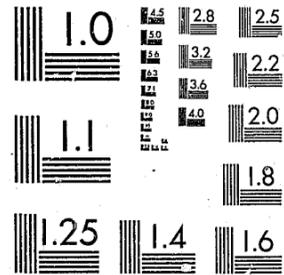


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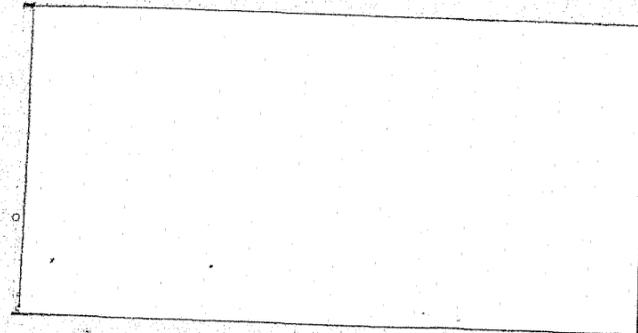
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Neighborhood Team Policing in
Winston-Salem, North Carolina:
A Case Study

by

Thomas White

November 1977

Prepared under Grant Number 76-NI-99-0030 National Evaluation of the Full Service Neighborhood Team Policing Program, from the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U.S. Department of Justice.

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Contract Report 5054-16



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ACQUISITIONS

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In May 1977, Thomas White made a final visit to Winston-Salem to review a draft of this case study with representatives of the police department. Their assistance in the review and verification process is greatly appreciated.

Thomas W. White
The Urban Institute

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PREFACE

In 1975, The Office of Technology Transfer (OTT) in the National Institute of Criminal Justice, Law Enforcement Assistance Administration, awarded grants to six demonstration sites for the purpose of testing the "Full Service Neighborhood Team Policing" concept. The Urban Institute received a grant to conduct "the national evaluation" of the demonstration project. Between the last quarter of 1976 and the third quarter of 1977, The Urban Institute made multiple visits to the demonstration sites and conducted an evaluation of the implementation of team policing at the sites. The evaluation has been documented in eight separate reports.¹ Six of the reports are

1. The reports are:

- White, Thomas and Gillice, Robert. "Neighborhood Team Policing in Boulder, Colorado: A Case Study," The Urban Institute, Contract Report 5054-11, September 1977.
- Regan, Katryna. "Neighborhood Team Policing in Elizabeth, New Jersey: A Case Study," The Urban Institute, Contract Report 5054-12, September 1977.
- Bell, James and Horst, Pamela. "Neighborhood Team Policing in Multnomah County, Oregon: A Case Study," The Urban Institute, Contract Report 5054-13, September 1977.
- Regan, Katryna. "Neighborhood Team Policing in Hartford, Connecticut: A Case Study," The Urban Institute, Contract Report 5054-14, September 1977.
- Bell, James and Horst, Pamela. "Neighborhood Team Policing in Santa Ana, California: A Case Study," The Urban Institute, Contract Report 5054-15, September 1977.
- White, Thomas. "Neighborhood Team Policing in Winston-Salem, North Carolina: A Case Study," The Urban Institute, Contract Report 5054-16, September 1977.
- White, Thomas; Horst, Pamela; Regan, Katryna; and Bell, James. "Evaluation of LEAA's Six-Site Full Service Neighborhood Team Policing Demonstration: A Summary Report," The Urban Institute, Contract Report 5054-17, September 1977.
- Horst, Pamela. "LEAA's Implementation of the Full Service Neighborhood Team Policing Demonstration," The Urban Institute, Contract Report 5054-09, September 1977.

case studies for the demonstration sites which were: Boulder, Colorado; Elizabeth, New Jersey; Hartford, Connecticut; Multnomah County, Oregon; Santa Ana, California; and Winston-Salem, North Carolina.

A detailed portrayal of how the program was designed and implemented by The Office of Technology Transfer is the subject of one report while another report summarizes the experiences of the entire evaluation.

Each case study--this one included--follows a standard format, addressing a similar set of topics including the background of the department, planning and implementation of team policing components, and the consequences.

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I. INTRODUCTION

A. SUMMARY

Of the six sites participating in the LEAA-sponsored National Demonstration of the Full Service Neighborhood Team Policing concept, Winston-Salem decentralized more responsibilities to its two experimental teams than any other site. Out of the 20 elements The Urban Institute identified in a review of LEAA literature on team policing sent to the sites, 16 are known to have been implemented in the team areas. One reason for this is that studies about the implementation of team policing had been made two years prior to the LEAA demonstration grant. According to the department's Director of Operations, the team policing grant was fortuitous in that "it gave [Winston-Salem] the structure and the money to do what we were going to do anyway."

Team policing was officially implemented in April 1976. Two areas of the city were selected as team "neighborhoods." A third area was selected as a comparison or control area. Responsibility for areas outside of the teams' boundaries, including the control area, was assigned to platoons manned by both regular patrol officers and public safety officers (PEOs). The Public Safety Officer concept involves a decentralization of police and fire services; that is, public safety officers are trained in police and firefighting work and answer both types of calls. Regular patrol officers answer only police calls. The platoon areas are designated Public Safety Officer areas. More information on this concept is contained in Chapter II, Section M, "City Government Reorganization."

A little over a year after team policing became operational, the Winston-Salem Police Department began making plans to decentralize police services in all parts of the city. The main impetus for this decision was a hiring freeze that went into effect in the city in January 1975. After reviewing the experiences with the team policing experiment and the efforts to combine police and fire services, the Deputy City Manager proposed that, with no additional personnel, all the city should be divided into districts so that police and fire services could be decentralized. A target date for implementation of decentralization has been set for January 1978. However, at this time, a decision is still forthcoming as to what is the best scheme for decentralization in Winston-Salem.

B. NEIGHBORHOOD TEAM POLICING OBJECTIVES IN WINSTON-SALEM

The main outcome objectives listed in Winston-Salem's grant proposal were:

- increase solution of criminal offenses;
- improve public support and community attitudes toward police;
- improve officer job satisfaction; and,
- improve police attitudes towards community.

Decentralizing the functions of the detectives was accomplished without any apparent degradation in the solutions of criminal offenses investigated. The local media generally carried favorable reactions to the team policing experiment indicating public support for the program. Officer job satisfaction remained steady although the vast majority of team officers believed that the program improved the department. Compared to a sample of officers surveyed prior to the implementation of the two teams, team officers held a higher opinion of their community relations work. Crime rates decreased in the team areas; however, the drop cannot be confidently attributed to team policing since the drops in the control area and the rest of the city were also noted.

II. BACKGROUND

A. THE WINSTON-SALEM SETTING

The current population of Winston-Salem is estimated to be 140,000 persons. A 1970 census gives the following information: area, 61 square miles; main industries, tobacco and textiles; population, 132,913; population at poverty level, 14 percent; black population, 32 percent.

Of the six LEAA team policing demonstration sites, Winston-Salem has the highest percent of population in poverty. (Hartford, Connecticut ranked second in 1970 with 13 percent in poverty.) The section of Winston-Salem selected for team policing contains about one-fifth of the city's population; however, residents in the team areas are 90 percent black and about one-third of them live in poverty.

Compared to other demonstration cities, the education level of the adult population in the team areas is low: according to The Urban Institute survey of 100 citizens in January 1976, 75 percent of those surveyed had an 8th grade education or less. The percent of the adult population residing in team areas with an 8th grade education or less ranged between 1 percent (in Boulder, Colorado) to 14 percent (in Hartford) among the other team policing demonstration sites.

In 1975, the number of UCR Part I crimes per 1,000 population was about 81 (for the entire city), which is higher than the national average of 53 per 1,000 population or the rate of 77 per 1,000 population for cities with populations in the range from 100,000 to 250,000.¹ Part I Crime in the team

1. Federal Bureau of Investigation, Uniform Crime Report, 1975.

areas were 14 percent² lower in the last quarter of 1976 compared to the same period in 1975 (before team policing). In the control area selected by the Winston-Salem Police Department, during the same time period, Part I Crime dropped 8 percent. In 1975, the citywide number of Part I crimes increased 12 percent following a 16 percent increase in 1974.

B. TWO TEAMS AND A COMPARISON AREA

Team policing started operations in April 1976; two team areas were formed and a comparison area which had demographic characteristics very similar to the team areas was selected by the department. The team areas contain about 20 percent of the city's population (10.4 percent in team one and 9.2 percent in team two); the control area contains about 9 percent.

C. POLICE BUDGET AND PERSONNEL

The Winston-Salem police expenditures were \$6.2 million for the fiscal year ending June 30, 1976. The team policing grant of \$179,000 is equal to 2.8 percent of one year's expenditures.

Overall increases in expenditures between 1973 and 1976 have averaged 12 percent per year which can be broken down into two components: (1) expenditures per personnel have increased on the average 9 percent per year; and (2) the number of personnel have increased on the average 3.6 percent per year. Compared to other cities, the expenditures per capita for law enforcement in Winston-Salem are in the middle of the distribution shown in Figure 1.

2. Twenty-four percent for Team I, but only three percent for Team II.

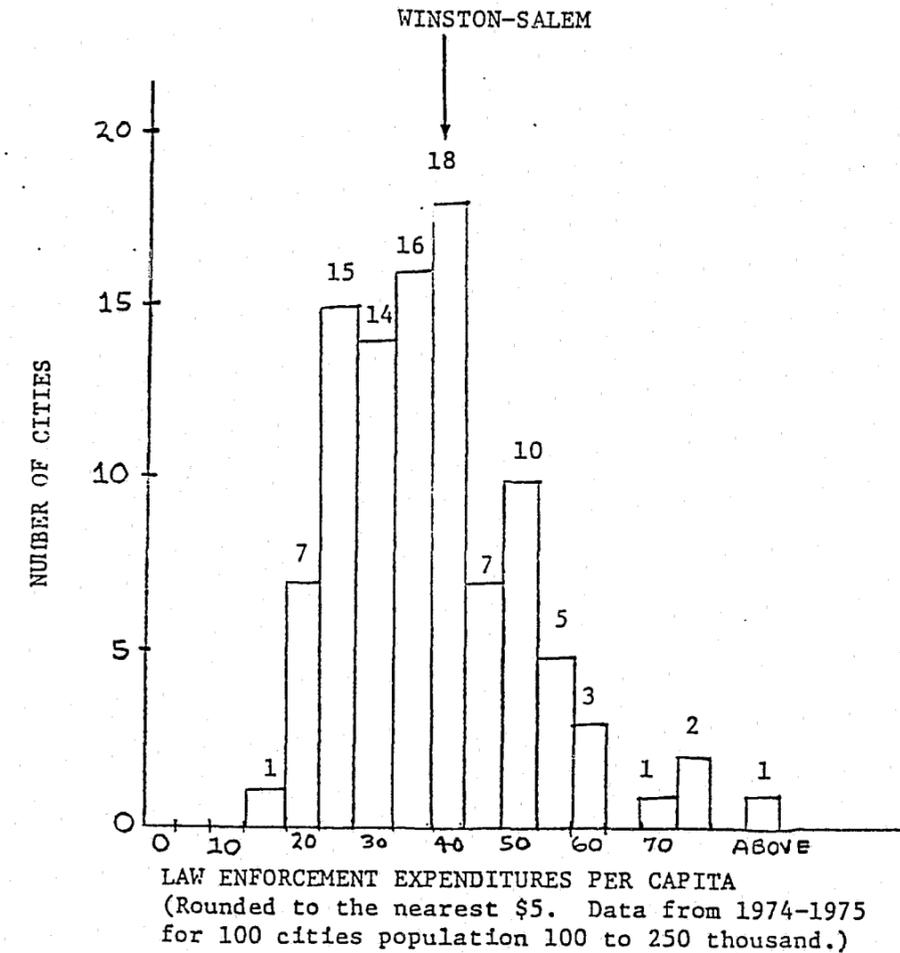


FIGURE 1: DISTRIBUTION OF CITIES ACCORDING TO PER CAPITA EXPENDITURES ON LAW ENFORCEMENT, 1974-1975

Source: City Government Finances in 1975, U.S. Department of Commerce, Bureau of the Census, No. 4.

Changes in number of personnel in Winston-Salem as compared to other cities in the 100,000 to 250,000 range of population are shown in Figures 2 and 3. In 1974, the trend was for increasing number of personnel and Winston-Salem was among the higher growth rate cities; however, in 1975, the growth slowed. Winston-Salem was among the 13 percent of cities that had declines in the number of personnel in 1975.

Although the team policing program was introduced at a time when the number of personnel was decreasing slightly, expenditures per police employee were increasing fast enough so that total expenditures were also increasing. Total annual expenditures and numerical strength data are shown in Table 1.

TABLE 1: TOTAL POLICE EXPENDITURES AND PERSONNEL

Fiscal Year Ending	Expenditures and Outstanding Purchase Orders* (\$ Million)	Total Numerical Strength Personnel**	Percent Change in Personnel	Dollars Per Personnel (\$ Thousands)
June 30, 1973	\$4.393	360		\$12.2
June 30, 1974	(missing)	413	+15%	(missing)
June 30, 1975	\$5.594	404	- 2%	\$13.8
June 30, 1976	\$6.238	396	- 2%	\$15.8

*Source: Computer printouts "Statement of Appropriations, Expenditures, and Encumbrances," City of Winston-Salem.
 **Source: Consolidated Daily Report for June 30 of years listed.

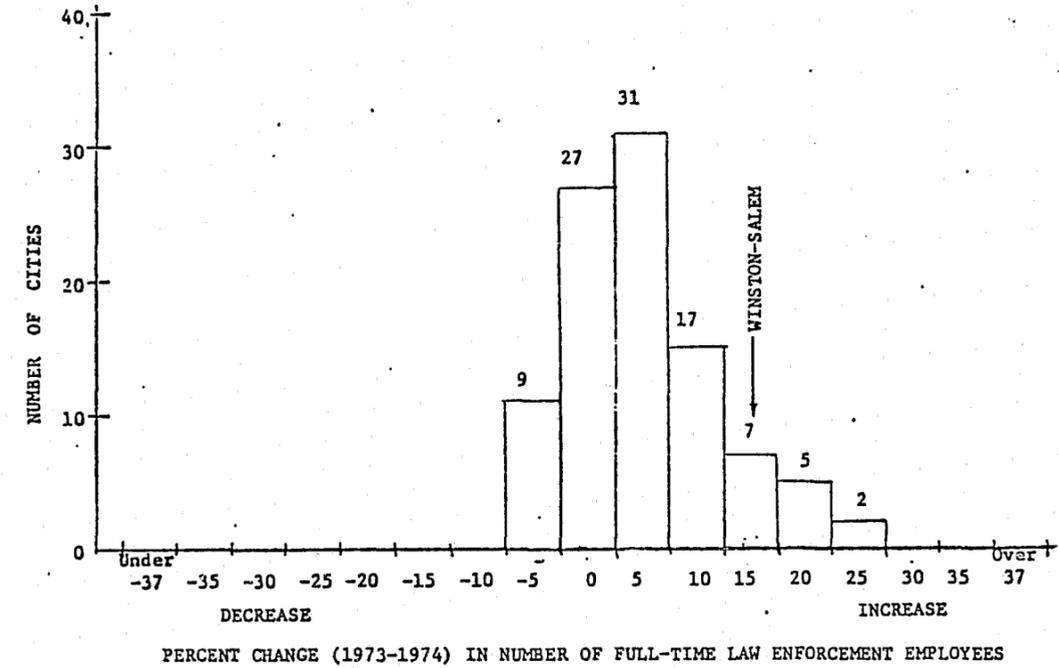


FIGURE 2: GROWTH IN WINSTON-SALEM POLICE DEPARTMENT PERSONNEL AS COMPARED TO OTHER CITIES, 1973-1974

Source: Government Employment, 1974, Bureau of the Census

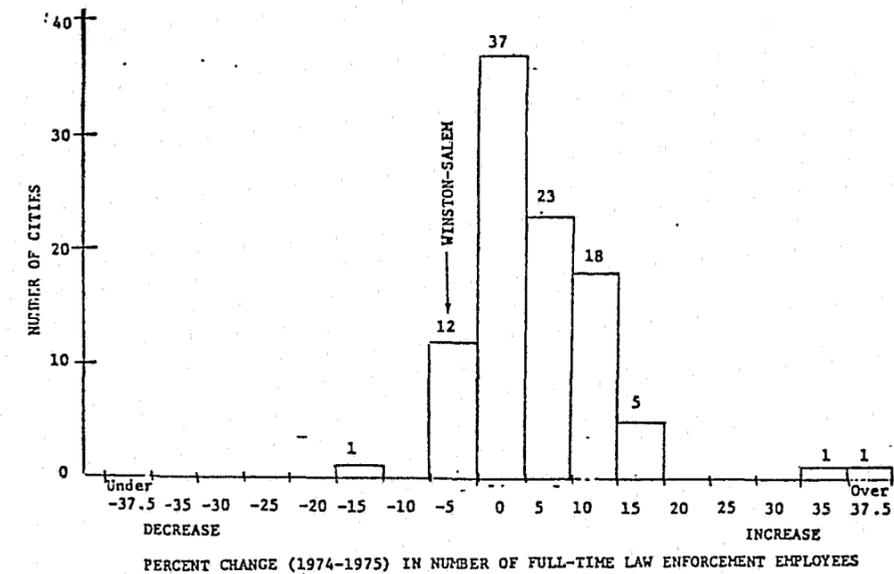


FIGURE 3: GROWTH IN WINSTON-SALEM POLICE DEPARTMENT PERSONNEL AS COMPARED TO OTHER CITIES, 1974-1975

Source: Government Employment, 1974, and Government Employment, 1975, Bureau of the Census.

The largest categories of expenditures for the fiscal year ending June 30, 1976 were "general patrol" (which accounted for 48.4 percent of the total) and "criminal investigation" (11.4 percent). The full breakdown of expenditures is shown in Table 2.

TABLE 2: PERCENT BREAKDOWN OF FISCAL YEAR 1976
POLICE EXPENDITURES AND ENCUMBRANCES

Category	Percent
General Patrol	48.4
Criminal Investigation	11.4
Community Services Unit	7.6
Police Records, Statistics, Evidence	6.6
Traffic Enforcement Unit	5.4
Chief's Office	4.5
Career Development	3.5
Juvenile Squad	2.4
Supplies	2.2
Planning and Research	1.9
Transportation	1.7
Warrant Squad	1.6
School Guards	1.0
Crime Prevention	0.9
Incentive Program for Boys	0.9
Total	100.0%

Source: Account Balances as of 6/30/76

On average, during the fiscal year ending in 1976, the cost of one patrol officer was \$16,229 of which about 83 percent was for labor, 15 percent for vehicles and 2 percent for other categories. A breakdown of expenditures for the patrol units for fiscal year 1976 is shown in Table 3.

On April 1, 1976, two team policing areas were formed and staffed by 75 officers leaving 145 officers to patrol the remainder of the city. Thus

TABLE 3: BREAKDOWN OF EXPENDITURES FOR GENERAL PATROL
(FISCAL YEAR ENDING 1976)

Expenditures	Average Dollars Per Patrol Personnel*
Salary and Paid Leave	\$12,532
Employee Benefits	965
Vehicles	2,438
Other	294
Total	\$16,229

*Assumes 193 patrol personnel. In June 1975, there were 160 patrol personnel and in June 1976 there were 225.

Source: Statement of Appropriations, Expenditures and Encumbrances, dated June 1976.

the teams absorbed roughly one-third of all patrol personnel. Assuming the budget for teams is proportional to the number of team personnel (193 on the average), then the annual budget for the teams would be about \$1.06 million out of the annual patrol budget of about \$3.1 million.

D. ORGANIZATIONAL CHANGES--1973 TO 1977

Significant organizational changes have been implemented in the Winston-Salem Police Department between 1973 and 1977. The proportion of officers qualified in both fire and police work (Public Safety Officers) has increased from 13 percent in 1973 to 36 percent in 1976. The number of detectives has almost been cut in half between 1975 and 1976. Team policing was introduced at a time when many other changes were also being implemented.

The total number of personnel listed on the police department rosters reached a high of 332 during 1974 and 1975 and dropped back to 318 as of April 1976. A freeze on hiring went into effect in January 1975; the recruit class has dropped to zero in 1976 as contrasted to 17 in August 1975. The number of personnel for the years 1973, 1974, 1975 and 1976 is shown in Table 4 by type of assignment. Notable trends that can be observed in Table 4 are the following:

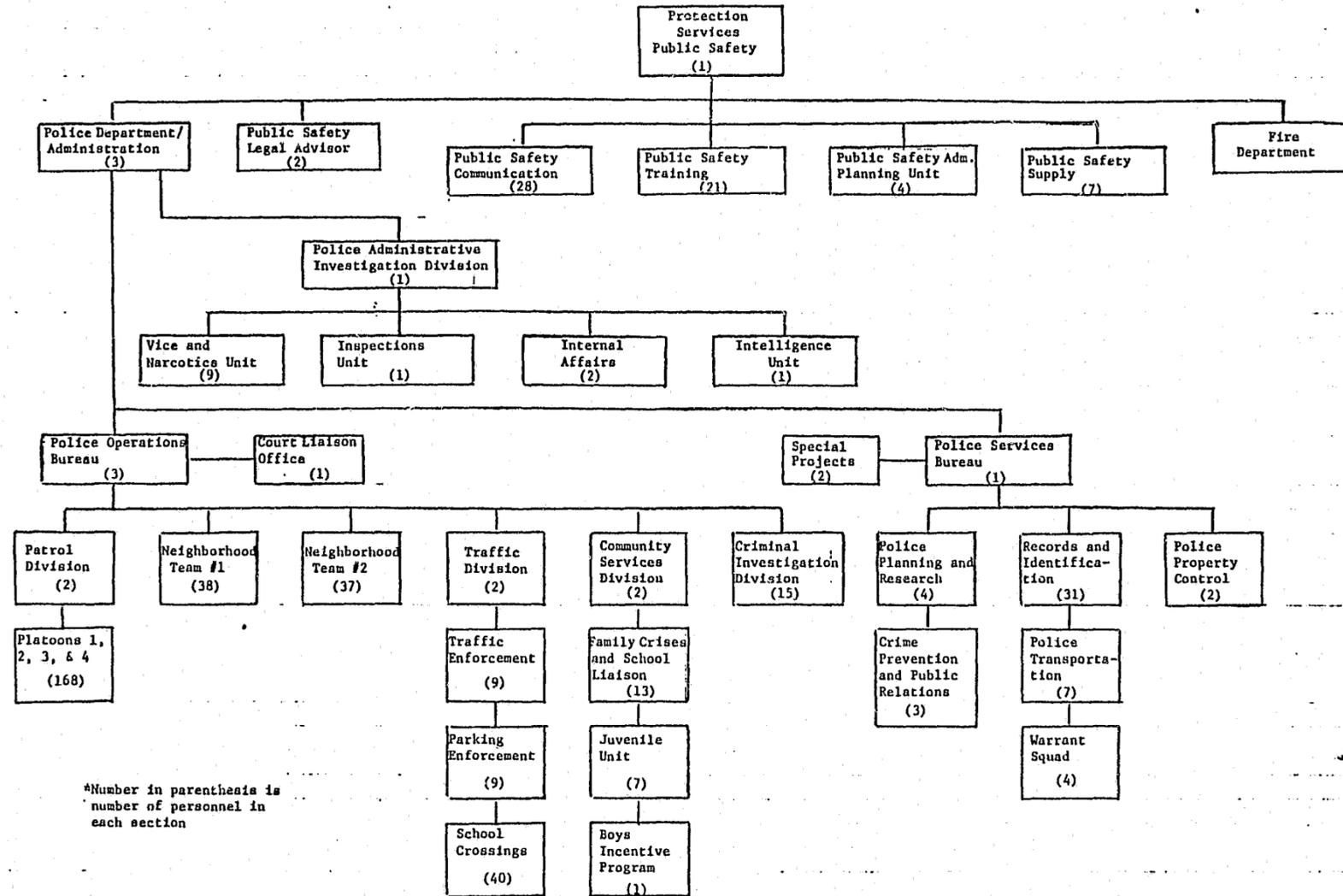
- The number of Public Safety Officers has been rising; over the last four years from 38 in 1973 to 116 in 1976. Forty PSOs are assigned to teams.
- The strength of the investigation divisions (criminal and administrative) has dropped markedly from 49 in 1975 to 27 in 1976.

