplier of 3.5 using mean of two empirical studies (National Council on Alcoholism) demonstrating that actual cost to business from absenteeism is several times the wages of employees absent.</p> <p>(9) Gross Business Community loss net of personal income wage loss at \$6.00 per hour, i.e., gross business loss net of employee wages avoided.</p> |
|---|--|

THE CRIMINAL INJUSTICE SYSTEM



165



HARL HAAS
DISTRICT ATTORNEY
MULTNOMAH COUNTY
PORTLAND, OREGON

1977

*Although having no financial resources to disburse to victims directly, the Multnomah County District Attorney's Victim Assistance Project is able to help victims with these problems through available community resources.
 **In Multnomah County, every felony victim and witness is informed of case status, disposition, and is involved in many of the decision-making processes and has input into the system.
 ***Because of the above services, victims in Multnomah County are developing more positive feelings about the criminal justice system.

ORGANIZED VICTIM/WITNESS PROGRAMS

• SERVICES ORIENTATION

- On-site Assistance
- Information and Referral
- Criminal Investigation Process
- Criminal Justice System Contacts
- Other

• SERVICES AND RESEARCH ORIENTATION

- Identification of Problems
- Cost/Effectiveness Studies
- Inputs into Crime Analysis:
Victim/Witness Typologies
- Uses of Research Findings

• ORGANIZATION

- Police
 - Passive
 - Active
- Police and Prosecutor
- Prosecutor
- Joint Advocacy

SUMMARY: PRESENT AND FUTURE ISSUES

- Traditional Levels of Citizen Involvement
 - Individual Contacts
 - Ad Hoc Group or Groups
 - Community Councils
 - Civilian Review Boards
 - Community Planning Councils
- Increasing Growth of Citizen Coalitions
- Emphasis on some citizen inputs by new legislative and executive requirements:
 - Citizen Participation Protocols: Federal Grants
 - Sunshine Legislation: State Statutes
 - PPBS, MBO, and Zero Based Budgeting: all variations on the systems approach--considers all the dimensions of a problem systematically
- Because of the limitations of each of these aspects of citizen roles in public policy issues, there has been developing an increasing awareness of the importance of mediating structures in the development of public policy.
- The manner in which the police and the criminal justice system take advantage of the notion and importance of mediating structures may affect the level of confidence of the citizens in the police as well as the emerging awareness of community and citizen responsibility for crime control.

STRATEGY DEVELOPMENT OUTLINE

STEP 1: PROGRAM SELECTION

Of all the patrol related programs that you have considered thus far in the training, list the one that your agency team agrees is the most needed and one that can be implemented.

Program Change:

STEP 2: PROBLEM-IDENTIFICATION

As a team, agree on the MAJOR problems your agency would have in implementing the program you have selected. List these problems.

Program Problems:

STEP 3: SOLUTION STATEMENTS

As a team, agree on solutions your agency could adopt in order to overcome the problems you have identified. List the solutions.

Problem Solutions:

STEP 4: STRATEGY OUTLINE

Use the form on the next page to outline your agency's strategy for implementing the MPO Program component you have selected. Please give the form to the trainer.