The organization chart as of July 1976 is shown in Figure 4. The assignment shifts accompanying the implementation of team policing on April 1, 1976 are illustrated in Figure 5. The left side of the figure shows the department strength as of August 1975 broken down by assignment categories. On the right side is a similar display for April 1976. In the middle, the larger numbers of personnel shifting from their 1975 to 1976 assignments (only personnel changes larger than seven people) are shown. For example, 28 detectives from the 1975 Criminal Investigation Division were assigned to the platoons in 1976. The data used to construct Figure 5 are shown in Table 5, while more detailed data on personnel assignment changes are contained in Table 6.

TABLE 4: NUMBER OF PERSONNEL 1973 TO 1976 APPEARING ON ROSTERS

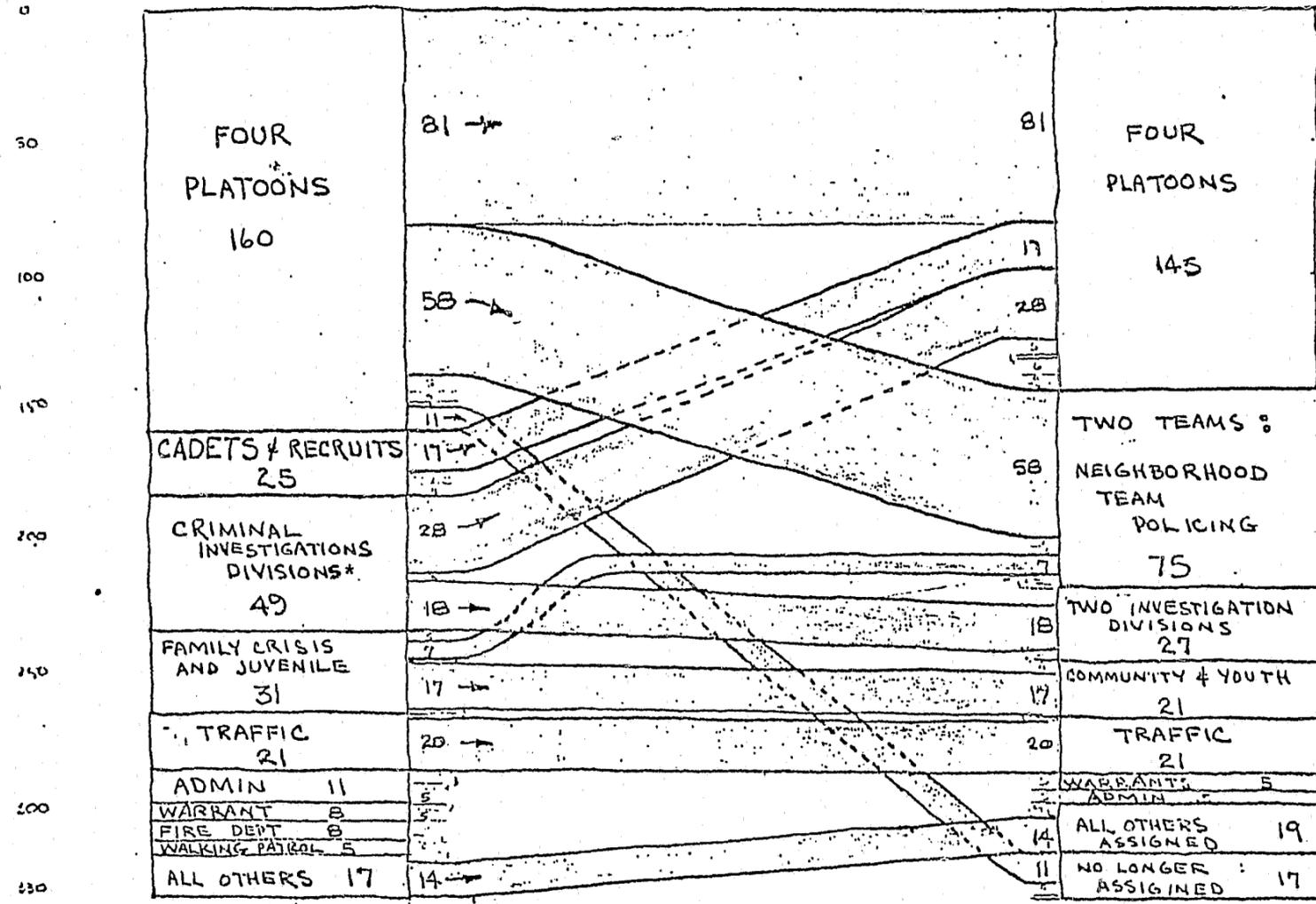
Assignment	Number of Personnel			
	April 16 1976	August 1975	July 1974	July 1973
Four Platoons (Total)	(145)	(160)	(143)	
Patrol Capt.	1	1	0	0
Lieutenants	4	4	4	4
Sergeants	20	27	27	27
Investigators	16	0	0	0
CPL's & Officers	28	40	59	74
Public Safety Officers	76	88	53	38
Two Teams (Total)	(75)	0	0	0
Lieutenants	2			
Sergeants	8			
Detectives	2			
CPL's & Officers	23			
Public Safety Officers	40			
Watch Commanders			6	6
Traffic Enforcement	21	21	18	17
Criminal Investig. Div.	13	49	37	32
Adm. Investig. Div.	14			
Community and Youth Div.'s	21	31	39	30
Warrant Squad	5	8	8	7
Services Division	6	5	4	3
Planning & Research	5	3		
Recruit Class		17	32	22
Cadets	1	5	8	
Academy		3	3	4
Tactical Platoon			11	11
Administration	5	11	15	12
Walking Patrol		5		
All Others	7	14	8	8
Grand Total	318	332	332	295

ORGANIZATION CHART
WINSTON-SALEM*
July 1976



12

FIGURE 4: ORGANIZATION CHART--JULY 1976--WINSTON-SALEM POLICE DEPARTMENT



POLICE DEPT AUGUST 1975 MAJOR PERSONNEL CHANGES POLICE DEPT APRIL 1976

*Includes both "CID" and "SEU" divisions.

FIGURE 5: WINSTON-SALEM POLICE DEPARTMENT REORGANIZATION FOR TEAM POLICING

TABLE 5: BACKUP DATA FOR FIGURE 5--PERSONNEL CHANGES BETWEEN AUGUST 1975 AND APRIL 1976
IN WINSTON-SALEM POLICE DEPARTMENT

Assignment on August 1975 Roster	NUMBER OF PERSONNEL BY ASSIGNMENTS AS OF APRIL 16, 1976									
	TOTAL	platoons	Teams	Invest- igations	Community & Youth	Traffic	Warrant	Admin.	Other	No Longer Assigned
TOTAL	335	145	75	27	21	21	5	5	19	17
Platoons	160	81	58	5	4	1				11
Recruits, cadets, unlisted	25	17	2						2	4
Criminal Investigations Div.	49	28	3	18						
Family Crisis & Juvenile Divisions	31	5	7	1	17				1	
Traffic Enfor. Division	21	1			20					
Administrations	11	1		3			5		2	
Warrant Squad	8		2				5			1
Fire Dept.	8	6	2							
Walking Patrol Section	5	4	1							
Other Assignments	17	2							14	1

Source: Personnel Rosters dated August 1975 and April 16, 1976.

TABLE 6: PERSONNEL CHANGES BETWEEN AUGUST 1975 AND APRIL 1976 IN THE WINSTON-SALEM POLICE DEPARTMENT

ASSIGNMENT AS OF AUGUST 1975 ROSTER	NUMBER OF PERSONNEL BY ASSIGNMENT AS OF APRIL 16, 1976													
	Total	Four Platoons	Team I	Team II	Traffic	Criminal Investigation Div.	Admin. Inv. Division	Community and Youth	Warrant Squad	Planning & Research	Service Division	Administrations	All Other Assignments	No Longer Assigned
TOTAL	335	145	38	37	21	13	14		5	5	6	5	8	17
FOUR PLATOONS	160	81	31	27	1		5	4						11
Criminal Investigation Divisions	49	28	1	2		12	6							
Family Crisis	20	2	3	3		1		10		1				
Juvenile Division	11	3		1				7						
Traffic	21	1			20									
Fire Department	8	6		2										
Walking Patrol	5	4		1										
Warrant Squad	8		1	1				5						1
Administration	11	1					3		2		5			
Recruits and Cadets	22	15	2										1	4
Not Assigned as of August '75	3	2											1	
All Other Assignments	17	2							3	5		6		1

Source: Personnel Rosters dated August 1975 and April 16, 1976.

After April 1976, when team policing started, the total number of sworn personnel declined as shown in Table 7. Both the teams and the platoons had a net decline in personnel.

Teams differ from platoons in two significant aspects. First, teams have a lower percent of personnel who had previous assignments in the detective units or were recruits or cadets in 1975. Second, teams have a lower percent of personnel called "investigators." The percent composition of teams as compared to platoons is shown in Table 8 for position of personnel and Table 9 for previous assignments.

The reader may question how Winston-Salem could carry out drastic personnel shifts without causing labor problems. There is no police labor union in Winston-Salem. Labor relations are defined by the department's policies and procedures manual.

TABLE 7: CHANGES IN NUMBER OF SWORN PERSONNEL DURING TEAM POLICING DEMONSTRATION PERIOD

Assignment	Number-of Sworn Personnel in the Winston-Salem Police Department		
	April 1976	August 1977	Net Change
Four Platoons	145	139	-6
Two Teams	75	74	-1
Investigations (2 divisions)	27	28	+1
Community & Youth	21	21	0
Traffic	21	19	-2
Warrants	5	4	-1
Administration	5	7	+2
All Others	19	21	+2
Total	318	313	-5

TABLE 8: COMPARISON OF PERSONNEL COMPOSITION IN TEAMS AND PLATOONS

Position	Percent Composition of Personnel by Position	
	Teams	Platoons
Captain	0%	0.7%
Lieutenants	2.6%	2.8%
Sergeants	10.7%	13.8%
Detectives	2.7%	--
Investigators	--	11.0%
Captains and Police Officers	30.7%	19.3%
Public Safety Officers	53.3%	52.4%
TOTAL	100.0% (N=75)	100.0% (N=145)

TABLE 9: COMPARISON OF PREVIOUS ASSIGNMENTS IN TEAMS AND PLATOONS

Previous Assignment	Percent Composition of Personnel by Previous Assignments	
	Teams	Platoons
Platoons	77.3%	55.9%
Recruits, Cadets	2.7%	11.7%
Criminal Inv. Divisi	4.0%	19.3%
Family and Juvenile Division	9.3%	3.4%
All Other	6.7%	9.7%
TOTAL	100.0% (N=75)	100.0% (N=145)

E. PRE-GRANT ACTIVITIES

On February 10, 1965, the possibility of receiving LEAA funding for team policing was first communicated to Winston-Salem by the director of the North Carolina State Planning Agency (SPA). One week later, the police department received tentative approval from the city manager to seek funding. On March 10, 1975, Louis Mayo (LEAA Office of Technology Transfer) and Ron Lynch (Public Safety Research Institute consultant) conducted a site visit to determine if Winston-Salem would be selected as a demonstration site.

The department was highly recommended according to Ron Lynch's site visit report and, on March 24, 1975, Winston-Salem personnel started writing the first draft of the team policing grant application which was completed in three weeks. The budget was later revised at the suggestion of Louis Mayo and the grant application was officially approved by the city government on May 5, 1975. The North Carolina SPA received the grant application on May 8, 1975 and two months later the first news on the application came from a Winston-Salem reporter who called the police department to say that the grant had been awarded. On August 8, one month after the grant award was announced, the mayor signed the team policing contract which was in the form of a sub-grant from the SPA. The grant application was prepared primarily by Lt. Talmadge Leach who is a veteran of 30 LEAA grant applications prepared since 1969.

According to Major Maston, director of operations, the team policing grant was fortuitous. "It gave [Winston-Salem] the structure and the money to do what we were going to do anyway."³

F. SUMMARY OF THE GRANT APPLICATION AND PREVIOUS PLANS

The grant application contains a budget of \$179,000 which was intended to support an 18-month demonstration ending December 1976. An extension of the demonstration period to June 1977 was subsequently requested. A breakdown of the budget is shown in Table 10.

TABLE 10: TEAM POLICING GRANT FUNDS IN WINSTON-SALEM, NORTH CAROLINA

Item	Budgeted	Expenditures	
		Actual Through March 1977	Projected Through June 1977
Personnel ^a	127,446	78,139	127,389
Operating	10,854	7,514	10,560
Travel	19,000	10,981	14,781
Equipment and Supplies ^b	7,000	3,545	6,642
Contractual ^c	14,700	4,000	12,700
Total	179,000	104,176	172,072

a. Includes one full-time secretary and one police captain for about 13 man months as well as \$90,000 to cover overtime for training (200 officers for 40 hours each plus 50 police managers, 20 hours each). Remainder pays for team offices.

b. Mostly for office equipment: furniture and supplies.

c. Contains \$10,000 for a local evaluator plus \$4,700 for surveys of police and citizens.

3. Statement made during a presentation at the Hartford Conference on Neighborhood Team Policing held October 27-29, 1976. The conference was one of a series of LEAA-funded workshops designed to spread the full service neighborhood team policing technology.

The grant application said that there were tentative plans⁴ "to eventually expand the Neighborhood Team Policing concept citywide, embracing the Public Safety Officer (PSO) concept as well."⁵ Under the PSO concept, officers are trained for both police and fire duties. Fire stations are staffed by a minimal complement (supervisors and drivers) and PSO officers who normally work as police officers also respond to fires in their districts.

Studies about the implementation of team policing had been made during the two years prior to the grant application.⁶ For example, a report⁷ dated October 1974 contained a plan to divide the city into three districts, each commanded by a captain who would have 24-hour responsibility for the district. Other elements of team policing contained in the report include:

- stacking of calls so that a minimum number of response cars have to cross district lines;
- training for the districting concept;
- deployment of personnel based on workload; and,
- districts to set objectives, officers encouraged to contribute to decisions on policy.

The primary purpose of the report was to offer a plan that would meet objectives that include:

- stimulation of citizen cooperation in crime prevention;
- closer contact between police and citizens;
- reduction in crime;
- increase in detection and apprehension of offenders;
- stabilization of assignment (i.e., reduced movement of an officer among areas in city); and,
- increase job satisfaction.

4. On August 5, 1975, the Public Safety director Mr. Pomrenke issued a memorandum announcing to the department the establishment of the Full Service Neighborhood Team Policing Program. Commenting on the future of team policing, Pomrenke wrote, "Based on the success of the program, the NTP concept will either be expanded or abandoned at the end of the operational phase of the grant."

5. As of this report, the plans to expand team policing citywide were still tentative.

6. Grant Application, p. 4.

7. "Public Safety District Policing. An Operational Plan for the Winston-Salem Police Department," October 4, 1974.

The plan was not accepted by the Director of Public Safety and was not implemented.

The grant application is brief and does not define many details about the implementation of team policing. Winston-Salem typically appoints task forces to do planning, and the team policing proposal follows suit. A task force was scheduled to be recruited from the Administration, Planning and Research, Traffic, Detective, Community Service Unit (CSU), and Records sections of the department. The originally scheduled starting date for two teams was December 1975, but in fact the planning period was extended and the teams did not start operating until April 1976. The expected results as written in the grant proposal are as follows:

- Team manager will have command of a fixed area manned by a group not subject to transfers to other units.
- Participative management will be used to set team objectives.
- Team meetings and interactions with citizens will increase flow of information resulting in an increased solution rate of crimes.
- Public support for police will increase due to increased communications between police and citizens, and referrals.
- Police will develop more empathy for the citizens.
- Job satisfaction of police will increase due to increased responsibility and authority. Decisions will be made at lower levels.
- Better scheduling will permit more time to perform police services.
- Officers will be better trained.
- Neighborhood team headquarters will provide citizens easier access to the police.

The job of planning the details of implementation were left to the task force.

G. EARLY PLANNING PERIOD

The planning period lasted approximately eight months. The task force started work the end of August 1975 and the teams became operational April 1, 1976. Winston-Salem officials opted for extended planning prior to implementation and cited two main reasons. First, other departments were thought to have rushed into team policing without proper planning and consequently had to start over to eliminate mistakes. Second, input from all levels of the department was desired (participatory management).

On August 27, 1975, a Project Review Task Force was formed to plan the implementation of team policing. Major Maston, head of operations, reports that Winston-Salem officials got the idea to use a task force from the LEAA Prescriptive Package on Team Policing.⁸ Eight Sub-Task Force Committees⁹ were each assigned specific duties and were to submit their alternatives to the Project Review Task Force for approval.

The starting date of August 27, 1975 represented a delay in the planning process which originally was to have produced a report on the programming planning phase by August 31, 1975, according to a special condition added by

8. Bloch, Peter and Specht, David. Prescriptive Package: Neighborhood Team Policing, U.S. Department of Justice, LEAA, December 1973, pp. 50-56.

9. The sub-task forces were:

- (1) Budget,
- (2) Education and Training,
- (3) Communications,
- (4) Evaluation,
- (5) Planning and Research,
- (6) Policy/Procedure,
- (7) Goals and Objectives, and
- (8) Legal.

The sub-task forces reported to the Project Review Task Force headed by Chief Surratt and Mr. Pomrenke, Director of Public Safety. The size of the sub-task forces ranged from a low of three people (Legal) to a high of eleven people (Goals and Objectives).

LEAA to the grant. However, the official date of the award was August 1, 1975 and on the night of August 12, the so-called "Liberty Street Incident"¹⁰ erupted which subsequently kept police officials busy for over two weeks investigating and writing a report. Another delay was experienced when the police administration decided that because team policing was a completely new idea for many of the members of the task force, the members should first receive background information on team policing. Consequently, during September 1975 the task force members attended four day-long training sessions and November 15, 1975 was set as a target date for submitting an implementation plan to LEAA as specified by the special conditions of the grant.

H. TEAM POLICING POSITION PAPER

By October 7, 1975 the Project Review Task Force submitted a position paper on FSNTF for review of the members and the chairmen of each sub-task force. The cover memo stated that,

"The basic theme of the position paper was taken mainly from two booklets--'Team Policing - Seven Case Studies' published by the Police Foundation and 'Neighborhood Team Policing,' a Prescriptive

10. The eight blocks between 12th and 19th streets on Liberty Street are known as "the strip" which later became part of Team II's area. On August 12, 1975--8 months before Team II became operational--the strip was the scene of an incident involving gunfire, attacks on police officers, a civilian being shot by another civilian. Tempers were high, some local citizens believed that the civilian was shot by the police. The incident is meticulously documented by Chief Surratt. (Report to the Public Safety Committee of the Board of Aldermen in Public Meeting, August 26, 1975, "Liberty Street--The Strip Incident of August 2, 1975" by Thomas A. Surratt. Also see untitled Appendix on incident.)

Package booklet published by LEAA. Only broad general topics are presented in the position paper from which your committee may modify, make more specific, disregard completely or recommend for approval without change. There may be other topics not mentioned which need to be considered for this Department."

The position paper made specific recommendations on the boundaries of two team areas plus a control area and said that the teams should have responsibility for patrol, criminal investigation, crime prevention, community/youth services, planning, evaluation, resource allocation and in-service training. The implementation was characterized as an experiment (rather than a "demonstration" as specified in the LEAA description of the program). Furthermore, the contingency was adopted that should the team policing experiment "prove to be in conflict with the police mission and/or adversely [affect] the department" then the team policing operating mode would be abandoned. A deadline of November 7, 1975 was set for the approval of all sub-task force plans by the Project Review Task Force.

Discussion on a wide range of implementation topics continued. A decision was made not to use grant funds for hiring trainers but rather to raise city funds which would permit the department to avoid a time consuming process of getting bids. The role of the team manager was debated. Is a team manager needed? What would the line of authority be? There were questions about how much followup investigations would be conducted by the teams, whether team goals and objectives could be measurable, and if a reward system should be devised.

1. LACK OF ENTHUSIASM AMONG SOME OFFICERS

A member of the training sub-task force, Officer H. L. Middleton, visited Multnomah County, Oregon, October 12-17, 1975, to observe their team policing training sessions, but upon arriving in Multnomah decided that the training there was similar to that he had received in Winston-Salem. Officer Middleton elected not to attend the Multnomah training, but rather to observe the department's operations. He noted optimism at the level of lieutenant and above, but said that the majority of the sergeants and nearly all deputies with whom he spoke were negative about team policing. Pessimism about team policing was also observed within the Winston-Salem task force at about the same time. Lt. Leach, Team Policing project leader, noted in a memo dated November 19, 1975, that, after talking with several task force members and other officers in the department, he had the feeling that "interest in NTP has declined" and some officers even asked if it had been "dropped completely."

The negative attitude toward team policing ran counter to the desires of Chief Surratt who has stated that he obligated himself by asking for the LEAA grant and that he wanted the team policing program to succeed. Lt. Leach urged task force members to make every effort to attend the meetings "and perhaps we can regenerate some enthusiasm."¹¹ In spite of Leach's exhortations, attendance continued to be spotty and on October 24, 1975, attendance at the Project Review Task Force dropped to only four members, two of whom left prior to completion of the meeting.

11. Memo of November 19, 1975.

I. PLANNING FOR SELECTION OF TEAM PERSONNEL

The grant proposal only specified that teams would be manned by 20 to 40 officers drawn from patrol, investigations, juvenile and other units. On November 25, 1975, Chief Surratt announced that "anyone desiring to be considered as a member of one of the two initial teams should complete and return [an attached form] on or before December 15, 1975."¹²

The form attached to the Chief's memorandum had a space for the respondent's name if he or she desired to be considered for assignment to one of the two teams, and asked that the respondent state why he or she wished to become a team member. The form also had space for one name to be recommended and also asked the reason for the recommendation.

Twenty-nine patrol officers, seven sergeants and three lieutenants responded to the effect that they desired to become team members. Nineteen names recommended for team positions were received.

The results of the response to Chief Surratt's November 25, 1975 memorandum are shown in Figure 6 along with indications of how many personnel were eventually assigned to team positions. Of the 36 patrol officers who either volunteered or were recommended, 19 were eventually assigned to teams and 7 out of the 11 lieutenants and sergeants who volunteered or were recommended were eventually assigned to teams on April 1, 1976.

The response for volunteers was not large compared to the total number of officers in the department and the number of team positions. Only 23 percent of all the department's regular patrol officers volunteered for team policing assignments and of the 63 patrol officers eventually assigned to teams only 24 percent had volunteered for team assignments.

12. Memo 75-70 from Chief Surratt dated November 25, 1975.

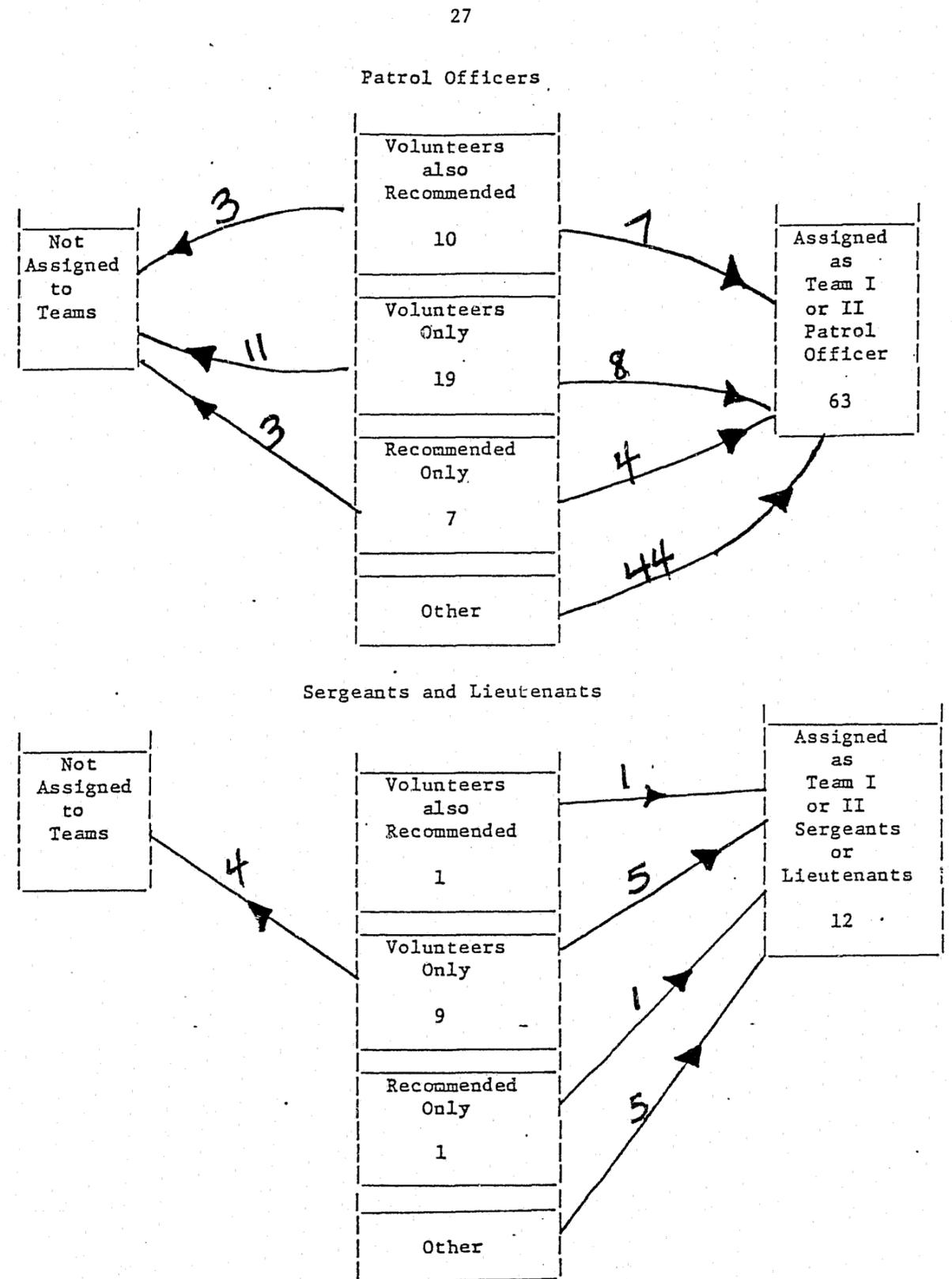


FIGURE 6: RESPONSE TO CHIEF SURRETT'S MEMORANDUM SOLICITING NAMES FOR TEAM ASSIGNMENTS

A tentative list of team members was issued by the Director of Public Safety Norman Pomrenke on January 2, 1976. The list contained 80 names of which 58 were eventually assigned to teams effective April 1, 1976 according to Pomrenke's order of March 24, 1976. During January-March 1976, the personnel on the tentative list were to meet with team managers and attend orientation training at Wake Forest University.

J. PSO VERSUS TEAM POLICING

On November 10, 1975, Chief Surratt and three other Winston-Salem people met in the LEAA Atlanta regional offices to discuss an apparent conflict between Winston-Salem's Public Safety Officer (PSO) program and team policing. LEAA officials expressed a desire that PSOs be assigned to team policing areas while Winston-Salem officials had reservations about mixing the PSO concept with team policing. Public Safety Director Pomrenke summarized the city's position as follows " . . . since we are into a transition phase of PSO, we did not want to prostitute the team policing concept with the PSO [concept] . . . if something goes wrong [with the team policing], we don't want it to say that PSO did it" ¹³ Louis Mayo of LEAA summarized his position as follows, "If the PSOs are not part of the team, then [there will be] non-team police officers in the area, violating the fundamental principles of team policing." The Winston-Salem officials left the meeting under the impression that the apparent conflict was due to a misunderstanding that had been resolved. Officers assigned to teams included both PSOs and police officers although the PSOs on teams were relieved of their firefighting duties and turned in

13. Transcript of November 10, 1975 meeting, p. 1.

their equipment although they continued to receive their PSO salary adjustment of \$50 a month greater than regular patrol officers. LEAA officials asked if it would be feasible to incorporate team policing into a PSO sector during the last three months of the grant funding. Such an incorporation did not occur.

K. CHIEF ANNOUNCES TEAM AND COMPARISON AREAS

On November 26, 1975, Chief Surratt announced that the geographic areas recommended by the task force would be assigned to the two teams. In addition, a control area was also selected. The two team areas and the control area are shown in Figure 7. The three areas were noted to be similar in calls, population and land area as shown in Table 11.

TABLE 11: CHARACTERISTICS OF PROPOSED TEAM AND CONTROL AREAS

Proposed Area	Percent of City's Population	Percent of City's Land Area	Percent of City's Complaint Calls
Team I	10.4%	3.6%	11.2%
Team II	9.2%	4.4%	10.6%
Control	<u>8.5%</u>	<u>6.8%</u>	<u>10.6%</u>
Total	28.1%	14.8%	32.4%
Source: Chief of Police Memorandum 75-71 dated November 26, 1975.			

The calls per resident are 23 percent higher in the combined team and control areas than in the rest of the city as can be computed from Table 11. The proposed team areas as shown in Figure 7 are very close to the areas eventually served by teams.

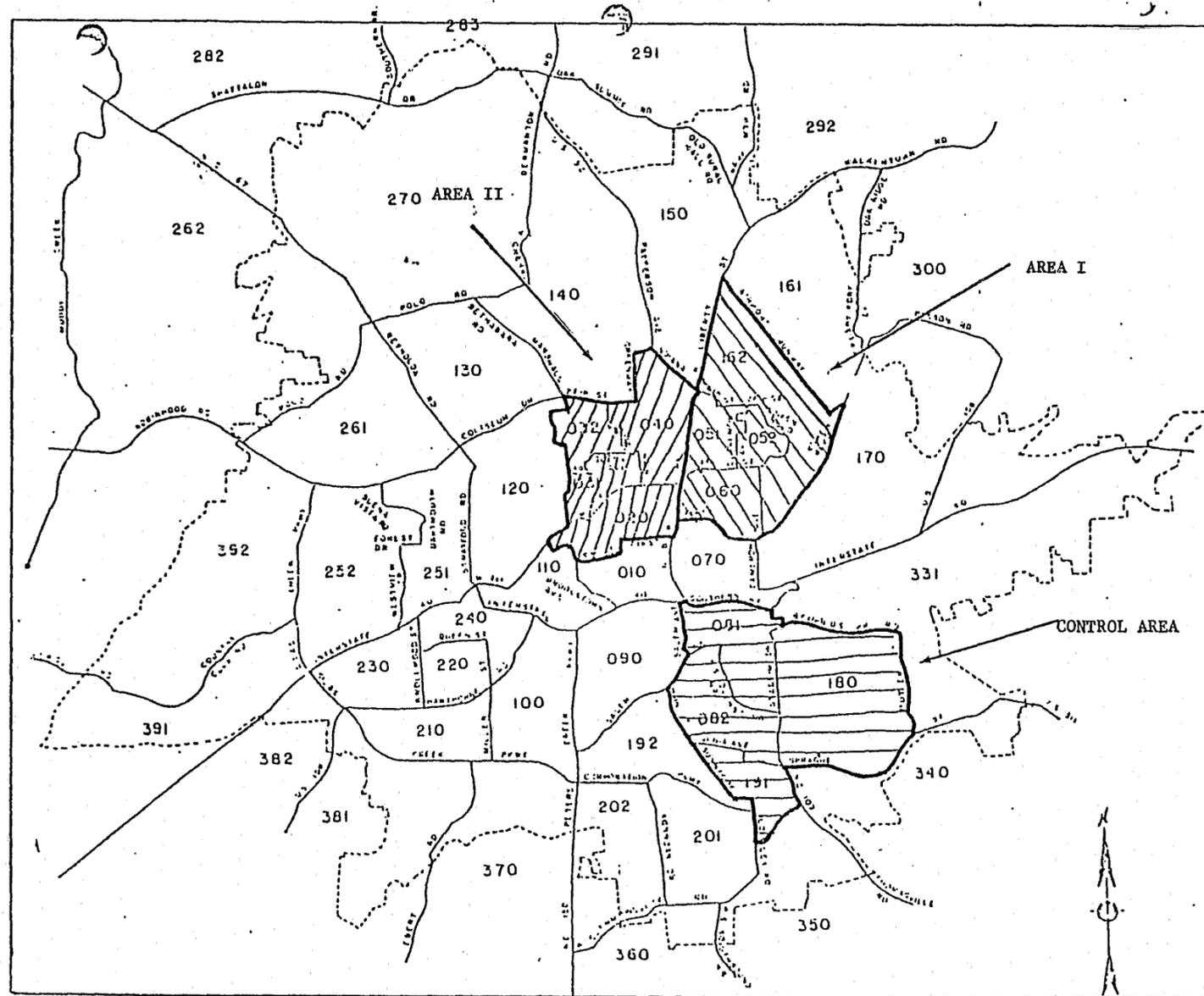


FIGURE 7: TEAM AREAS AND CONTROL AREA SELECTED DURING PLANNING PHASE--WINSTON-SALEM

L. EXAMPLES OF SUB-TASK FORCE ACTIVITIES

The sub-task forces continued their work and examples of their activities during November are described here. The Budget Sub-Task Force approved the travel budget and noted that very low rents would be required for team offices (i.e., \$1 per year for each team). The Planning and Research Sub-Task Force proposed a manpower allocation for the teams, but the proposal was not approved. The Legal Sub-Task Force stressed that it would be available to advise the teams on legal matters. The Evaluation Sub-Task Force was dissatisfied with some of the questions in The Urban Institute Patrol Officer Survey. The Policy-Procedure group made a joint recommendation with the Goals-Objectives Sub-Task Force that the team manager's title be changed to "Assistant Project Director." The Education and Training group proposed a schedule for training and stated that team leaders should become heavily involved in the orientation training. The Communications Sub-Task Force recommended a system for "stacking and prioritizing" calls for service.

1. DEBATE OVER MANPOWER ALLOCATION

A hiring freeze was initiated January 1, 1975 which placed a premium on manpower. During December 1975, Chief Surratt responded to discussions about manpower distribution between team and non-team areas. The Chief stated that the statistics ". . . reveal that the non-team policing personnel are sufficient in number and fully qualified to provide efficient and effective policing."¹⁴ The statistics cited by Chief Surratt are shown in Table 12.

14. Chief of Police Memorandum 75-88 dated December 19, 1975.

TABLE 12: COMPARISON OF TEAM AND NON-TEAM AREAS

Area	Percent of City's Area	Percent of City's Population	Percent of City's Calls
Team	8%	19%	29%
Non-Team:			
Calls Handled by Police	22%	20%	27%
Calls Handled by PSOs	<u>70%</u>	<u>61%</u>	<u>44%</u>
Total	100%	100%	100%
Source: Chief of Police Memorandum.			

In January 1976, the planned number of officers (including supervisory personnel) for both teams was 73 which left about 145¹⁵ to assume the patrol function in the non-team areas. Hence 33 percent of the patrol forces were planned to serve 19 percent of the city's population which generates 29 percent of the city's calls. Two factors must be considered when making these comparisons. First, team members were expected to conduct followup investigations and do community relations work in excess of that demanded of the non-team officers. Second, the majority of the non-team officers have an added responsibility of responding to fires.

The debate on personnel allocation continued into 1976. In February, a statistical study of manpower allocation¹⁶ contained a conclusion that teams

15. This figure of 145 personnel does not include the following units which contained 98 people in April 1976:

investigations	27 personnel
community and youth	21 personnel
traffic	21 personnel
warrants	5 personnel
administration	5 personnel
all others	19 personnel

16. Conducted by Sgt. Yokley under the direction of Major Maston, Chairman of the Goals/Objectives Sub-Task Force and Director of Operations in the Police Department.

should have 26 response persons.¹⁷ Both team leaders had requested a minimum strength of 34 response persons but Major Maston, Director of Operations, argued that he could not give up any more personnel to the teams without statistical justification. Others argued that team policing officers would be required not only to assume "response" duties but, in addition, attend community meetings, conduct followup investigations, walk beats, perform a variety of human relations activities, staff the team offices and maintain liaison with the rest of the department. The two team lieutenants responded with a statistical investigation¹⁸ that showed the proposed team areas accounted

17. According to Staff Study 5, dated February 10, 1976, on p. 119, the procedure used to compute manpower allocations was as follows:

1. Divide the city into areas.
2. For each area ascertain the "response workload" as a percent of citywide response workload.
3. For each area, ascertain the "followup workload" as a percent of the citywide followup workload.
4. Compute the average of the two percentages (response and followup workload) for each area.
5. Ascertain the total number of available personnel to be allocated.
6. The percent of the total available personnel that is allocated to each area is the average percent computed in Step 4 above.

The data used in the actual computation are shown below.

Area	Workload			Personnel	
	Percent of Response Workload	Percent of Followup Workload	Average Workload Percent	Percent of Total	Number
Quadrant 1	19.47%	16.82%	18.15%	18.40%	40
Quadrant 2	17.33%	10.81%	14.07%	14.30%	31
Quadrant 3	20.11%	20.69%	20.40%	20.30%	44
Quadrant 4	20.35%	26.56%	23.46%	23.00%	50
Team I	11.13%	12.18%	11.66%	12.00%	26
Team II	10.66%	12.97%	11.82%	12.00%	26
Total	99.05%	100.09%	99.54%	100.00%	217

18. Untitled 38-page document, not dated. Starts with "This report is prepared in response to Staff Study of 10 February 1976"

for 31.34 percent of all reported burglaries in the city, 40.3 percent of all robberies and 88 percent of the mental commitment cases. Furthermore, about 80 percent of burglary and robbery cases were said to have been "closed as inactive." Major Maston expressed disbelief in the high percent of cases "closed as inactive" and indicated that his order of April 1975 instructing Operations personnel to refer all burglaries, robberies and auto thefts to the appropriate investigative unit apparently had not been complied with by Operations personnel. The debate ended on February 16, 1976, with a decision to have 31 response personnel assigned to each team. On April 1, 1976, when implementation planning was completed, Teams I and II started operations with 31 and 32 response personnel respectively.

M. CITY GOVERNMENT REORGANIZATION

On January 30, 1976, a newspaper article¹⁹ reported that the Public Safety Director, Norman Pomrenke, would become Assistant City Manager for Public Safety and become less involved with the day-to-day affairs of the police and fire departments. The Police Chief Thomas Surratt and the Fire Chief Paul Crim would regain their titles as full department heads.²⁰ The Police and Fire Departments report to the Assistant City Manager for Public Safety. The freeze on hiring was cited as the reason for a proposed reorganization of the police and fire departments according to statements by the respective chiefs on March 30, 1976. The police department, as of March 1976, had about 26 vacant

19. Twin City Sentinel.

20. Chief Surratt, having come up through the ranks, became Chief in 1972. Mr. Pomrenke was appointed Public Safety Director in 1974 and took over a great deal of the administrative and operational control of the department. The potential for conflict between the Chief and Mr. Pomrenke is apparent.

positions for sworn officers as a result of the continuing hiring freeze. The firemen were very dissatisfied over planned manpower changes involving the further implementation of the PSO concept. In April 1976, the fireman's union voted to take their case to the people, claiming that the PSO plan would reduce the number of men stationed at the firehouses and therefore reduce the Fire Department's ability to respond to fires.

N. TEAMS GET OFFICES

On March 1, 1976, the Board of Aldermen approved an agreement giving both teams separate office space. Team I arranged a lease for \$1 per year to occupy 4,700 square feet of floor space in a former hosiery factory owned by the Hanes Corporation. Team II arranged a \$1 per year lease for office space in the ground floor of a highrise apartment for the elderly. The building, Sunrise Towers, is operated by the Winston-Salem Housing Authority.

O. TEAM POLICING PUBLICITY

In February 1976, the department initiated a publicity campaign through both newspaper articles and meetings with citizens to spread the word about the approaching team policing program. The team leaders, accompanied by other members of the police department, met with at least 10 groups during the first quarter of 1976.²¹

21. These groups were: Community House Managers of the Experiment in Self-Reliance; Youth Council Representatives; Neighborhood Council Presidents; City Recreation Department; Sunrise Towers Residents; Crystal Towers Neighborhood Association; City-County Planning; Boston Area Neighborhood Council; East Ward Neighborhood Council; and Ardmore Community Club.

Chief Surratt found that the news media had displayed an interest in the team policing program and was most cooperative. In late January a suggested series of news releases describing team policing was prepared. Subsequently, articles appeared in the local papers. One article described team policing as having a "miniature police department, with individual policemen handling cases from start to finish--making closer contact with people."²² Another article, appearing on page one and headlined "Miniature Police Department," carried a map showing team areas and the location of both teams' headquarters.²³

P. PREIMPLEMENTATION TRAINING

Between August 1975 and the start of team policing in April 1976 over 7,000 man hours were spent in training sessions for team policing. Sessions were held for all members of the police department with the team members receiving the bulk of the training. On average, each team member attended about 46 hours of training sessions.

Q. DATA AVAILABILITY

The objective of this evaluation was to address two major questions:

- What was implemented?
- What was the outcome of each activity implemented?

A summary of the primary data sources--excluding the extensive interviews with department personnel--is shown in Table 13.

22. Winston-Salem Journal, February 4, 1976, p. 13.

23. The Sentinel, April 1, 1976.

TABLE 13: SUMMARY OF PRIMARY DATA SOURCES--WINSTON-SALEM POLICE DEPARTMENT

Type of Data	Desired Use	How Data Used in Evaluation
Grant Application	<ul style="list-style-type: none"> ● goals of program 	<ul style="list-style-type: none"> ● plans and goals listed
Quarterly Progress Reports	<ul style="list-style-type: none"> ● chronology of program 	<ul style="list-style-type: none"> ● reports provided extensive documentation of program
Annual Budgets	<ul style="list-style-type: none"> ● expenditure trends in the department 	<ul style="list-style-type: none"> ● detailed budget figures proved to be excellent data source
Rosters	<ul style="list-style-type: none"> ● trace personnel shifts 	<ul style="list-style-type: none"> ● measured impact of organizational changes by tracing assignment changes
Computer Tape of Dispatch Records, January 1975-September 1976	<ul style="list-style-type: none"> ● measure changes in services 	<ul style="list-style-type: none"> ● number of calls received by area over time
Urban Institute Surveys: Patrol Officer	<ul style="list-style-type: none"> ● comparison between two waves 	<ul style="list-style-type: none"> ● two waves administered January 1976 and May 1977
Citizen	<ul style="list-style-type: none"> ● comparison between two waves 	<ul style="list-style-type: none"> ● only one wave, January 1976
Local Evaluator's Surveys: Patrol Officer	<ul style="list-style-type: none"> ● measure attitude changes 	<ul style="list-style-type: none"> ● secondary source of attitude data
Citizen	<ul style="list-style-type: none"> ● comparison with Urban Institute survey 	<ul style="list-style-type: none"> ● although questions were the same, difficult to make comparisons with Urban Institute Survey
Annual Statistics Published by Department	<ul style="list-style-type: none"> ● measure calls for service, crime and arrests 	<ul style="list-style-type: none"> ● aggregate changes within department
Samples of Cases Investigated Collected by The Urban Institute	<ul style="list-style-type: none"> ● pre versus during comparison of criminal cases in team area 	<ul style="list-style-type: none"> ● two 3-month samples provided measure of outcome changes

The most serious data problem concerns the use of survey results. Two patrol officer surveys (January 1976 and June 1977) were administered by The Urban Institute. The sample of officers in the January 1976 wave included about an even mix of officers--some eventually were assigned to teams and others were not assigned. Since the survey was anonymous and team assignments weren't known until April 1976, it was not possible to sort the first wave into officers who ended up in teams versus those who were not assigned to teams. The second wave--May 1977--included only team officers. Thus, comparing the two waves involved two changes--what happened over time and the team versus non-team officers.

The original plan was for The Urban Institute to administer two waves of the citizen survey; however, since the local evaluator was also performing citizen surveys, we elected not to implement the second wave and had hoped to use in its place results from the local evaluator's citizen surveys. The first waves of both citizen surveys were subsequently compared. Differences much larger than can be attributed to sampling error were observed for responses to identically worded questions. We concluded that the methods used to administer The Urban Institute survey and the local evaluator's survey produced significantly different patterns of response. Comparisons between citizen surveys were not used as a primary data source for this report because of the problem cited above.

III. IMPLEMENTATION OF TEAM POLICING ELEMENTS IN TWO TEAMS

A. SUMMARY OF ELEMENTS

Twenty elements identified by The Urban Institute in a review of the team policing literature sent to demonstration sites are used to describe the team policing program as planned and implemented in Winston-Salem. These 20 elements are listed in Table 14 along with a brief answer to each of the following questions:

- Was the element operational prior to the team policing grant application? This gives a measure of how many team policing concepts were already in operation prior to the demonstration period. At least seven of the twenty elements were already in place.
- Was there a plan to implement the element during the demonstration period? This question prompts a measure of what the federal officials considered adequate intent compliance with the full service team policing concepts. Only two elements were not planned. However, one element [detectives train officers] was informally implemented.
- What was the source of the plan? This provides an indication of whether the federal demonstration program was responsible for the plan or the local police officials had a plan to adopt the element prior to the discussions with LEAA about the team policing demonstration program.