SESSION 13

DAY III

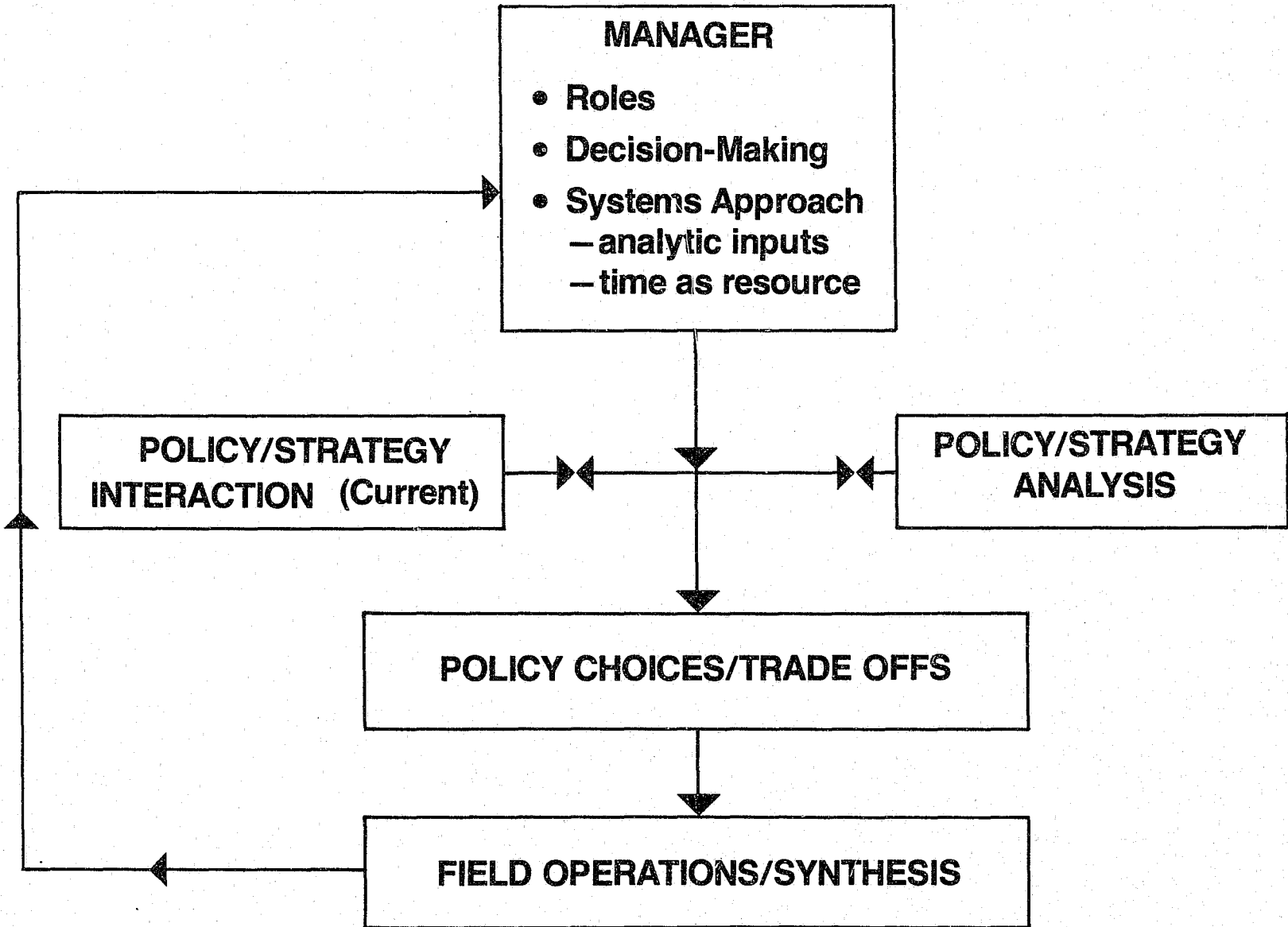
11:20 - 11:50 a.m.

SYNTHESIS/SUMMARY OF MANAGING PATROL OPERATIONS

In this session we will attempt to link together the individual sessions of the training program.

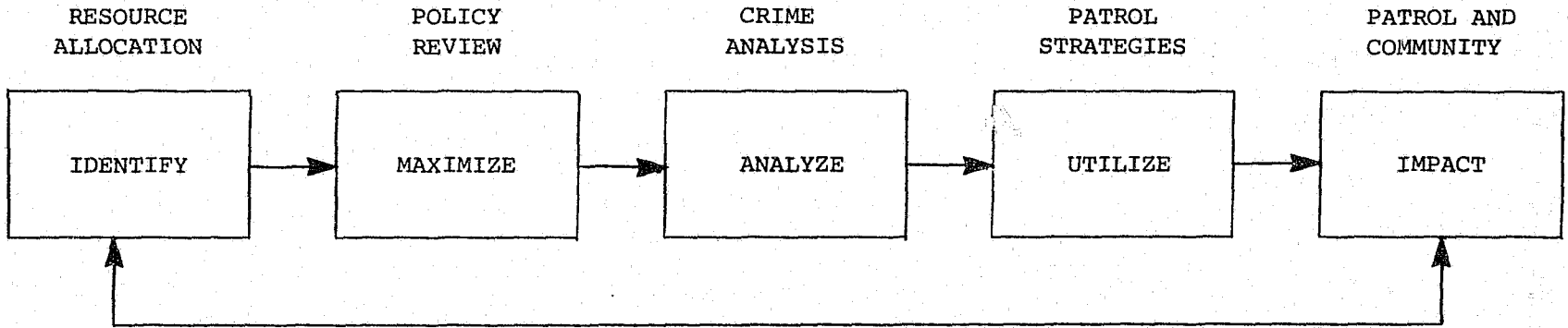
We will consider the internal and external factors that influence decisionmaking and discuss briefly some principles of change that must be considered if change is to be initiated and maintained.