In Winston-Salem, the decision to implement team policing was not linked to the team policing grant. The city was already moving toward what they call "districting" which has many elements in common with team policing.
- Was the element implemented during the demonstration period? In the two experimental teams, all the planned elements were implemented with the exception of an incentive system linked to team policing goals.
- What are the post-grant plans for the element? This provides a direct measure of success in the opinion of the police officials. Police officials in Winston-Salem hope to implement team policing citywide by early in 1978.

TABLE 14: SUMMARY OF WINSTON-SALEM POLICE DEPARTMENT EXPERIENCE WITH IMPLEMENTATION OF TEAM POLICING ELEMENTS

Element No. in Federal Model	Description of Elements In Federal or Local Team Policing Model	Was The Element Operational Prior To Team Policing Grant Application?	Was There A Plan to Implement The Element During The Demonstration Period?	What Was The Source Of The Plan?	Was The Element Implemented During The Demonstration Period?	What Are Plans For Post Grant Use Of Element?	Comments
1	Define Neighborhood Boundaries for Team Areas	No	Yes	General Order dated 26 March 1976 reflecting Task Force Work	Yes	Areas will become larger	Team areas expanded after initial implementation
2	Establish Teams of 20 to 40 Personnel	No	Yes	Task Force Study	Yes	Teams will become larger than 40	Team I - 38 personnel Team II - 37 personnel
3	Teams Deliver Services in Neighborhood Only	No	Yes	From Grant	Yes	For the most part, yes	
4	Training for Team Policing	No	Yes	Grant Proposal	Yes	Plans to train rest of department	Training rated poorly by team officers
5	Assign Detectives to Teams	No	Yes	Staff Study March 1976	Yes	Not decided	Only three detectives transferred to teams (part of larger reorganization)
6	Detectives Train Team Officers	No	No	--	Not Systematically	Not decided	Some on-the-job training
7	Team Officers Conduct A Degree of Investigation	No	Yes	Staff Study	Yes	Will continue	Manpower in central detective units drastically reduced
8	Make Linkages With Social Services	Yes	Yes	Past Practice	Yes	Will continue	Referral book existed prior to program
9	Make Systematic Referrals	Yes	Yes	Past Practice	Yes	Will continue	Referrals continue
10	Emphasize Service Activities	Yes	Yes	Team Supervisors	Yes	Emphasize Crime Prevention	

TABLE 14 CONTINUED: SUMMARY OF WINSTON-SALEM POLICE DEPARTMENT EXPERIENCE WITH IMPLEMENTATION OF TEAM POLICING ELEMENTS

Element No. in Federal Model	Description of Elements in Federal or Local Team Policing Model	Was The Element Operational Prior To Team Policing Grant Application?	Was There A Plan to Implement The Element During The Demonstration Period?	What Was The Source Of The Plan?	Was The Element Implemented During The Demonstration Period?	What Are Plans For Post Grant Use Of Element?	Comments
11	Use Street Stops, Field Interrogations Sparingly	No	No	N/A	No	N/A	
12	Emphasize Foot Patrol	Yes	Yes	Past Practice	Yes	Will continue	
13	Encourage Community Contacts	Yes	Yes	Team Supervisors	Yes	Will continue	
14	Establish Continuity of Assignment to Teams	Yes	Yes	Grant Proposal	Yes	To be decided	Modifications being considered
15	Deploy Personnel Based On Crime and Service Demand	Yes, by geography only	Yes	Staff Study	Yes	Possible increase	Scheduling personnel continuing, ubiquitous problem
16	Decentralize Authority/Accountability to Team Leader	No	Yes	Chief	Yes	Will continue	
17	Eliminate Quasi-Military Style of Command	Don't Know	Implied	?	?	Not Decided	
18	Use Participative Management to Set Objectives, Plan and Evaluate Team Performance	No	Yes	Task Force	To a degree, yes	Uncertain	
19	Set Incentives Compatible With Team Policing	No	Yes	Grant Proposal & Team Supervisors	No	Attempt Implementation	Chief plans new implementation effort
20	Increase Team Interaction and Information Sharing	No	Yes	Grant Proposal	Teams, yes; other units, no	Don't Know	

N/A--Not Applicable

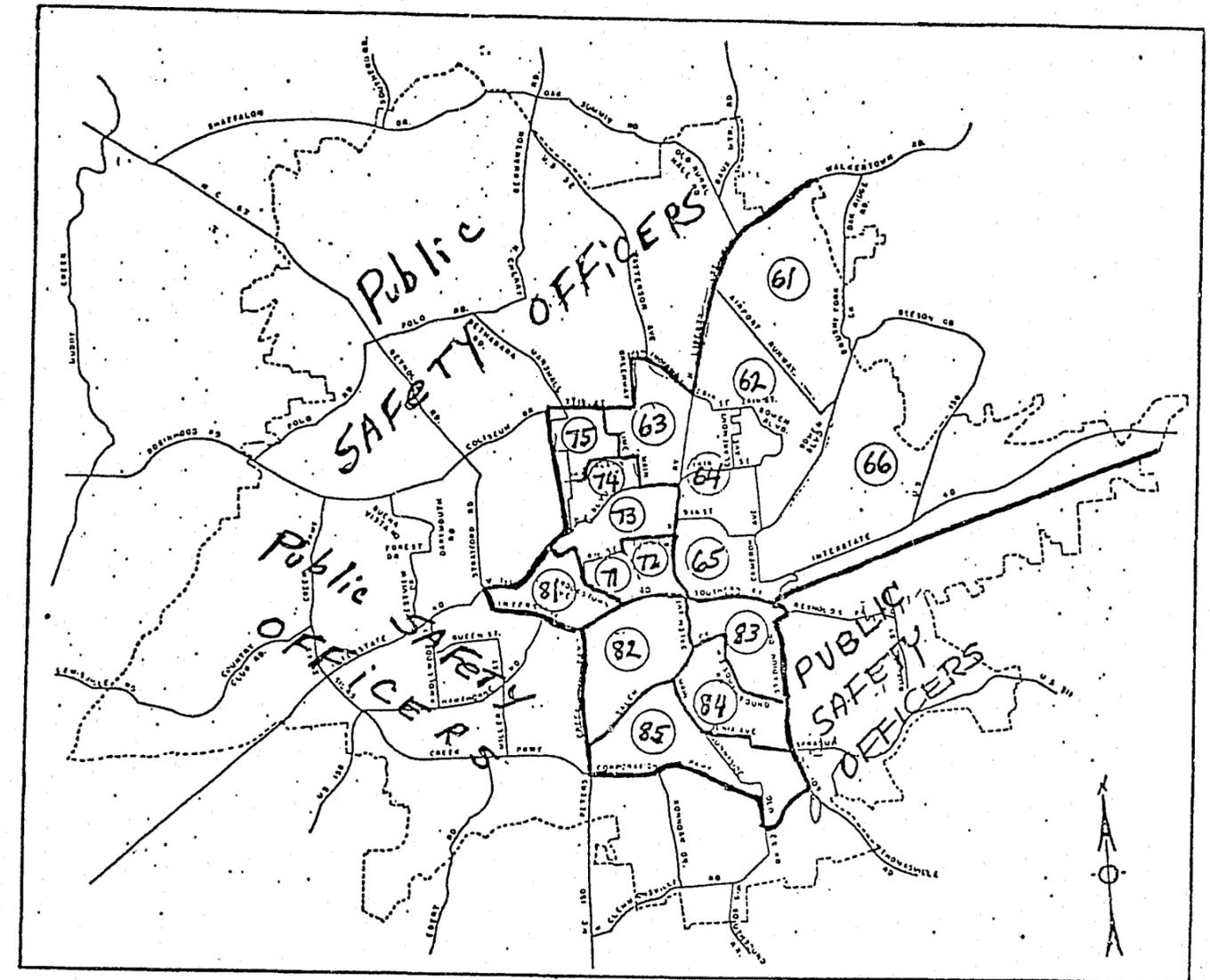
B. BOUNDARIES FOR TWO TEAMS
(ELEMENT #1)

The Winston-Salem grant proposal stated that "the area designated as most suitable in which to initiate the Full Service Neighborhood Team Policing Concept seems to be in two of the three sectors currently being manned by . . . police officers."² (Winston-Salem has two types of officers: Public Safety Officers and police officers.) A PSO is assigned to a police beat and performs as a police officer until there is a fire in his sector.) The two teams that started operating April 1, 1976 had team areas that were carved out of about half the three sectors shown in Figure 8. These sectors contain:

- 29 percent of the total area of the entire city;
- 43 percent of the total population of the entire city;
- 58 percent of all calls for service in the city;
- 62 percent of all accidents in the city;
- 65 percent of all arrests in the city; and,
- 61 percent of all Index Crimes in the city.

Figure 8 shows initial neighborhood team policing target area boundaries defined in the Winston-Salem proposal. The teams were eventually assigned areas that are approximately defined by beats 62, 63 and 64 (Team I) and beats 73, 74 and 75 (Team II). The beats 82, 83, 84 and 85 were designated the comparison area and were selected because their characteristics are similar to the two team areas.

² Winston-Salem Proposal, p. 3.



Neighborhood Team Policing Target Area Boundaries Defined By:
Sector 60 (Beats 61-66)
Sector 70 (Beats 71-75)
Sector 80 (Beats 81-85)
All other beats are Public Safety Officer areas.

FIGURE 8: INITIAL PLANS FOR TEAM POLICING AREA OF WINSTON-SALEM

In general, the areas assigned to teams consist of the higher density (people per square mile), lower income, higher crime parts of Winston-Salem. The exact areas assigned to the teams are shown in Figure 9. Team I's area is outlined on the left of the figure and Team II's area on the right. This configuration represents the situation between April 1, 1976 (the start of team operations) and October 18, 1976. Both team areas were expanded in October 1976. The area that was added to Team I is a six-block part of the downtown area noted for problems with drunks, beggars, prostitutes, shoplifters and loiterers. Team II's area was also increased slightly. Each team area clearly contains what local residents would consider more than one neighborhood.

C. AVERAGE TEAM SIZE ABOUT 38 OFFICERS
(ELEMENT #2)

The federal model specifies that team size should fall in the range of 20-40 members, and Winston-Salem's grant proposal merely stated that the intent was to form teams within the prescribed range on size. As described in Section L, "Examples of Sub-Task Force Activities," the size of the teams was determined through a process that considered a workload study for team as well as non-team areas and discussions with team leaders who made the case that team policing would require more men than indicated by a workload study. Team policing was argued to expand the required duties of a patrol officer. The composition of the two teams is shown in Table 16. Only three (i.e., 4 percent) of the team members were previously assigned to investigative units as compared to 19 percent of the non-team patrol units after the start of team policing operations.

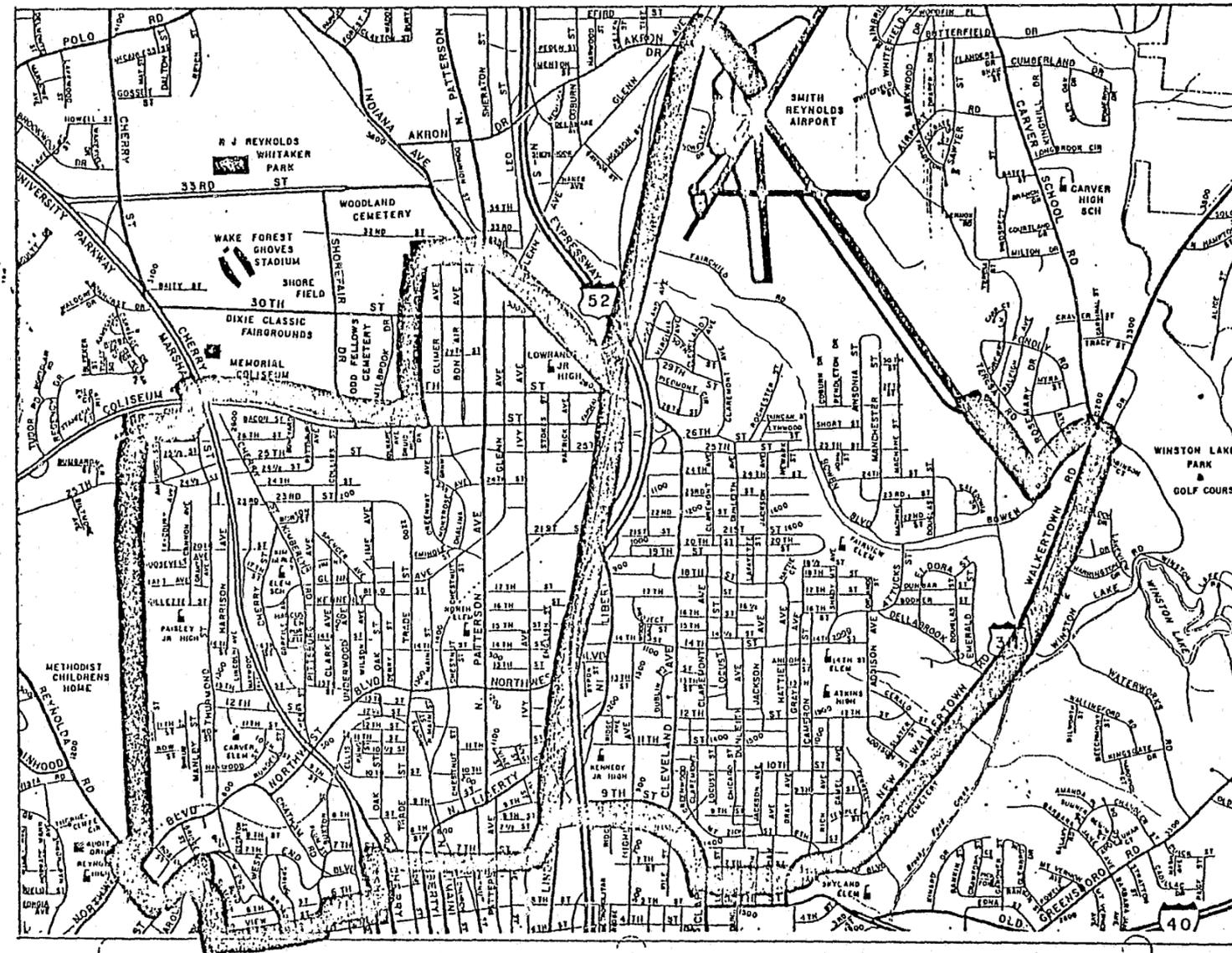


FIGURE 9: TEAM AREAS AS OF APRIL 1976

TABLE 16: COMPOSITION OF TEAMS (JULY 1976)

Personnel	Number of Personnel	
	Team I	Team II
Lieutenant	1	1
Public Safety Sergeant	1	0
Police Sergeant	3	4
Police Detective	1	1
Police Corporal	2	3
Police Officer	7	11
Public Safety Officer	<u>23</u>	<u>17</u>
Total	38	37

Neither of the team lieutenants had volunteered for assignment to the teams. In November 1975, Sgt. John Landon was recommended for team policing. Landon was promoted to Lieutenant and became head of Team II. Lt. William Klinzing was formerly a technical sergeant prior to becoming leader of Team I.

As was noted in an earlier section, the number of selected volunteers was insufficient to make up two teams. Only 21 out of the 75 team members were volunteers.

D. TEAMS DELIVER SERVICES IN NEIGHBORHOOD ONLY (ELEMENT #3)

The grant application states "too often citizens making requests for police services in their respective communities are hampered by the fact that in all probability they will be dealing with a different officer and/or supervisor on each case." By inference, the conclusion can be made that the unstated objective was to have only team members deliver services in the team area as specified by team policing theory.

Although the preferred evaluative data on the number of "crossovers" (team members going outside their area, others entering the team area) were not collected, officers indicate that the teams handled almost all of the demand in their areas. The commander of non-team patrol operations, Captain Morris Robertson, reported that calls are stacked to avoid non-team officers having to answer calls in team areas. However, stacking is rarely needed. Anyone who enters a team area is required to notify the team commander or his substitute. Robertson says that the team boundaries are ignored in emergencies (i.e., officer in trouble) or for "really major offenses." However, team officers have handled major crimes (homicides) without calling the central detectives.

Lt. Landon, commander of Team II, reports that his team is full service meaning that "We [the team] don't refer anything out." Lt. Landon did allow that he had referred out one case because it involved crossing state lines. In March 1977, Lt. Klinzing, Commander of Team I, reported that his team was also "full service" and "had not referred any cases to headquarters for investigation." Furthermore, if a detective from headquarters "is coming to the team area, they call in and a team member accompanies them." Landon, however, allowed later that all arson investigations are referred out of the team to the central investigation unit, but this is the only police work done by non-team members in the team area unless there is an emergency and all team members are busy. If that happens then someone from the other team is called, and if no one is free there, the call is referred to the non-team part of the department.

E. TRAINING PROGRAM
(ELEMENT #4)

The training program can conveniently be broken into two phases: start-up training and on-going training. The start-up training covers the period prior to the beginning of team policing operations in April 1976 and part of it was actually not completed until July 30, 1975. Start-up training sessions were given to five groups:

- top management from police and fire departments;
- middle management in police department;
- Team Policing Project Review Task Force;
- prospective team members; and,
- nonteam personnel in police department.

On-going training provided to team members was derived primarily from the training keys published by the International Association of Chiefs of Police (IACP). This type of training is routinely provided by the police department's Career Development Training unit and is not a departure from previous practice.

The grant proposal listed \$90,000 under the training budget aimed at providing 9,000 student hours of training. By the time the teams started operating, 7,073 student hours of training had been given at a cost of almost \$70,000. A summary of the costs and man hours of the start-up training is contained in Table 17 which shows that the city elected to cover about 42 percent of the training costs. By using city funds to pay for training, the police department avoided what it termed potentially "time consuming" delays waiting for LEAA approval. By using city money, sole source contractors could be used rather than the more lengthy process of bidding.

TABLE 17: COST AND MAN HOURS FOR TEAM POLICING TRAINING PRIOR TO IMPLEMENTATION

TRAINING SESSION		FROM LEAA GRANT FUNDS		FROM CITY FUNDS		TOTAL	
Date	Type of Training	Number of Off Duty Man Hours	Cost of Man Hours	Number of Off Duty Man Hours	Cost of Man Hours	Number of Off Duty Man Hours	Cost of Man Hours
Aug. 28-30, 1975	NTP concept	864	\$ 4,808	368	\$ 2,364	1,232	\$ 7,172
Sept. 4, 5, 18 and 19, 1975	Orientation training for Task Force	240	2,055	1,032	7,138	1,272	9,193
Jan. 28-30, 1976	Wake Forest NTP training for supervisors	62	634	50	350	112	984
Feb. 16-Mar. 4, 1976	Wake Forest NTP training for team personnel	2,174	19,279	428	2,707	2,602	21,987
Mar. 14-16, 1976	Team personnel retreat	600	5,414	156	944	756	6,358
Mar. 1-13, 1976	NTP pre-orientation for all other department personnel	672	6,040	428	2,417	1,100	8,457
June 28-30, 1976	Final Wake Forest NTP training for supervisors	112	661	---	---	112	661
	TOTALS	4,724	38,891	2,462	15,921	7,185	54,813
		OTHER COSTS					
ITEM		FROM LEAA GRANT FUNDS		FROM CITY FUNDS			
Supplies, Rentals				1,784		---	
Contract with Wake Forest				---		12,608	
<u>TOTAL COST SUMMARY:</u>				City Funds		\$28,529	
				LEAA Grant Funds		<u>40,676</u>	
				TOTAL		\$69,205	

A summary of the training sessions is presented in Table 18. The training at Wake Forest University was directed by Robert W. Shively of The Center for Management Development, Babcock Graduate School. Shively described the training in an April 1976 progress report to Chief Surratt. The report states that the training personnel "took the position that they were neither experts on police work per se, nor on the Neighborhood Team Policing (NTP) concept." Rather, they "chose to play mainly a facilitative and consultative role in the changeover process."³ The progress report is included as an Appendix of this report.

The reaction by team members to the training is predominately negative apparently due to a mismatch of police officer expectations about training and actual content of the training program. The police officers frequently commented that they wanted to learn how to implement team policing, but did not learn it in the training sessions. The Wake Forest trainers stated clearly that they were not experts in team policing. One senior team policing officer noted that among the team members "no one knew what team policing was all about and we expected Wake Forest to train [us] about it, but that never happened." During an informal discussion with an officer from Team II in November 1976, he commented that he did not "really remember the team policing training that was given." The Team II lieutenant commented that he would like to see a book that defines team policing and specific information on how to implement it.

3. Page 1 of Shively's report of April 21, 1976, to Chief Surratt.

TABLE 18: SUMMARY OF TRAINING SESSIONS--AUGUST 1975 TO MARCH 1976

August 28, 1975	Ron Lynch presented the "Concept of NTP"* to 16 top managers from both the police and fire departments.
August 29, 1975	Ron Lynch repeated his presentation "Concept of NTP" to 31 people including police department lieutenants and sergeants, fire department captains, and the City Evaluation Director.
August 30, 1975	Ron Lynch repeated his presentation "Concept of NTP" to 57 sergeants of the police department including detectives, patrol and public safety personnel.
Sept. 4, 5, 18, and 19, 1975	All sub-task force personnel plus some members of the Project Review Task Force attended day-long training sessions directed by Chief Surratt, Public Safety Director Pomrenke, Ron Lynch and Dick McMann. Attendance ranged from 42 to 47 people per day.
Jan. 28-30, 1976	Training sessions for prospective team policing personnel given at Wake Forest's Babcock School of Management. There were twelve sessions each lasting five hours.
March 1-13, 1976	Team policing orientation training for nonteam personnel given by Babcock School of Management. Each person attended a four-hour session.
March 14-15, 1976	Both groups of team personnel attended a 24-hour retreat held at the Holiday Inn in Pilot Mountain.

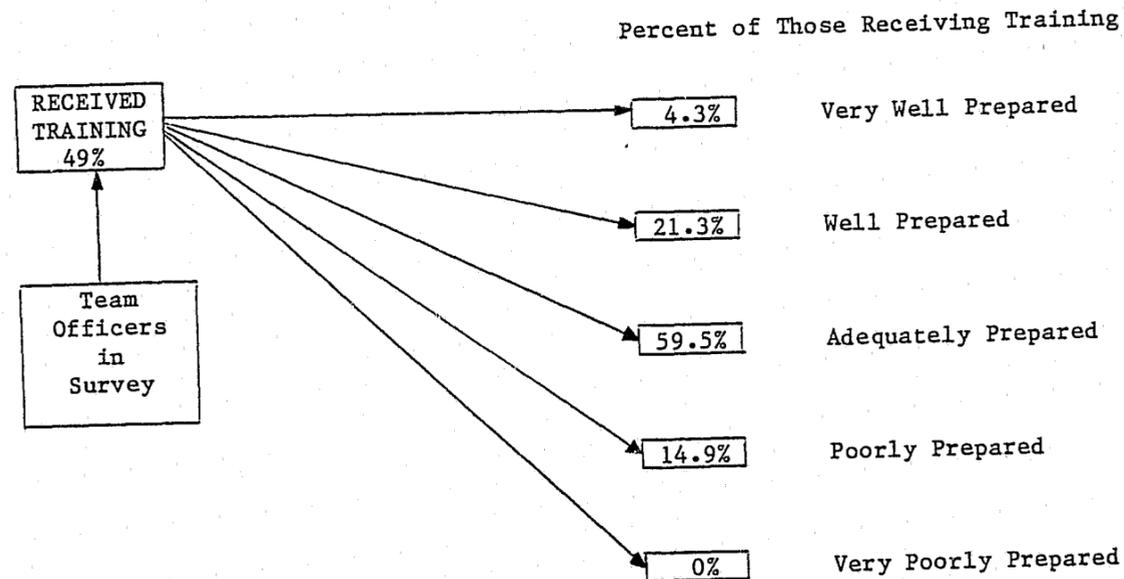
*According to the "seminar overview" handed out by Lynch, the presentation covered:

- The FSNTF demonstration program of LEAA NILECJ
- Team Management
- Use of Data
- Open Communication
- Innovation vs. Technical Change
- Organizational Development
- Expectations of Team Policing

On the positive side, one officer from Team I, when asked what team policing training he had received responded that he had expected to get more specific training but had decided that "the police know their job and Wake Forest knows theirs" and that he decided to learn what he could. He said that the Wake Forest training in dealing with people was "OK."

The second wave of the patrol officer survey was given in May 1977 and the results indicate the majority of the officers rated the training as only "adequate" as indicated in Figure 10.

Question: How well did the full service neighborhood team policing training prepare you to deal with the special problems you encountered as part of a police team?



Source: Urban Institute Patrol Officer Survey, May 1977 (N=50).

FIGURE 10: OFFICER REACTION TO TRAINING

F. ASSIGNMENT OF DETECTIVES TO TEAMS AS PART OF LARGER REORGANIZATION (ELEMENT #5)

The grant application stated that although the exact makeup of the teams was to be determined after the grant was received, the intent was to have some specialists, including detectives, assigned to each team. As shown in Table 6, exactly three detectives from the Criminal Investigation Division were assigned to the teams (one to Team I and two to Team II).

The transfer of the detectives to teams was incidental to a much larger reorganization of police department personnel described in Chapter II, Section D. The personnel shifts were recommended in a "Task Force Study on Reorganization and Reassignment of the Personnel Resources of the Winston-Salem Police Department" (dated March 22, 1976). The report recommended that some personnel from the Community Services Unit, the Juvenile Unit, the Criminal Investigation Division and the Special Enforcement Unit be reassigned to the Uniform Patrol Division. The report notes that with 34 positions vacant out of an "authorized" strength of 426 and a rising number of calls for service, it was necessary to reallocate more personnel to patrol and cut back on "luxuries" such as crowd control for private enterprise activities, money escorts, school liaison and some walking patrol.

G. INVESTIGATIONS (ELEMENTS #6 AND #7)

Team policing theory specifies that patrol officers be trained by detectives and subsequently the patrol officers assume more responsibility for conducting investigations. The Winston-Salem grant application was silent on

both these elements; however, later documents clearly reflect a plan to shift responsibility for investigations to the team members. For example, a March 1976 Staff Study states that the teams "will relieve 25% of the [citywide] follow-up [investigation] workload responsibility."⁴ A training document⁵ written by Winston-Salem police department personnel stated that "members of the team, through preimplementation and in-service training, will learn advanced techniques, will be able to see a case from initiation through prosecution . . ."⁶

Judging from an examination of two samples of cases (one before team policing, another during), the conclusions are that (1) Winston-Salem team police officers handled almost all the investigations in the team areas rather than referring them to the central detectives as done previously, and that (2) the training was sufficient to insure a quality of investigative performance during team policing at least equal to that prior to team policing.

All robbery, storebreaking and housebreaking cases originating in the areas eventually assigned to the two teams were examined during two sample periods. September through November 1975 was used as the pre-team policing period and was compared to the during team policing period of September through November 1976. Prior to team policing 87 percent of the robbery cases in team areas were referred to one of the central investigative units as were 72 percent of the storebreaking cases and 64 percent of the housebreaking cases. The case records indicate that during team policing only one robbery case and no housebreaking or storebreaking cases in the three-month sample period were referred out of the teams. The number of cases referred and not referred are shown in Table 19.

4. Page 2 of the Staff Study dated March 22, 1976.

5. "Full-Service Neighborhood Team Policing: Law Participation in Winston-Salem, North Carolina," Department of Public Safety, Career Development Center 1976.

6. *Ibid.*, p. 7.

TABLE 19: NUMBER OF ROBBERY AND BURGLARY CASES REFERRED TO A CENTRAL INVESTIGATIVE UNIT PRE AND DURING TEAM POLICING

Sample Periods	Robbery Cases in Team Areas		
	Referred	Not Referred	Total
(Pre-Teams) Sept.-Nov. 1975	27	4	31
(During Teams) Sept.-Nov. 1976	1	19	20
Sample Periods	Storebreaking Cases in Team Areas		
	Referred	Not Referred	Total
(Pre-Teams) Sept.-Nov. 1975	83	32	115
(During Teams) Sept.-Nov. 1976	0	56	56
Sample Periods	Housebreaking Cases in Team Areas		
	Referred	Not Referred	Total
(Pre-Teams) Sept.-Nov. 1975	65	37	102
(During Teams) Sept.-Nov. 1976	0	115	115
Source: Robbery and burglary cases investigated in team area, September to November 1975 and 1976.			

Team officers either learned investigative techniques prior to joining the teams or through on-the-job training. In Team II, there was one sergeant and two patrol officers who had been police investigators and one patrolman who had military investigative experience. Before the sergeant was transferred out of the team, he conducted training in the investigation of felony cases and preparation for successful prosecution. Team officers received other training through on-the-job experience. Although the Team II lieutenant said he had not examined case outcome data to see how team performance compared with the rest of the department, he noted that the court liaison officer (who examines all case reports) had sent only one or two cases back and that occurred early in the team's operations. The liaison officer reported that all the reports he was receiving after the start-up period were of high quality.

Team II has four members who specialize in investigations (one officer is a polygraph specialist). The Team II lieutenant decided to have specialists conduct investigations because "not everyone has the same degree of competence." He feels that without specialization "a lot of people would be left free who should be caught and [put] in jail." The lieutenant encourages the officers to make at least two contacts with people involved before closing a case. A sergeant reads all the cases and the lieutenant occasionally checks the reports and declares some cases "dead" or "inactive."

Team I started with four investigators, but later operated with only two who were used primarily for followup work, especially for officers on the midnight shift or for officers who are about to get off for three days and are unable to complete the investigation. On August 1, 1976, Team I eliminated their investigative squad and placed the men in uniform. Full responsibility for completing all investigations was assigned to uniform officers. Subsequently, a debate about clearance rates for criminal cases in team areas continued for many months. There were no official changes in the department's reporting procedures. As shown in the following tables, data collected by The Urban Institute indicate no substantial differences in case outcomes in the team areas before and after the start of the program.

During the three-month sample period prior to team policing, there were 248 robbery, housebreaking or storebreaking cases in team areas and 12 percent of the cases resulted in an arrest. In the three-month sample period during team policing there were only 191 cases of which 13 percent resulted in arrests. The number of cases dropped, but the percentage of cases resulting in arrest increased. A detailed breakdown of the robbery cases is shown in Table 20.

TABLE 20: TWO SAMPLES OF ROBBERY CASES IN THE TEAM AREAS BEFORE AND DURING TEAM POLICING

CASE STATUS	Before Teams September-November 1975		During Teams September-November 1976	
	Number of Cases	Percent	Number of Cases	Percent
Arrest	5	16%	3	15% ^a
Cleared by Exception	3*	10%	1**	5%
Unfounded	4	13%	1	5%
Inactive	19	61%	15	75%
Total	31***	100%	20	100%

*Complainant declined to prosecute.
 **Officer recommended not to pursue.
 ***27 (87 percent) referred for investigation.

a. Change from before period not statistically significant (chi-square test at 0.05 level).

The number of robbery cases was lower (-37 percent) during the three-month period in 1976. (Robbery showed a decrease of 13 percent citywide in 1976 when compared to 1975.)

A detailed breakdown of housebreaking cases is shown in Table 21 which shows the total number increased somewhat (13 percent), but the percent of cases resulting in arrest showed no statistically significant change (namely 12 percent pre and 9 percent during).

TABLE 21: TWO SAMPLES OF HOUSEBREAKING CASES IN THE TEAM AREAS BEFORE AND DURING TEAM POLICING

CASE STATUS	Before Teams September-November 1975		During Teams September-November 1976	
	Number of Cases	Percent	Number of Cases	Percent
Arrest	12	12%	11	9% ^a
Cleared by Exception	11*	11%	17**	15%
Unfounded	2	2%	2	2%
Inactive	77	75%	85	74%
Total	102***	100%	115	100%

*Complainant declined to prosecute.
 **Fifteen complainants declined to prosecute; two officers recommended not to pursue.
 ***65 (63 percent) referred for investigation.

a. Change from before period not statistically significant (chi-square test at 0.05 level).

The details of the storebreaking case outcomes are shown in Table 22 which indicates a large drop in the number of storebreaking cases (115 in the "before" period versus 56 in the "during" period). The number of arrests was almost constant (12 versus 11 in the "during" period). Although the data shows a doubling in the percent of cases resulting in arrest, a favorable trend, the increase must be viewed with caution due to the large change in the total number of cases and the fact that the sample sizes are not large enough to make the difference in percentages statistically significant. An examination of how long storebreaking cases remained open and what type of dispatch call led to the case revealed no differences when the two periods were compared.

TABLE 22: TWO SAMPLES OF STOREBREAKING CASES IN THE TEAM AREAS BEFORE AND DURING TEAM POLICING

CASE STATUS	Before Teams September-November 1975		During Teams September-November 1976	
	Number of Cases	Percent	Number of Cases	Percent
Arrest	12	10%	11	20% ^a
Cleared by Exception	3*	3%	3**	5%
Unfounded	1	1%	0	
Inactive	99	86%	42	75%
Total	115***	100%	56	100%

*Complainant declined to prosecute.
 **Reason unknown.
 ***83 (72 percent) referred for investigation.

a. Change from before period not statistically significant (chi-square test at 0.05 level).

Within the police department there has been a continuing controversy over the clearance rates in the team areas. The project director has noted that "the teams may have a higher-than-average clearance rate, although this has not been documented as a true fact to the satisfaction of many people."⁷ The limited data collection by The Urban Institute displayed in Tables 20, 21 and 22 indicate that there have been no drastic changes in case outcomes. However, a more intensive data collection effort may be required to settle the controversy. Such an effort might trace a larger number of cases from the original dispatch to the preliminary investigation, to the final outcome when the case is closed by the police, and finally to the disposition in the

7. Seventh Quarterly Progress Report by Lt. Leach, p. 2. Report dated April 28, 1977.

courts. The only readily available data on dispositions are aggregate statistics on all criminal arrests in the city. The statistics are shown in Table 23 which shows a steady rise over the last three years in the percent of cases resulting in a "guilty" outcome. The trend, however, is difficult to interpret because of other changes. One large change has been that the number of drunks arrested has dropped significantly which accounts for part of the decrease in the "not guilty" category. However, as a rough indicator, the arrest outcome data show that the drastic reduction in the number of investigators assigned to central units has not adversely influenced the court disposition of arrest cases.

TABLE 23: DISPOSITION OF CRIMINAL ARRESTS IN WINSTON-SALEM, 1974-1976

Disposition	1974		1975		1976	
	Number	(Percent)	Number	(Percent)	Number	(Percent)
Guilty	5,459	(39%)	6,959	(50%)	7,691	(61%)
Not Guilty	5,052*	(36%)	4,672**	(33%)	3,307	(26%)
Guilty of Lesser Offense	59		99		97	
Released to Other Jurisdictions	83		96		79	
Capias, failed to appear	1,412	(10%)	1,005	(7%)	948	(7%)
Juvenile	579	(4%)	485	(3%)	541	(4%)
Pending	<u>1,419</u>	(10%)	<u>720</u>	(5%)	<u>0</u>	
Total	14,063		14,036	(100%)	12,663	

*Includes 2,927 drunks.
**Includes 1,843 drunks.

Intoxication arrests were as follows for the three years:
1974 = 3,574 1975 = 2,614 1976 = 1,501

The ratio of arrests per reported criminal offense for the entire department is another measure of the quality of investigations before and after the reorganization of the detectives. No striking overall trends have been noted comparing the years 1974, 1975 and 1976. For the last year (1976), the ratio was up for burglary and auto theft, constant for larceny and slightly down for the other Part I offenses. The data are shown in Table 24 which contains the ratio of arrests to Part I Crime for the past three years in the city.

TABLE 24: RATIO OF ARRESTS TO REPORTED CRIMINAL OFFENSES IN WINSTON-SALEM (N=NUMBER OF OFFENSES)

CRIMINAL OFFENSE	1974	1975	1976
Homicide	0.58 (N=38)	0.96 (N=25)	0.89 (N=38)
Forcible Rape	0.35 (N=31)	0.59 (N=34)	0.39 (N=31)
Robbery	0.40 (N=310)	0.36 (N=253)	0.34 (N=221)
Aggravated Assault	0.57 (N=3328)	0.50 (N=3469)	0.46 (N=3177)
Burglary	0.13 (N=2759)	0.15 (N=2983)	0.18 (N=3177)
Larceny	0.22 (N=4894)	0.19 (N=5978)	0.19 (N=6082)
Auto Theft	0.18 (N=502)	0.18 (N=502)	0.19 (N=508)

Source: Winston-Salem Police Department Planning and Research.

H. LINKAGES AND REFERRALS TO SOCIAL SERVICE AGENCIES
(ELEMENTS #8 AND #9)

The grant proposal stated that the police already had good working relations with social service agencies such as Mental Health, Social Services, Crisis Control, Salvation Army, Rescue Mission, Alcohol Rehabilitation and others. Other parts of the city and county government were already cooperating with the police. These agencies included Public Works, the Housing Authority, Human Services, Public Relations, Redevelopment Commission and Recreation. Prior to the grant application a handbook had been published that listed available outside agencies to which police officers can make referrals. One of the stated objectives in the grant was "to improve referrals to other governmental and social agencies."

It is clear that making referrals has been standard practice in the Winston-Salem Police Department. The Community Service Unit was making referrals before the start of team policing and evidently continued making them for the non-team areas after team policing started. Data for the Community Service Unit are shown in Table 25 which reflects the cut in personnel and workload due to the departmental reorganization in April 1976. The unit lost about 40 percent of both its personnel and its workload after March 1976. Prior to the reorganization, the unit handled about 230 calls per month; afterward the workload dropped to an average of 130 cases per month. The number of referrals made to outside agencies also dropped. The assumption is that the team personnel took on the workload that was no longer handled by the Community Service Unit; however, monthly data from the team reports are not available. According to Lt. Leach, the project director, there are

TABLE 25: COMMUNITY SERVICE UNIT--ACTIVITY AND PERSONNEL

Date	Referrals to Outside Agencies	Total Calls Investigated*	Number of Personnel Assigned to Unit
January 1976	28	234	29
February	(missing data)	(missing data)	(missing data)
March	13	244	27
April	9	179	17
May	3	146	(missing data)
June	14	139	(missing data)
July	15	152	(missing data)
August	7	157	16
September	5	111	(missing data)
October	11	118	16
November	4	108	(missing data)
December	10	97	(missing data)
January 1977	20	121	16
February	7	104	15
March	3	127	16

*Type of calls investigated include the following:

mental cases	counselling
alcoholic cases	husband/wife conflict
judicial commitments	parent/child conflict
stranded motorist	sibling conflict
food needs	missing person
clothing needs	attempt to locate
housing needs	financial crisis
transportation	attempted suicide
senile person	overdose
drug addiction	miscellaneous
hospitalization	

Source: Computer data tapes obtained from Winston-Salem Police Department.

numerous discrepancies between the teams' reports and those prepared elsewhere in the department. This is not to say that the teams do not make referrals. They do, and there are references in team reports to referrals.⁸ The problem is that the comparable counts of referrals are not available.

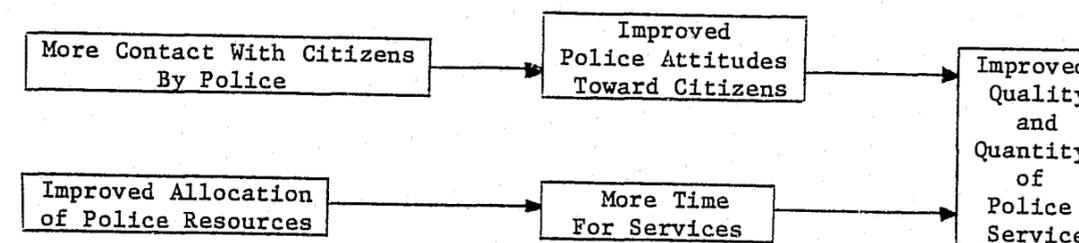
Referrals are handled as a routine part of patrol work according to Team II's leader. Posted in the team office are the names and telephone numbers of the persons at The Social Services Department who are on call for referrals 24 hours per day. The officers were briefed on the referral procedure as part of the training for team policing.

Results of both Urban Institute patrol officer surveys indicate that only one in ten officers thought that referring a citizen to a social service, health or welfare agency was a waste of time. Team officers, like all officers in Winston-Salem, think referrals are useful. Thus, there was little opportunity to improve officer attitude about referrals.

I. EMPHASIS ON SERVICE ACTIVITIES AND COMMUNITY CONTACTS (ELEMENTS #10 AND #13)

The grant proposal states the expectation that police attitudes toward the community will improve through more contacts with the citizens and that better quality and quantity of police services could result from "proper scheduling and resource allocation" which would "allow more time for the performance of police services." In summary form, the logic can be diagrammed as follows:

8. For example, in Team I's report for March 1977, it is reported that "there were 6 mental cases handled" In January 1977, Team II reported that "several destitute residents" were transported to obtain fuel furnished by "The Experiment in Self-Reliance."



First, the evidence on the number of police contacts with citizens was examined. Three measures were used: (1) what police officers said about contacts with citizens; (2) what citizens said; and (3) records of numbers of contacts.

Survey results clearly show that police officers said that they attend more meetings with community residents under the team policing program than before team policing.⁹ The survey results are summarized in Table 26 which shows that before team policing only 9 percent of the officers surveyed said that they had attended one or more meetings "during the last month" as compared to 46 percent of the officers surveyed from the teams.

In parallel with the increase in the number of citizen meetings attended, the survey results indicate that the number of times officers talked informally with residents may have increased as indicated by data in Table 27. However, the shift is not statistically significant. First, 61 percent of the team policing officers surveyed said that during team policing they have more informal talks with citizens than "a year ago" before team policing. Second, the 61 percent is larger than the 42 percent of the officers in the "before" survey who noted an increase in informal talks prior to the start of team policing.

9. The change in the average number of meetings per officer was statistically significant using a t-test at the 0.05 level of significance.

TABLE 26: PATROL OFFICER SURVEY RESULTS ON COMMUNITY MEETINGS

Question: During the last month, how many times have members of your team or relief (shift/platoon) attended meetings in which community residents attended?

Response	PERCENT DISTRIBUTION OF OFFICERS BY RESPONSE	
	Prior to Team Policing*	Team Policing Officers**
(None or "Don't Know")	5%	22%
No Meetings	86%	32%
One Meeting	6%	20%
Two Meetings	1%	14%
Three or More Meetings	2%	12%
<u>Total</u>	100% (N=102)	100% (N=50)

*A survey of 102 randomly selected officers working in patrol, December to January 1975 (prior to team policing).
 **A survey of 50 (out of the 73) members of Team I and Team II in May 1977.
 Source: Urban Institute Patrol Officer Surveys, January 1976 and May 1977.

TABLE 27: PATROL OFFICER SURVEY RESULTS ON INFORMAL TALKS WITH CITIZENS

Question: Compared to a year ago, how often do you talk informally with residents in your patrol area?

Response	PERCENT DISTRIBUTION OF OFFICERS BY RESPONSE	
	Prior to Team Policing*	Team Policing Officers**
Much more often than a year ago	20.8%	22.4%
Somewhat more often than a year ago	21.9%	38.8%
About the same as a year ago	47.9%	22.4%
Somewhat less than a year ago	8.3%	12.2%
Much less than a year ago	1.0%	4.1%
<u>Total</u>	100% (N=96)	100% (N=49)

*A survey of 102 randomly selected officers working in patrol, December to January 1975 (prior to team policing).
 **A survey of 50 (out of the 73) members of Team I and Team II in May 1977.
 Source: Urban Institute Patrol Officer Surveys, January 1976 and May 1977.

Even though informal contact with citizens increased, there is no strong evidence that the increase led to an improvement in the police attitude toward citizens as measured by police officer responses to the questions.

- How likely do you think it is that police officers would abuse or harass people in the neighborhood in which you work? [Ninety percent of team officers said "not too likely"; however, this is not significantly different from what officers said prior to team policing.]
- Referring a citizen to a social service, health or welfare agency is a waste of a police officer's time. [Ninety-two percent of team officers disagreed; however, this is not significantly different from what officers said prior to team policing.]
- Attending team meetings with citizens is a waste of a police officer's time. [Ninety percent of team officers disagreed; however, this is not a significant change from pre-team policing responses.]

Police attitude toward citizens was quite good before team policing; there was little room for improvement. Hence it is not surprising that improvements were not detected through the responses to the patrol officer surveys.

The line of reasoning that links improved allocation of police resources to more time being available for police services cannot be tested due to lack of available data. The evidence indicates that the team leaders tried and were successful in reallocating their resources; however, no data are available to directly measure whether the reallocation resulted in more time available for services.

According to the belief of team policing officers, team policing is a good method for improving the quality of police services. Only one officer in twenty-five members of team policing units disagreed with the statement, "The neighborhood team policing program is a better way for the police to try to improve the quality of police service than any other method I know of to organize a police department." The survey of officers prior to team policing showed that one in five disagreed with the same statement.