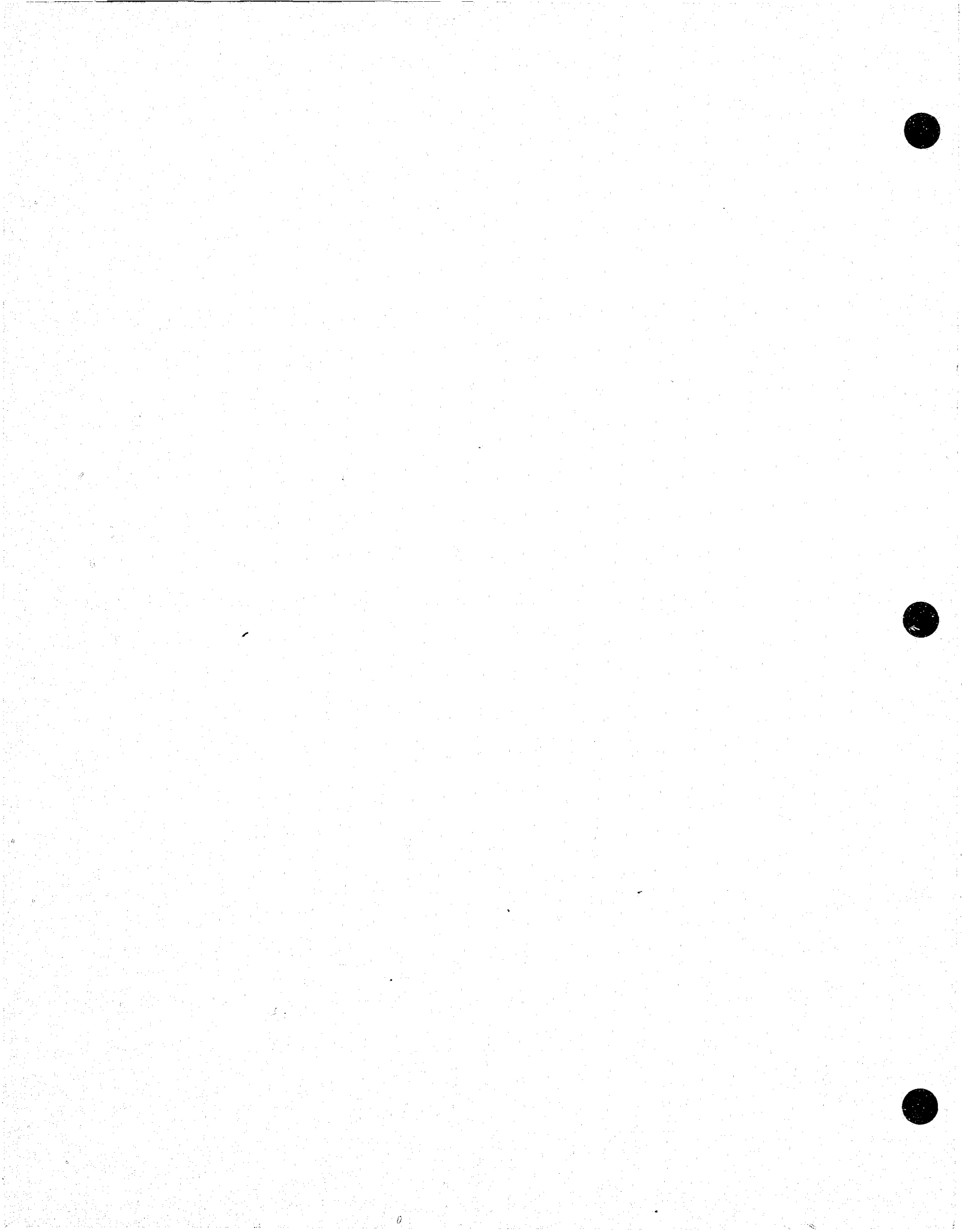
After the synthesis, there will be time for a discussion so we can review and address some issues or questions relating to the topics covered so far in the Management of the Patrol Operations program.



OUTCOMES OF COMPONENT ANALYSIS

MANAGEMENT OF AVAILABLE PATROL TIME





SESSION 14

DAY III

11:50 - 12:45 p.m.

STRATEGY OUTLINE

During this session, participants will work together as local agency teams and will outline a strategy for implementing one major change in current departmental policies--a change that will affect patrol operations.

The program change selected should be one that can benefit the agency most (and one that can be implemented). The specific program can be any one of those discussed during the training program. For example, refinement of existing workload analysis, new distribution policies, arrest diversion, use of paraprofessionals, prioritization of service calls, establishment of crime analysis capability, managed patrol programs, specialized patrols, citizen participation and/or educational programs, etc.

There will be four steps that should be followed in developing the strategy outline. They are described in the following pages.

SUMMARY OF STRATEGY OUTLINE

MPO PROGRAM SELECTED FOR IMPLEMENTATION: _____

AGENCY: _____ DATE: _____

OUTLINE OF STRATEGY:

SESSION 15

DAY III

12:45 - 1:15 p.m.

CLOSURE OF DAY III AND MPO WORKSHOP

Participants briefly review the Managing Patrol Operations training program and ask any final questions.



END