CONTINUED

1 OF 2

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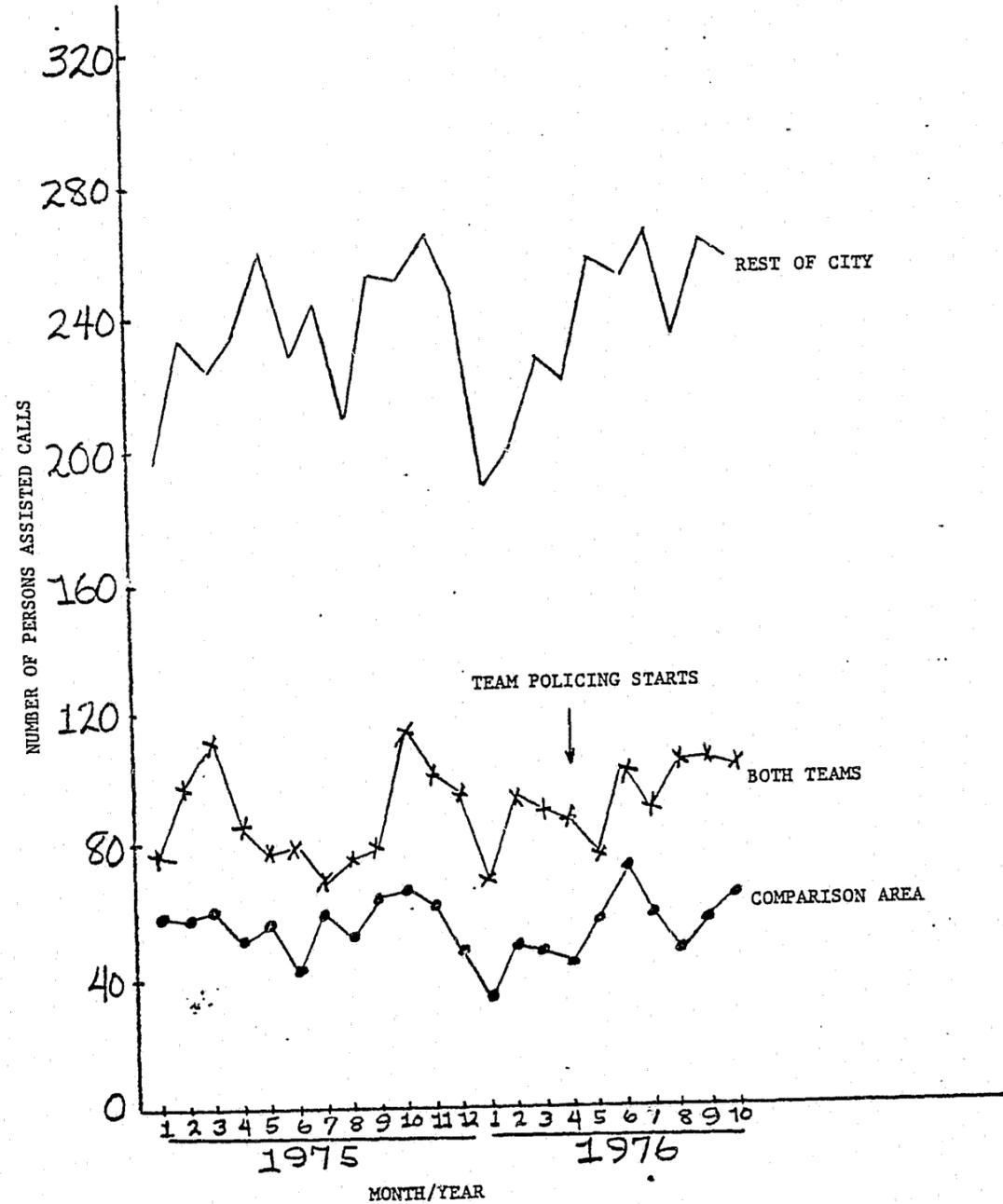
The available data on quantity of police services indicates that the team policing officers are delivering about the same number of services to citizens in the team areas as were delivered prior to team policing. For example, Table 29 shows that the number of meetings attended by the centralized Community Services Unit dropped markedly about the time team policing started and that the teams most likely assumed full responsibility for community meetings in their areas. The number of "persons assisted" calls before and during team policing are shown in Figure 11 which indicates no large shifts in either the team areas or other areas of the city.

TABLE 29: SUMMARY OF DATA AVAILABLE FROM CITY NEIGHBORHOOD MEETINGS ATTENDED BY WINSTON-SALEM POLICE

Month	Year	Community Services Unit— Number of Meetings Attended	Team I and Team II Activity
January	1976	6	not in operation
February		(missing data)	not in operation
March		5	<u>not in operation</u>
April		5	
May		4	Team II spent 225 man hours*
June		3	Team II spent 135 man hours*
July		2	
August		1	some meetings
September		(missing data)	attended
October		1	exact
November		0	count
December		(missing data)	not
January	1977	0	known**
February		1	
March		1	

*Reported as time spent on "community relations."

**Team II lieutenant reports that they meet with community groups on request an average of twice a month. Team I reported only the content of specific meetings attended.



Source: Computer Tapes Supplied by Winston-Salem Police Department

FIGURE 11: WINSTON-SALEM, NUMBER OF PERSONS ASSISTED CALLS--TEAMS, COMPARISON AREA AND REST OF CITY

The long-term trends in selected service calls and total calls citywide are shown in Table 30. This shows that the total number of calls in 1976 was within 1 percent of the number in 1975. Following substantial increases in 1975, the number of "doors and windows found open," "security checks" and "persons assisted" calls dropped substantially in 1976. The point is that a lot of variation in percent change within selected types of calls does occur and this variation may not show up in the percent change in total calls.

TABLE 30: SELECTED CALLS FOR SERVICE RECEIVED BY WINSTON-SALEM COMMUNICATIONS

Type of Call	NUMBER OF CALLS BY YEAR (Percent Change From Previous Year)			
	1973	1974 (% change)	1975 (% change)	1976 (% change)
Doors and Windows Found Open	249	271 (+ 9%)	359 (+32%)	294 (-18%)
Security Checks	3211	3164 (- 1%)	4013 (+27%)	2429 (-39%)
Persons Assisted	5859	5904 (+ 1%)	6052 (+ 3%)	5740 (- 5%)
All Calls Received by Communications	59301	66159 (+ 1%)	75260 (+14%)	74651 (- 1%)

Source: Computer data tape provided by the Winston-Salem Police Department.

Many aspects of community services performed by the teams are difficult to quantify and compare with previous practices. A few examples are illustrative. In December 1976 one squad in Team I reported that there had been no requests by citizens for the police to mark personal property with identification numbers. The squad concluded that "interest in this field seems to have been abandoned by the community." The services were available but

apparently there was no demand. Another incident reflects how community services were initially "successful," but ended "unsuccessfully." A concentrated effort was made to locate substandard housing and report it to the city's inspection division. Inspectors did respond and sometimes found substandard conditions; however, one woman whose residence was inspected was shortly thereafter asked to vacate by the landlord.

J. FOOT PATROL
(ELEMENT #12)

Foot patrol has been used in parts of Winston-Salem for a long time. In 1975, there was a special five-man unit assigned to foot patrol downtown. The special unit was disbanded; however, officers continued to patrol on foot according to demand.

The exact amount of foot patrol in team areas before and during team policing is not known; however, team members do patrol on foot. For example, Team II reported between two and five hours of foot patrol per week in January 1977 which was a very cold month. As the weather improved, the demand for foot patrol increased in Team II's area. Complaints about drunks, beggars and peddlers were received from downtown merchants. In April 1977, Team II assigned permanent foot patrols in response to the complaints. Team I has also initiated foot patrol in selected commercial areas where drunks were reported causing problems.

K. CONTINUITY OF ASSIGNMENT TO TEAMS
(ELEMENT #14)

The proposal stated that one intent was to stabilize assignments to teams. Of the 75 people assigned to teams in April 1976, about 15 had changed assignment one year later. Both of the original team commanders were still with the teams 16 months after the teams started. Among the ten original sergeants, all were still on the teams a year later--except that the teams exchanged one pair of sergeants. Of the 63 patrol officers and corporals, the annual retention rate is about 73 percent--namely, about 3 out of every 4 officers who started were still with their original team one year later.

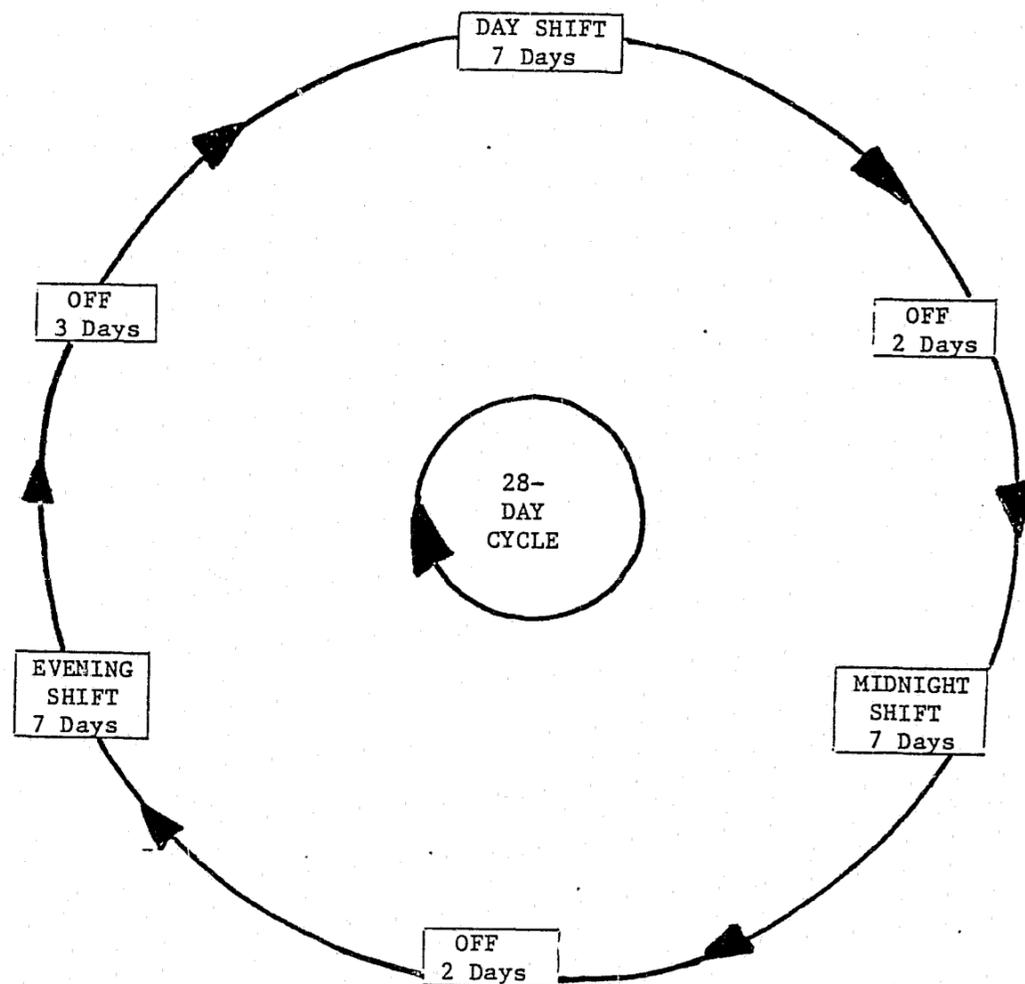
L. MATCHING DEMAND AND PERSONNEL DEPLOYMENT
(ELEMENT #15)

Matching personnel to calls for service and crime has been a major concern of the police management in Winston-Salem. The proposal noted that the existing (pre-1976) work schedules resulted in a "fixed schedule regardless of workloads and community needs." Since the proposal specifies that the team manager will have sole responsibility for managing the team, the implication seems to be that scheduling according to demand has been a problem and the team managers will be responsible for proposing solutions. The proposal does not explicitly state that matching personnel schedules to demand is an objective; however, one can reasonably assume it is an implied objective.

As shown in Chapter II, Section L-1., "Debate Over Manpower Allocation," the team areas contain 22 percent of the "average workload" of the city and were given 33 percent of the personnel. Thus with respect to geographic

distribution, personnel and workload were well matched. The remaining problem is matching demand over time to personnel assignment.

The traditional schedule used by Winston-Salem patrol units results in approximately equal numbers of personnel on duty during each shift. The patrol division work schedule from 1976 is illustrated in Figure 12. Each patrol officer's schedule follows a 28-day cycle during which he is rotated through each shift.



Source: Planning and Research "Patrol Division Work Schedule, 1976"

FIGURE 12: PATROL DIVISION WORK SCHEDULE

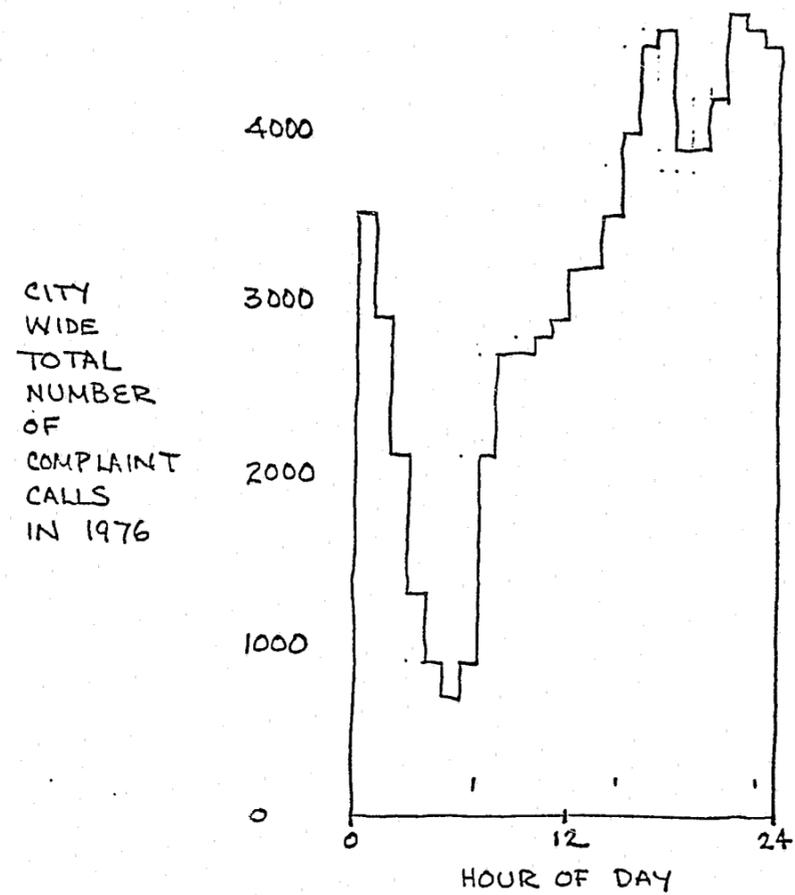
In a 1976 Staff Study, the Winston-Salem Police Department's Planning Committee¹¹ concluded that the schedule used did not match manpower to peak workloads. The workload distribution by time of day is illustrated in Figure 13 which shows the citywide distribution of complaint calls by hour of day. Between 5 a.m. and 6 a.m. on the average day, there are only about 2 complaint calls as compared to about 13 between 9 p.m. and 10 p.m.

Team II scheduled personnel to approximately match the high demand periods. Data from October through December 1976 were examined and show that Team II averaged about five team members on duty except during the "overlap" period [2200-0100 Sun.-Wed. and 2200-0200 Thurs.-Sat.] when about nine team members were on duty. The match of personnel to demand by watch is illustrated in Figure 14 which shows the average number of personnel on duty and the average number of calls each watch. The second watch appears to be understaffed in relation to the calls.

The distribution of Team I personnel by shift is illustrated by Figure 15. Data on the distribution of calls by shift in Team I were not available. However, judging from the distribution of calls in Team II and the entire city, the distribution of personnel in Team I is probably more concentrated in the first shift than the distribution of calls.

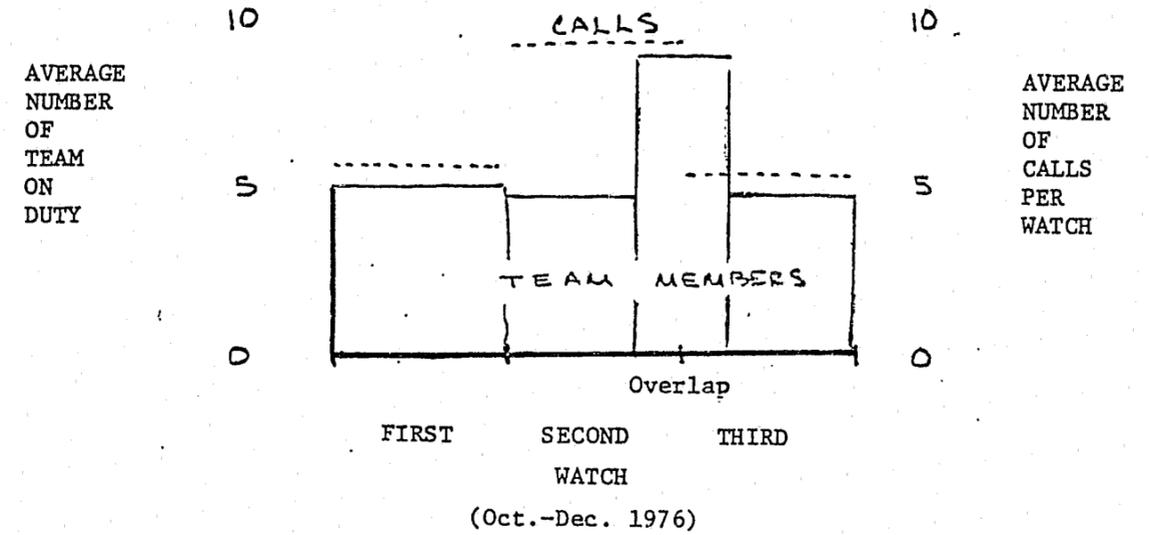
Surveys of officers indicate that they think teams are doing better at matching patrol resources with need. A comparison of responses from the sample of officers before team policing and a sample of officers in teams is contained in Table 31. In the sample of all officers before team policing, only 26 percent thought the match was good or excellent as compared to 51 percent of the officers sampled in the teams.

11. Staff Study 6, "Operations Bureau Reorganization," February 24, 1976.



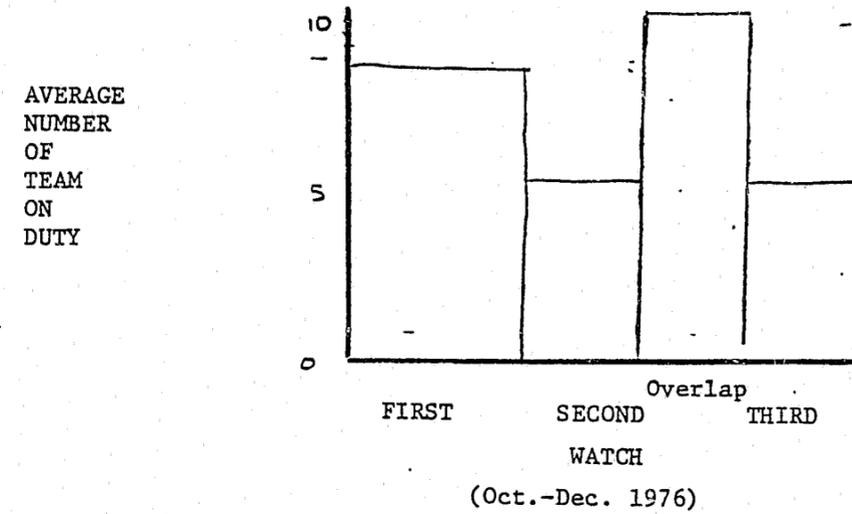
Source: Computer data tapes supplied by Winston-Salem Police Department.

FIGURE 13: DISTRIBUTION OF COMPLAINT CALLS BY TIME OF DAY



Source: Computer tapes supplied by Winston-Salem Police Department.

FIGURE 14: MATCH OF PERSONNEL TO DEMAND IN TEAM II



Source: Computer tapes supplied by Winston-Salem Police Department.

FIGURE 15: PERSONNEL BY WATCH IN TEAM I

TABLE 31: OFFICER OPINION ON MATCHING PATROL TO NEED

Question: Which statement best describes how well the level of patrol and the need for patrol were matched in your area in the last two months?

Response	Percent of Officer Responses	
	Pre-sample	During Sample
EXCELLENT match with priorities regularly adjusted by studying local problems.	5.2%	10.2%
GOOD match, with an effort made to meet local problems.	20.8%	51.0%
SATISFACTORY match, with patrol and work-load roughly equal.	49.0%	36.7%
POOR match, with some areas bearing a somewhat unfair share of the work.	21.9%	2.0%
VERY POOR match, with little relation between patrol and need.	3.1%	0.0%
TOTAL	100.0% (N=96)	100.0% (N=49)

Source: Urban Institute Patrol Officer Surveys, January 1976 and May 1977.

When the total number of personnel remains stable, response times can be used as a measure of how well demand is matched by personnel deployment. If deployment is changed to more closely match the demand then one would expect some improvement in response times. The average response times remained quite stable when comparing pre- and post-team policing periods.

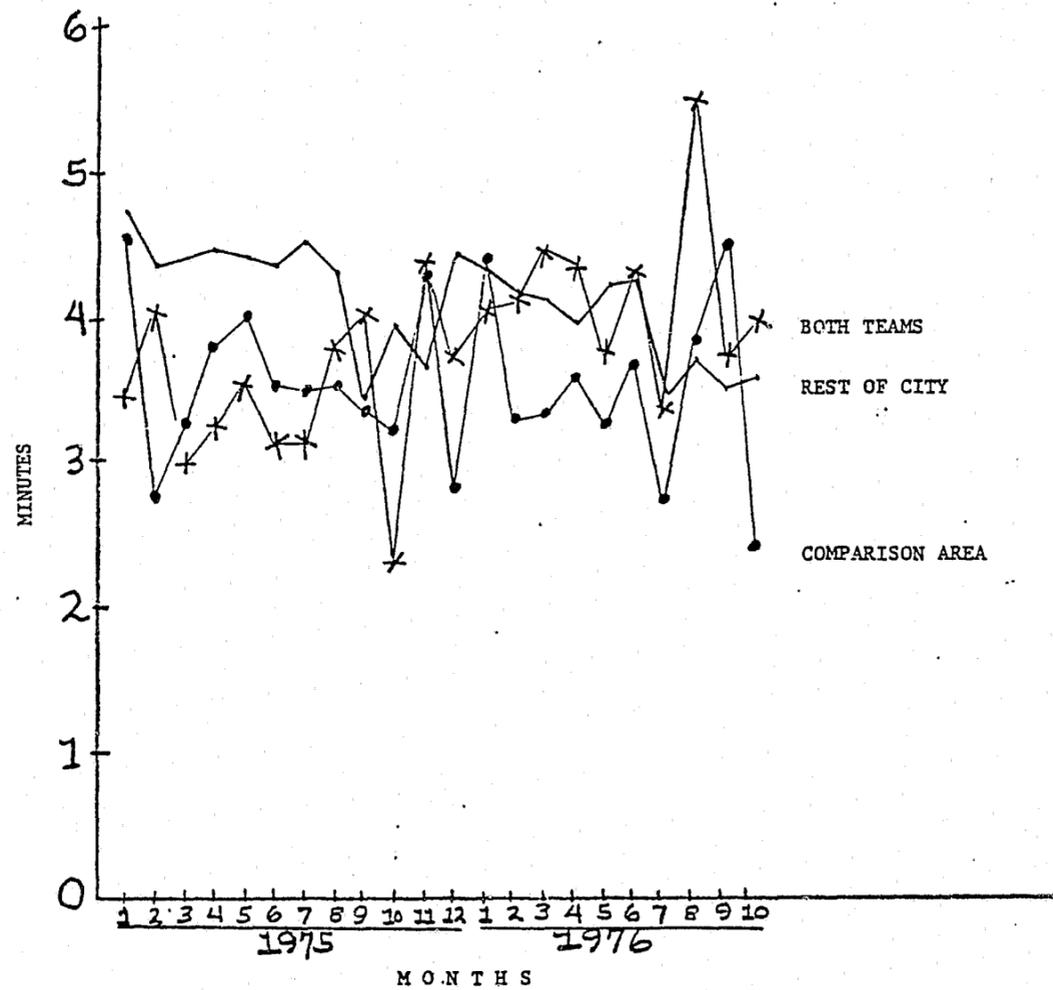
A summary of response times is shown in Table 32 which shows for all calls in the city the average response time was about 7-1/2 minutes. Urgent calls such as robbery, alarms and fires have shorter response times clearly because of their urgent nature. These urgent calls were selected as good candidates

TABLE 32: SELECTED RESPONSE TIMES FOR JANUARY 1975 TO OCTOBER 1976 CITYWIDE

Number of Calls With Response Time Reported	RESPONSE TIME IN MINUTES		
	Type of Call	Average	Standard Deviation
120,351	All Calls	7.5	9.2
	Calls With Short Response Time:		
411	Robbery	4.5	4.6
3,386	Fire Calls	4.0	3.3
6,314	Alarms--All Types	3.6	5.2

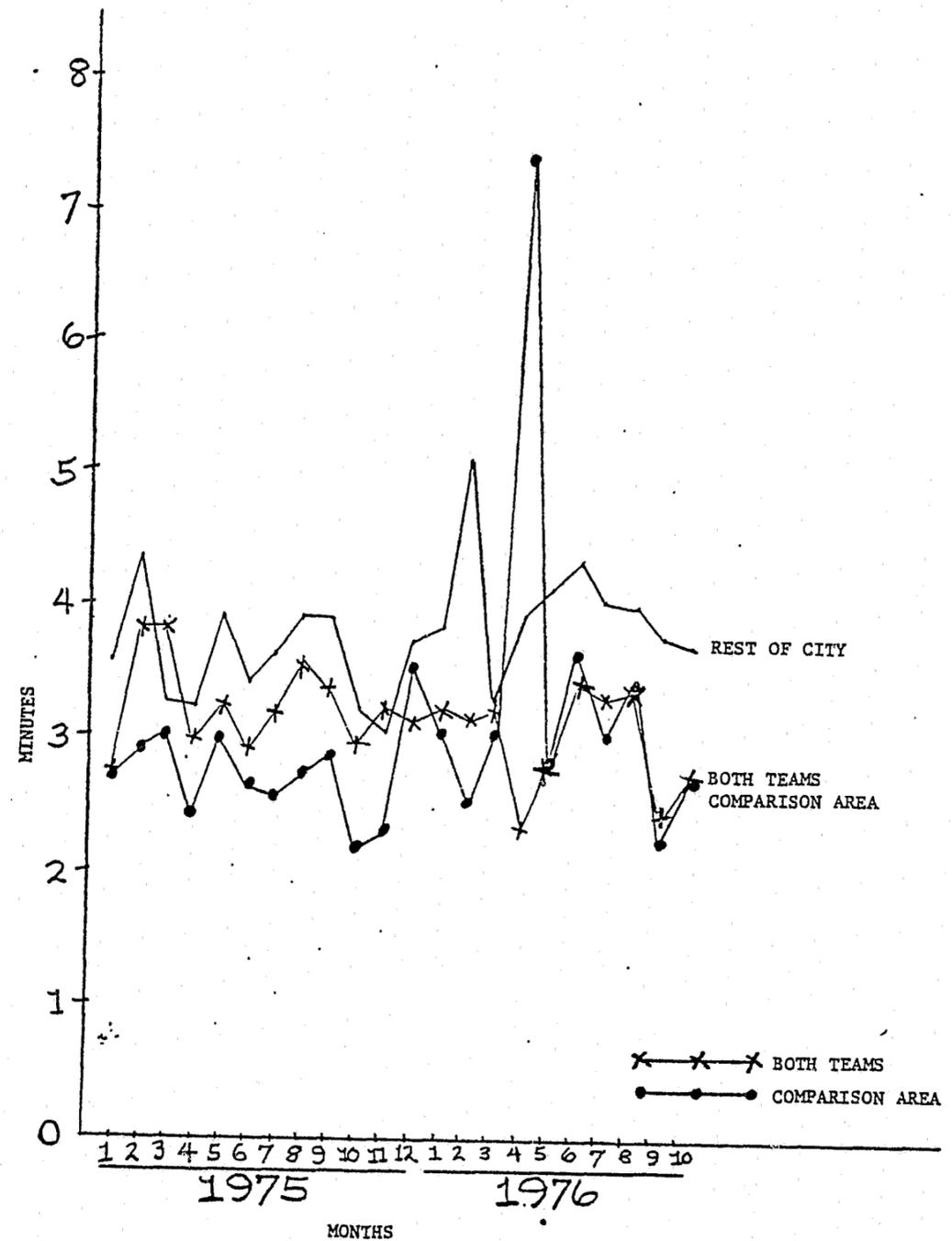
Source: Computer data tapes provided by the Winston-Salem Police Department.

for reflecting changes in response times due to better scheduling. Unfortunately the sample of robbery cases is small and was dropped. A plot of response times for three areas (teams, the comparison area, and the rest of the city) before and after the start of team policing, is shown in Figure 16. A similar plot for alarm calls is in Figure 17. Compared to other parts of the city, the response times in the team policing areas do not appear to have changed due to the introduction of team policing in April 1976. Plots of other types of calls produce the same conclusion.



Source: Computer tapes received from Winston-Salem Police Department

FIGURE 16: RESPONSE TIME--FIRE CALLS, WINSTON-SALEM POLICE DEPARTMENT



Source: Computer Tapes Received from Winston-Salem Police Department

FIGURE 17: RESPONSE TIME--ALARMS, ALL TYPES, WINSTON-SALEM POLICE DEPARTMENT

M. CHANGES IN MANAGEMENT STYLE
(ELEMENTS #16, #17, AND #18)

Three elements identified from the team policing theory pertain directly to how the team leader manages. These elements call for:

- decentralization of authority and accountability to the team leader (#16);
- eliminating the quasi-military style of command (#17); and,
- using participative management to set objectives, plan and evaluate team performance (#18).

All these elements were either directly mentioned in the grant proposal or were implied.

Authority and accountability were decentralized to the team commanders who in essence ran their own small police departments out of separate team headquarters located away from the main offices of the police departments. Below are selected quotes on the role of the team leader as stated in department documents.

"The Team Leader is to be responsible for the total team policing operation in the . . . area to which he is assigned; to initiate, direct and coordinate staff and personnel supervision; to provide for management by objectives . . .; to allow and encourage initiative and creative efforts of the team toward the achievement of the stated . . . objectives . . .; to coordinate the team's activities with activities of the department . . . to file a weekly progress report of team activities"

"The Team Leader will be accountable to the Commander of the Operations Bureau and will have direct access to the Chief of Police and the Director of Public Safety.

"The Team Leader will have authority over the team area and team personnel"

Decentralization reduced the number of supervisors to whom officers felt directly accountable. Prior to team policing, 28 percent of officers said

they were directly accountable to three or more supervisors as compared to only 10 percent of team policing officers as shown in Table 33.

TABLE 33: NUMBER OF SUPERVISORS

Question: To how many different supervisors are you directly accountable?

Number of Different Supervisors	Sample of Officers Before Team Policing	Sample of Officers in Teams
One	45.1%	44.0%
Two	26.5%	46.0%
Three	14.7%	6.0%
Four or Five	10.8%	0.0%
Six or More	2.9%	4.0%
	100.0% (N=102)	100.0% (N=50)

Source: Urban Institute Patrol Officer Surveys, January 1976 and May 1977.

There are some results from patrol officers responses to survey questions that indicate the plan to use participative management resulted in actual changes. For example, patrol officers under team policing now feel that they have more influence about their job, decisions, planning, etc. In a composite index measuring "influence," 29 percent of officers felt they had either "a great deal or a very great deal" of influence as compared to 59 percent of team policing officers.¹²

12. The composite index is composed from the following questions: In general, how much say or influence do you feel you have on what goes on in your job?; Do your immediate supervisors ask your opinion when a problem comes up which involves your work?; If you have a suggestion for improving the job or changing the set-up in some way, how easy is it for you to get a chance to give your ideas to the individuals involved?; How much influence do you have in planning what you will do?; In general, how much do you participate in decisions affecting the carrying out of your work?

As noted in Table 35, team members now attend more meetings with fellow officers than before. However, on the negative side, team members feel that they are not being kept informed by management. This feeling was present prior to team policing and is still present in the teams. The data are summarized in Table 34. Over 90 percent of both officers before team policing and officers in teams agreed (to some degree) with the statement, "There are so many changes going on around here you never know what is going to happen next."

TABLE 34: OFFICERS "KEPT IN THE DARK" BY MANAGEMENT

Question: Management keeps us in the dark about things we ought to know.

Responses	Sample of Officers Before Team Policing	Team Sample
Strongly Agree	27.7%	16.0%
Agree	35.6%	32.0%
Agree Somewhat	25.7%	48.0%
Disagree Somewhat	5.9%	2.0%
Disagree	4.0%	0.0%
Strongly Disagree	1.0%	2.0%
	100.0% (N=101)	100.0% (N=50)

Source: Urban Institute Patrol Officer Surveys, January 1976 and May 1977.

N. INCENTIVES NOT LINKED WITH TEAM POLICING
(ELEMENT #19)

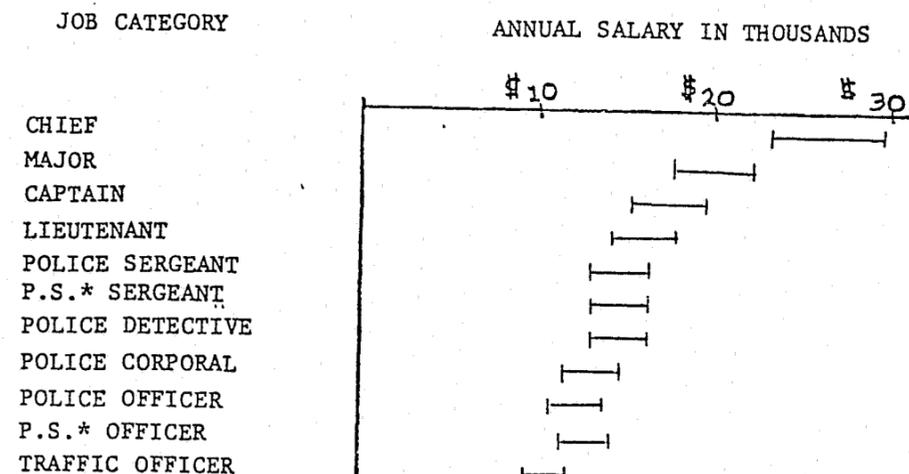
The proposal stated that the training for team policing will have as one objective the elimination of any conflict between "the full service model," individual police officers' expectations and department goals.

As of September 1977, the Chief thought that considerable changes were still required before the goals of team policing could be incorporated into the incentive structure for department personnel.

The pay schedule is dependent on job category and years of service. The ranges of annual salaries by job category is shown in Figure 18. An employee can receive pay increases within the ranges shown by progressing through six steps as follows:

- employee is hired at step A;
- after six months, employee goes to step B;
- after step B, the employee can move up one step per year starting from step B and continuing to C, D, E and finally F.

Employees generally move ahead on the step schedule unless their performance is judged to be particularly unsatisfactory. Exceptionally good performance is usually rewarded only by awards such as the "officer of the year," which carries no monetary incentive.



Source: Salary Schedule
June 30, 1977

*Public Safety, i.e., qualified for both police and fire.

FIGURE 18: ANNUAL SALARY RANGES FOR SELECTED JOB CATEGORIES

O. TEAM INTERACTION AND INFORMATION SHARING
(ELEMENT #20)

The Winston-Salem proposal states that one expected result of team policing is increased interaction among teams and more information sharing. The teams held regularly scheduled meetings in team offices. Compared to before team policing, there were dramatically more team officers attending meetings. Results from patrol officer survey data are summarized in Table 35. Before team policing, only 38 percent of the officers surveyed said they had attended one or more meetings in the previous month as compared to 93 percent of the team policing officers.

TABLE 35: PATROL OFFICER MEETINGS PER MONTH

Question: During the last month, how many times have members of your team or relief (shift/platoon) met formally to discuss problems and develop solutions?

Response	Percent Distribution of Officers' Responses	
	Before Team Policing*	Sample of Officers in Teams**
None	62.2%	6.3%
Once	33.7%	89.6%
Twice	1.0%	0.0%
Three or More	3.1%	4.2%
	100.0% (N=98)	100.0% (N=48)

*January 1976
**May 1977
Source: Urban Institute Patrol Officer Surveys, January 1976 and May 1977.

According to most of the patrol officers surveyed, more accurate and timely information is available to team policing personnel. The results are shown in Table 36.

TABLE 36: OFFICER OPINION ABOUT INFORMATION AVAILABILITY IN TEAMS

Question: Under the neighborhood team policing program, officers will be provided with more accurate and timely information about area problems and criminal activity.

Response	Percent Distribution of Team Members Responding
Strongly Agree	10.2%
Agree	34.7%
Agree Somewhat	32.7%
Disagree Somewhat	12.2%
Disagree	10.2%
Strongly Disagree	0.0%
	100.0% (N=44)

Source: Urban Institute Patrol Officer Survey, May 1977.

P. THE FUTURE OF TEAM POLICING IN WINSTON-SALEM

As of September 1977, the plans in Winston-Salem called for team policing to be implemented citywide early in 1978. Two more teams would be created while the existing team areas would be expanded so that the entire city would be covered by four team areas. One possible exception would be the central business district which could become a fifth area. The proposed new teams would contain more men than the teams as of September 1977. The remaining funds (over \$40,000) from the team policing grant could hopefully be used to pay for part of the training for the rest of the department. Team members

would function as "public safety officers" and respond to both police and fire calls.

The Chief feels that the department needs new "career paths" for police officers. The current pay schedule would have to be revised to allow a trainee to move up in the department without having to get promotions in rank. However, a hiring freeze imposed by the city in the fall of 1975 was still in effect as of September 1977. The freeze has limited promotions and lowered morale. Few people have left the department so new slots for less senior officers have been scarce.

Chief Surratt believes that decentralization will lead to slower decision making because the team members debate the issues prior to a decision. On the other hand, he feels the program in Winston-Salem could not have been implemented had there been a strong union such as exists in Hartford or New York.

IV. OUTCOME CHANGES

In the review of the team policing theory, The Urban Institute identified eleven outcome changes expected to result from the implementation of team policing. The eleven outcomes are listed in Table 37 along with a summary of the apparent results in Winston-Salem. The grant application included nine of the eleven outcomes as objectives.

As indicated in Table 37, two of the eleven desired outcomes in the federal model were not listed in the grant application and are only discussed briefly below.

Productivity (Outcome #3) had to increase citywide since the total number of personnel has been dropping since 1975 and the workload has increased since 1975. Citizen fear (Outcome #10) in Winston-Salem was probably decreasing before team policing started. In the January 1976 survey (N=100) of citizens, only 17 percent of the respondents thought that their chances of robbery had gone up in the previous year. In the other five team policing demonstration cities, the percentages were significantly higher--ranging from 20 percent in Boulder to 40 percent in Hartford.

Two outcome elements were implied as goals in the proposal, but specific measures were neither stated nor implied. These outcomes include:

- Improve Police Service (Outcome #6)
- More Effective Law Enforcement (Outcome #8)

TABLE 37: SUMMARY OF WINSTON-SALEM POLICE DEPARTMENT EXPERIENCE WITH OUTCOME CHANGES

Outcome Change in Federal Team Policing Model	Was Element Stated As a Local Objectives	What Were The Types Of Measures For The Change Used In The Local Objective	Considering the Number, Timing and Magnitude Of The Implementation Changes, Is A Significant Outcome Change Plausible?	What Data Were Collected To Measure Change?	Do The Data Indicate A Change? What Direction?
1 Improve Police Community Relations	Yes	Citizen attitude toward police and vice versa	Not likely	Two waves of citizen and police officer surveys	Positive changes of opinion
2 Increase Officer Job Satisfaction	Yes	"job satisfaction"	Yes	Comparative survey of police officers	Satisfaction remains constant
3 Increase Productivity	No	N/A	N/A	N/A	N/A
4 Increase Flow of Crime-related Information to Police, Increase Reporting Rate of Crime	Yes	Increased solution of criminal offenses	Yes	Officer opinion	Officer opinion shifted toward the middle
5 Increase Quality and Quantity of Investigations, Increase Number of Criminals Apprehended and Prosecuted	Yes	Measures implied include clearance rates, arrests and convictions	Yes	Pre and post sample of outcomes of burglary and robbery cases	No significant changes observed
6 Improve Police Service	Yes	"better quality and quantity of police services"	Yes	Quantity of services	No change
7 Improve Crime Prevention and Control	Yes	"prevention of crime"	Yes	Crimes rates in teams, control area and rest of city	Decreases observed but not attributed to team policing
8 More Effective Law Enforcement	Yes	Not specific	N/A	Not addressed	N/A
9 Decrease Crime Rates	Yes	"reduction and elimination of criminality"	Yes	Crimes rates in teams, control area and rest of city	Decreases observed but not attributed to team policing
10 Decrease Citizen Fear	No	N/A	N/A	N/A	N/A
11 Improve Community Services	Yes	Not specific	Yes	Opinion of police and citizens	Trends indicate improvement

N/A--Not Applicable

Results of crime prevention and control efforts are best measured by crime rates which are discussed in Section E in this chapter. With the data collected, no link was established between team policing and changes in crime rates.

A. POLICE/COMMUNITY RELATIONS
(OUTCOME #1)

The proposal states that among the expected benefits of team policing in Winston-Salem is improved community attitudes toward the police and vice versa. Two of the department goals for team policing are (1) to improve community relations and (2) to develop community support.

Prior to team policing, the citizens in the team areas—like citizens in other cities—generally held positive attitudes about the police. Consequently, there was not room for large increases in police/community relations. For example:

- 81 percent rated police services as "good" or "very good"; and,
- 87 percent thought that citizens generally have a good deal or some respect for the police.

Team policing in Winston-Salem received positive and frequent coverage in the local news media. For example, a major editorial in the Sentinel on March 4, 1977 proclaimed in the headline, "Team Policing Works" and stated that "local citizens and businessmen had high praise for the promising innovation of team policing."

Team officers generally have a high opinion of their community relations work, in fact, much higher than a sample of all officers prior to team policing, as shown in Table 38.

TABLE 38: OFFICERS' OPINION OF POLICE/COMMUNITY RELATIONS

Question: How good a job of working constructively with the community would you say your unit is doing now.

Response	PERCENT DISTRIBUTION OF OFFICERS	
	Sample Before Team Policing	Sample of Team Officers
Very Poor	0	0
Poor	4.1%	0
Somewhat Poor	14.3%	0
Average	34.7%	12.0%
Somewhat Good	19.4%	32.0%
Good	23.5%	44.0%
Exceptional	4.1%	12.0%
	100.0% (N=98)	100.0% (N=50)

Source: Urban Institute Patrol Officer Surveys, January 1976 and May 1977.

B. JOB SATISFACTION REMAINS STEADY
(OUTCOME #2)

The grant proposal states that "job satisfaction is expected to increase" According to the most aggregate measure of "job satisfaction,"¹ there was no significant change associated with the implementation of team policing. The results from surveys of officers are summarized in Table 39, which does not indicate a statistically significant shift in job satisfaction.² When asked how satisfied officers felt, the results again showed no significant shift,³ as shown in Table 40.

1. See pp. 13-14 of Patrol Officer Questionnaire for questions used in the Job Satisfaction index.

2. Using a x² test or a t-test for differences in "average" job satisfaction at the 0.05 level of significance.

3. Using a x² test or a t-test for differences in "average" job satisfaction at the 0.05 level of significance.

TABLE 39: OVERALL INDEX OF JOB SATISFACTION

Response	PERCENT DISTRIBUTION OF OFFICERS	
	Survey of Officers Before	Survey of Team Policing Officers
Compared to last year, this year is:		
Much Better	24.0%	22.4%
Better	20.0%	8.2%
Same	27.0%	32.7%
Poorer	16.0%	20.4%
Much Poorer	13.0%	16.3%
	100.0% (N=100)	100.0% (N=49)

Source: Urban Institute Patrol Officer Surveys, January 1976 and May 1977.

TABLE 40: HOW OFFICERS FEEL ABOUT THEIR JOB

Question: Which of these statements best tells how you feel about your job?

Response	PERCENT DISTRIBUTION OF OFFICERS	
	Sample Before Team Policing	Sample of Team Officers
Completely Satisfied	10.9%	14.3%
Well Satisfied	58.4%	65.3%
Neutral	10.9%	12.2%
A Little Dissatisfied	17.8%	8.2%
Very Dissatisfied	2.0%	0.0%
	100.0% (N=101)	100.0% (N=49)

In spite of the apparently constant level of satisfaction, a strong majority think team policing has improved the department. The results are in Table 41. The work schedules used by teams were frequently cited as a primary reason for the officers' positive rating of team policing.

TABLE 41: HAS TEAM POLICING IMPROVED THE DEPARTMENT?

Question: Has the neighborhood team policing program improved things in your police department?

Response	Sample of Team Officers
Yes	83.0%
No	17.0%
	100.0%

Data collected by the local evaluator indicates that about two-thirds of the team officers think their job satisfaction has improved versus about one-third who think it remained about the same. The Urban Institute's patrol officer survey shows that team officers are about evenly split between those who think their job satisfaction has improved, stayed the same or dropped. First, the data is summarized below and is followed by a discussion of some possible reasons for the apparent differences.

During the first half of 1977 interviews with both team and non-team members of the department were conducted by two assistants of Professor Meyer Belovicz (the local evaluator from Wake Forest University). Twenty-two sworn officers working on teams⁴ and twenty-six officers from the platoons (non-teams) were interviewed as were a dozen officers from special units. Our analysis of the interviews was made from typed transcripts prepared from tape recordings. Belovicz reported that the tapes had been slightly edited by removing remarks considered to be personal differences between officers. The following results were obtained from a content analysis of the edited interviews.

- Twenty-one out of the 22 team members questioned felt that current morale and working conditions were better than before team policing. Fourteen said job satisfaction had improved. Many officers attributed the improvements to a better working schedule, increased responsibility for making decisions and following up their own cases. Most team members responding seemed to indicate they want team policing to continue.

4. Twenty-two officers were selected from the total complement of approximately 75 team officers.

- When asked to describe the best things about team policing, all 22 team members interviewed gave their opinions—some had more than one "best thing." The number of times "best things" were mentioned is shown below.

<u>Best Thing</u>	<u>Number of Times Mentioned</u>
Schedule	11
Improved Community Relations	6
Working as a Team	4
Responsibility for Decision Making	4
Elimination of Paramilitary Style	2
Flexibility (includes team schedule, decisions regarding manpower allocation, etc.)	2

- Twenty-three out of the 25 non-team officers commenting on morale thought that team policing had lowered department morale. Non-team officers frequently indicated that they thought the teams had a more desirable working schedule. When asked to describe their relationship with team members, 19 out of 27 of the non-team officers responding felt that they had lost contact with team members. Team members expressed a similar concern; when asked about the single worst thing about team policing, the most frequent response was that team policing had isolated them from the rest of the department. Non-team members were asked if team policing would work for the whole city. Seven said no, four said yes and eleven said yes, but with qualifications. Four did not know.

Why did the two survey results produce apparently different results?

While no definitive answer is available, a number of factors could have contributed to the difference. First, The Urban Institute required officers to produce anonymous written responses while Belovicz's survey required oral responses recorded on tape by a student conducting the survey. The two surveys used differently worded questions. The combination of wording and recorded oral responses could easily have produced more positive responses.

In any case, both surveys show a positive attitude toward team policing. The "before" versus "during" comparisons indicate overall job satisfaction remained relatively constant. The officers are happier with the schedules used in the team areas and the new schedules did result from the "participative management" aspects of team policing as implemented in Winston-Salem.

C. FLOW OF CRIME-RELATED INFORMATION
(OUTCOME #4)

The proposal states that due to an expected increase in information flow resulting from team meetings and interaction with citizens, that there will be an increase in the solving of crimes.

Although the majority of officers believe that under team policing they will get more accurate and timely information, the experience of team policing evidently has not strongly enforced the belief. Team officers are more likely to think that citizens will occasionally cooperate than were officers before team policing. The extremes of "usually" and "seldom" were less likely held opinions of team officers. The results are summarized in Table 42. The subject of solving crimes is discussed in the next section.

TABLE 42: OFFICER OPINION ABOUT CITIZEN COOPERATION

Note: Index of police opinion about citizen cooperation based on willingness of citizens to appear in court, help police identify criminals and report crime.

Response	PERCENT DISTRIBUTION OF OFFICERS	
	Sample Before Team Policing	Sample of Team Officers
Usually Cooperative	26.8%	16.0%
Occasionally Cooperative	14.9%	36.0%
Seldom Cooperative	<u>58.4%</u>	<u>48.0%</u>
	100.0% (N=101)	100.0% (N=50)

Source: Urban Institute Patrol Officer Surveys, January 1976 and May 1977.

D. DECENTRALIZATION OF INVESTIGATIONS TO TEAMS
DOES NOT DEGRADE INVESTIGATIVE OUTCOMES
(OUTCOME #5)

1. DEPARTMENT GOALS

The proposal stated that one of the expected results of team policing was the "increased solution of criminal offenses" due to an increase in information flow among teams and between teams and citizens. One department goal for team policing was "to improve the solution of criminal offenses." Measures were only indirectly implied by the local objectives, but did include clearance rates, arrests and convictions. Decentralization is the primary operational change that leads one to expect changes in the outcomes of criminal investigations. Prior to team policing, criminal investigations were referred to central detective units. Now, under team policing, almost all investigations are conducted by team members.

2. EVALUATION OF CASE OUTCOMES

The primary evaluation of investigative outcomes consists of comparing what happened to cases originating in the team areas⁵ before and after the start of team operations. The teams started operating in April 1976. The "before" sample is composed of all burglary and robbery cases opened in

5. For purposes of the evaluation, the team areas were defined to consist of census tracts 020, 031, 032 and 040 for Team I; 051, 052, 060 and 162 for Team II. This definition closely approximates the actual team boundaries which changed slightly during the demonstration period.

September, October and November 1975 versus the "during" sample which was drawn from the same three months in 1976.

High ranking officers from the Winston-Salem Police Department have expressed concern that the two samples used in this analysis are not large enough to detect differences that are of practical importance. This concern is well founded since many of the comparisons made in this section are based on very small sample sizes which result in fairly large differences between the "before" and "during" sample that are not statistically significant. We can only caution readers that some differences marked "not statistically significant" may have resulted from differences of practical importance that could have only been detected as "statistically significant" with sizes larger than those used for the analysis in this section.

For example, suppose it was desired to measure a shift of two percentage points (from 11 percent to 13 percent) in the percent of burglary cases resulting in an arrest. Sample sizes in the thousands of cases would be needed to obtain "statistically significant" improvements as small as two percentage points. With sample sizes around 200 cases in each time period, the smallest "statistically significant" shift we could detect would be about a six percentage point improvement in percent of cases resulting in arrests.

3. SUMMARY OF CASE OUTCOME EVALUATION

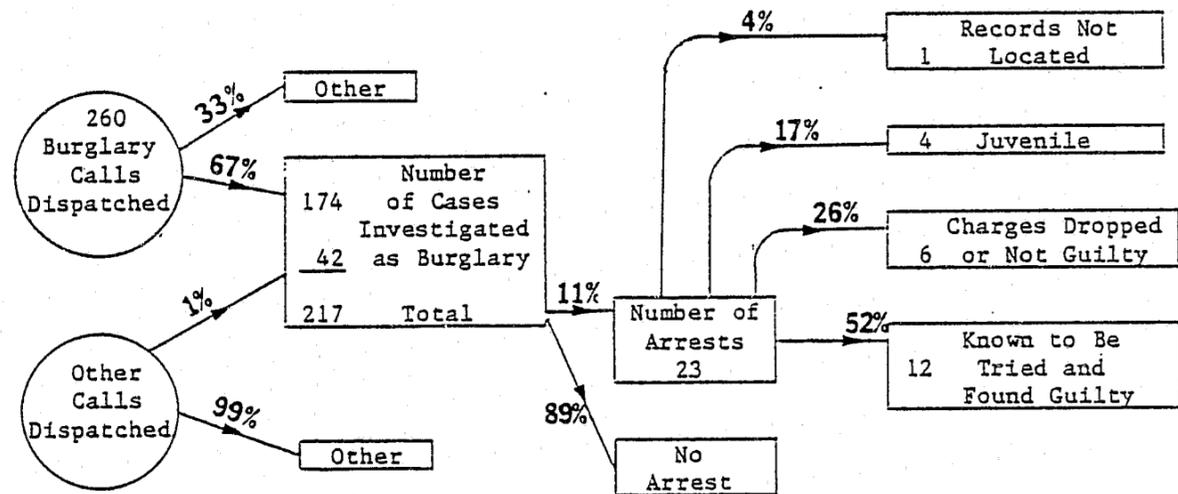
A summary of the two samples of burglary cases is contained in Figure 19 while the robbery samples are summarized in Figure 20. Both samples were drawn from cases originating in the parts of the city that eventually became

team areas. The most striking difference is that the three-month "before" sample contains more burglary and robbery cases investigated than the three-month "during" sample. The number of burglary investigations dropped by 46 percent and the number of robbery investigations dropped by 35 percent. The drop in burglary cases investigated in the team areas is apparently due to two trends: first, there was a citywide drop in the number of calls for service dispatched as burglary; and, second, a smaller fraction of those calls was converted into burglary investigations. These two trends are illustrated by comparing citywide data from 1975 and 1976 as depicted in Table 43, which shows that the number of "burglary" offenses dropped about 16 percent. The fraction of burglary calls converted into burglary investigations is approximated by the ratio of burglary offenses to burglary dispatch calls. The ratio dropped by about 6.2 percent.

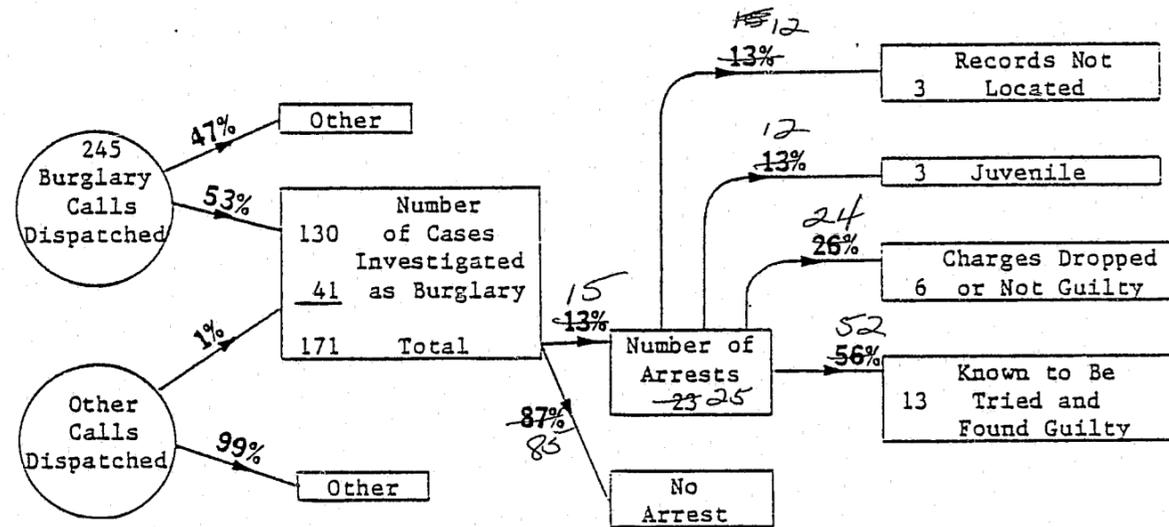
TABLE 43: CITYWIDE DECLINE IN BURGLARY DISPATCH CALLS AND OFFENSES FOR 1975-1976

Burglary	Citywide		Percent Decrease
	1975	1976	
Number of "burglary" dispatch calls	3,672	3,321	- 9.5%
Number of "burglary" actual offenses	2,983	2,521	-15.5%
Ratio of offenses to calls	0.81	0.76	- 6.2%
Source: Computer data tapes provided by the Winston-Salem Police Department.			

SUMMARY OF "BEFORE" SAMPLES (3 MONTHS OF CASES):



SUMMARY OF "DURING" SAMPLES (3 MONTHS OF CASES):

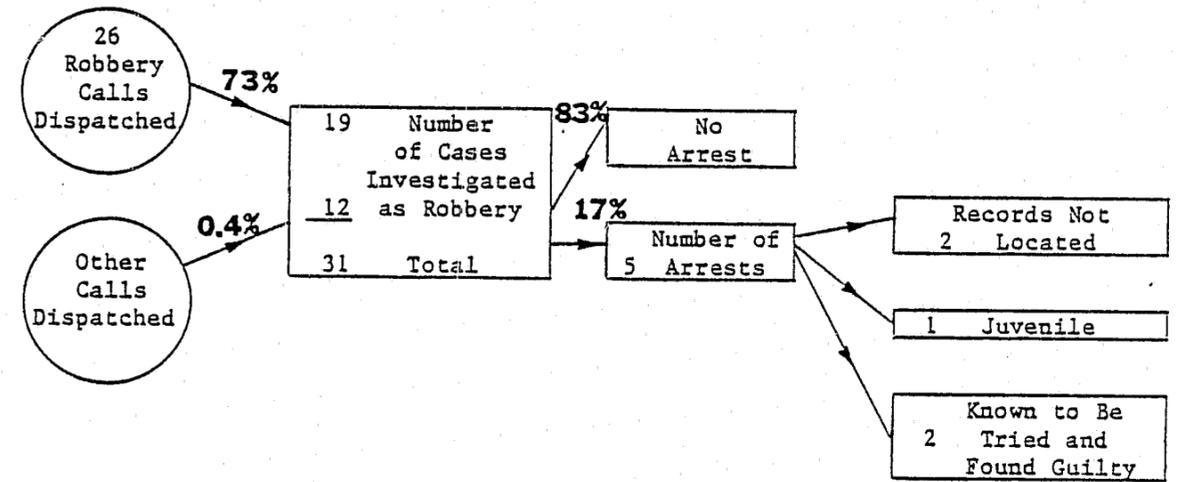


Source: Sample of cases investigated in team areas.

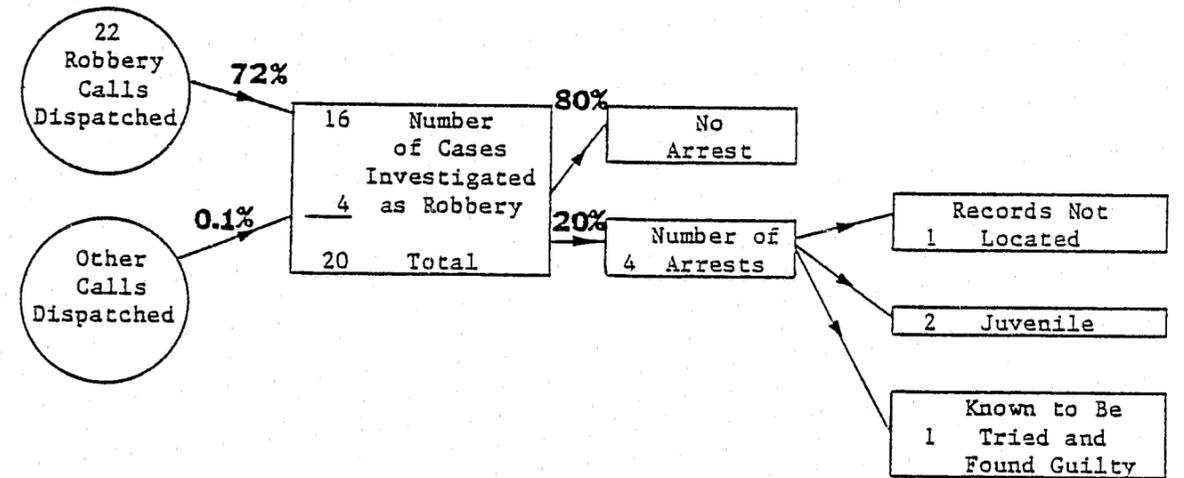
Note: Some figures have been extrapolated to compensate for missing data.

FIGURE 19: SUMMARY COMPARISON OF BURGLARY CASES IN TEAM AREAS BEFORE AND DURING TEAM OPERATIONS

SUMMARY OF "BEFORE" SAMPLES (3 MONTHS OF CASES):



SUMMARY OF "AFTER" SAMPLE (3 MONTHS OF CASES):



Note: Some figures have been extrapolated to compensate for missing data.

Source: Sample of cases investigated in team areas.

FIGURE 20: SUMMARY COMPARISON OF ROBBERY CASES IN TEAM AREAS BEFORE AND DURING TEAM OPERATIONS

The sample sizes for both burglary and robbery cases are too small to conclude that more arrests are produced per case during team operations. The trends show increases, but they are not statistically significant.

The outcome of arrests remained essentially constant when comparing the "before" and "during" periods. Almost exactly the same number of arrestees were tried and found guilty in each sample period.

From the evidence available, there is no indication that the change to team policing--which decentralized investigations to teams--had any detrimental effect on the outcome of criminal investigations. The proportion of cases resulting in arrests remained about the same. The proportion of arrestees tried and convicted remained about the same.

4. ROBBERY SAMPLE

The numbers of robbery calls and cases is too small to reveal significant trends. (See Tables 44 and 45.) Although the summary shows the number of dispatch calls and investigations both dropping, the long-term trend is for modest increases in dispatch calls as shown below. The robbery cases decreased in the team areas.

TABLE 44: TREND IN ROBBERY DISPATCH CALLS

Time Period (Before Versus During Team Policing)	Average Number of "Robbery" Dispatch Calls Per Month		
	Team Areas	Comparison Area	Rest of City
"Before": January 1975-March 1976	6.6	2.3	9.1
"During": April 1976-October 1976	7.1	2.9	9.9

Source: Computer data tapes provided by the Winston-Salem Police Department.

TABLE 45: TREND IN ROBBERY OFFENSES

Time Period (Before Versus During Team Policing)	Average Number of "Robbery" Offenses Per Month	
	Team Areas	Comparison Area
"Before": April 1975-March 1976	9.7	1.8
"During": April 1976-March 1977	7.3	2.2

Source: Computer data tapes provided by the Winston-Salem Police Department.

5. HOW INVESTIGATIONS START

The cases investigated as "robbery" typically originated as calls for service labeled "robbery" by the dispatchers as shown in Table 46. About the same proportion of "robbery" dispatch calls were investigated as robbery cases in both periods. There was a statistically significant drop⁶ in the proportion of burglary (breaking and entering) dispatch calls that were converted into "burglary" investigations as shown in Table 47. The cause of the drop is not known; however, it could be related to the drop in total number of burglary dispatch calls or the even larger drop in the number of non-residential burglary cases. The long-term trend in the number of burglary dispatch calls is shown in Figure 21, which shows that the drop occurred in the team areas as well as the rest of the city.

6. At the 0.05 level.

TABLE 46: DISPATCH CALLS AND ROBBERY CASES IN TEAM AREAS BEFORE AND DURING TEAM OPERATIONS

SEPTEMBER-NOVEMBER 1975 ("BEFORE" SAMPLE)			
Type and Number of Dispatch Calls	Investigated as a Robbery Case		
	Percent of Dispatch	Number of Cases	
Robbery	26	73.0%	19
Assault	319	1.6%	5
Larceny	280	1.4%	4
Breaking & Entering	257	0.4%	1
Disturbances & Fights	569	1.6%	1
All Others (Approx. 1,450)		0	0
Total		---	30*
SEPTEMBER-OCTOBER 1976 ("DURING" SAMPLE)			
Type and Number of Dispatch Calls	Investigated as a Robbery Case		
	Percent of Dispatch	Number of Cases	
Robbery	18	72.0%	13
Assault	188	0	0
Larceny	163	0.6%	1
Breaking & Entering	150	0	0
Disturbances & Fights	451	0.2%	1
All Others (Approx. 1,450)		0.1%	1
Total		---	16*

*Excludes one case for which type of dispatch is not known.
Source: Sample of cases investigated in team areas.

TABLE 47: SAMPLES OF CONVERSION OF DISPATCH CALLS TO BURGLARY (BREAKING AND ENTERING) INVESTIGATIONS IN TEAM AREAS (BEFORE AND DURING TEAM OPERATIONS)

SEPTEMBER-OCTOBER 1975 ("BEFORE" SAMPLE)			
Type and Number of Dispatch Calls	Investigated as a Breaking & Entering Case		
	Percent of Dispatch	Number of Cases	
Breaking & Entering	177	67.0%	119
Alarm	118	5.9%	7
Larceny	194	2.6%	5
Open Window/Door	13	30.0%	4
Rape	5	20.0%	1
Missing Person	34	5.9%	2
Prowler	139	2.9%	4
All Other (Approx. 2,300)		Approximately 0.3%	6
Total	--		148
SEPTEMBER 1976 ("DURING" SAMPLE)			
Type and Number of Dispatch Calls	Investigated as a Breaking & Entering Case		
	Percent of Dispatch	Number of Cases	
Breaking & Entering	72	53.0%	38
Alarm	49	8.2%	4
Larceny	88	3.4%	3
Open Window/Door	2	50.0%	1
Rape	4	0	0
Missing Person	13	0	0
Prowler	63	3.2%	2
All Other (Approx. 1,200)		Approximately 0.2%	2
Total	--		50

Source: Sample of cases investigated in team areas.

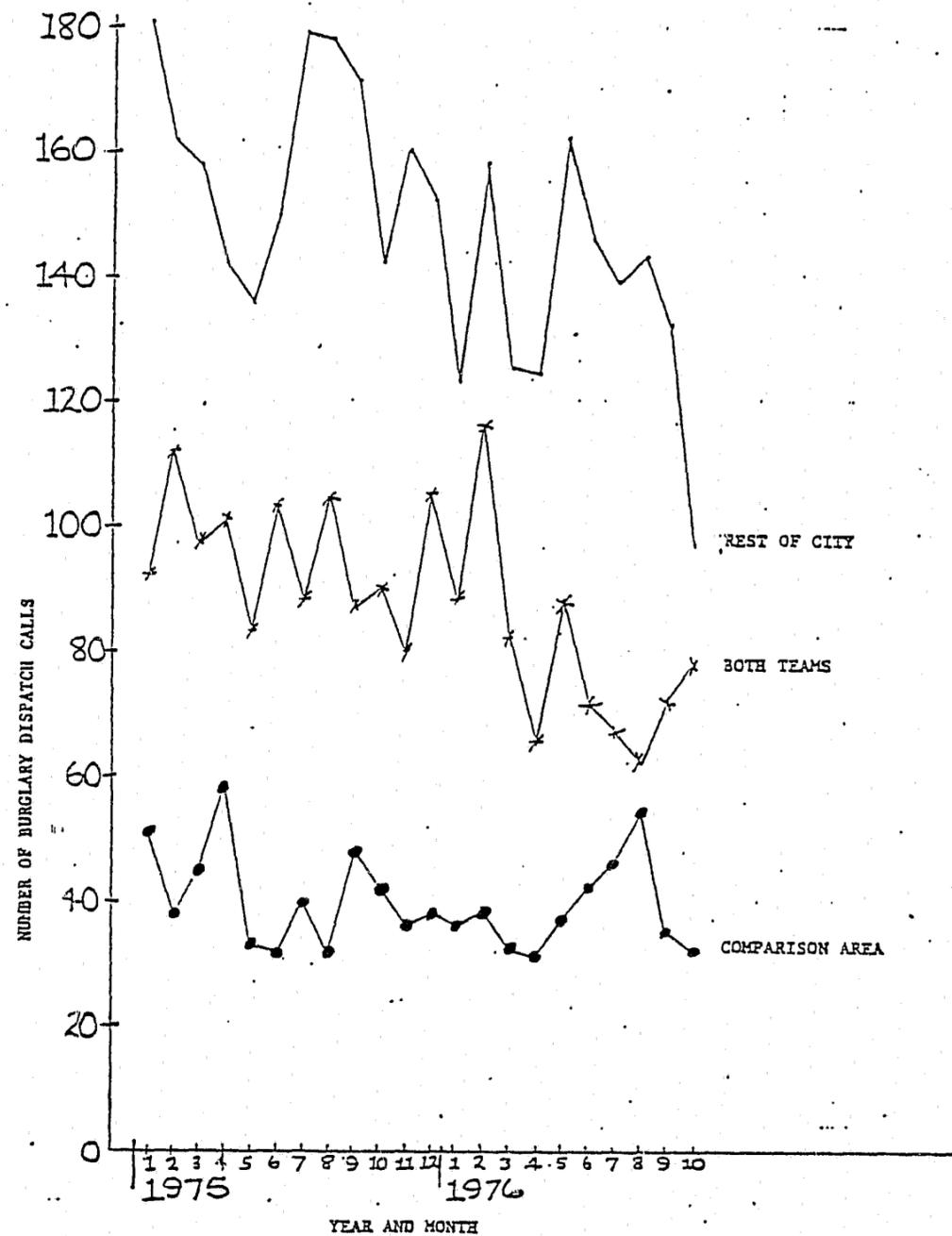


FIGURE 21: NUMBER OF BURGLARY DISPATCH CALLS: TEAMS, COMPARISON AREA, AND REST OF CITY (WINSTON-SALEM)

Source: Computer tapes supplied by Winston-Salem Police Department

6. OUTCOME OF POLICE INVESTIGATION

By comparing the outcomes in the samples of investigations from the "before" and "during" periods, one significant difference was: Teams tend to keep house burglary cases open longer. The same trend is observed for non-residential burglary.

The majority of the cases sampled were opened and closed within less than a month. Table 8 shows the percentage of cases that were opened and closed during the same calendar month. Decentralizing investigations to the team level apparently increased how long burglary cases remained active in the police files.

In both the "before" and "during" sample of all case types, about one case in eight was cleared by arrest as shown in Figure 22. The pattern of outcomes did not produce a statistically significant shift between the two sample periods.

TABLE 48: PERCENT OF BURGLARY AND ROBBERY CASES OPENED AND CLOSED IN THE SAME CALENDAR MONTH IN TEAM AREAS BEFORE AND DURING TEAM OPERATIONS

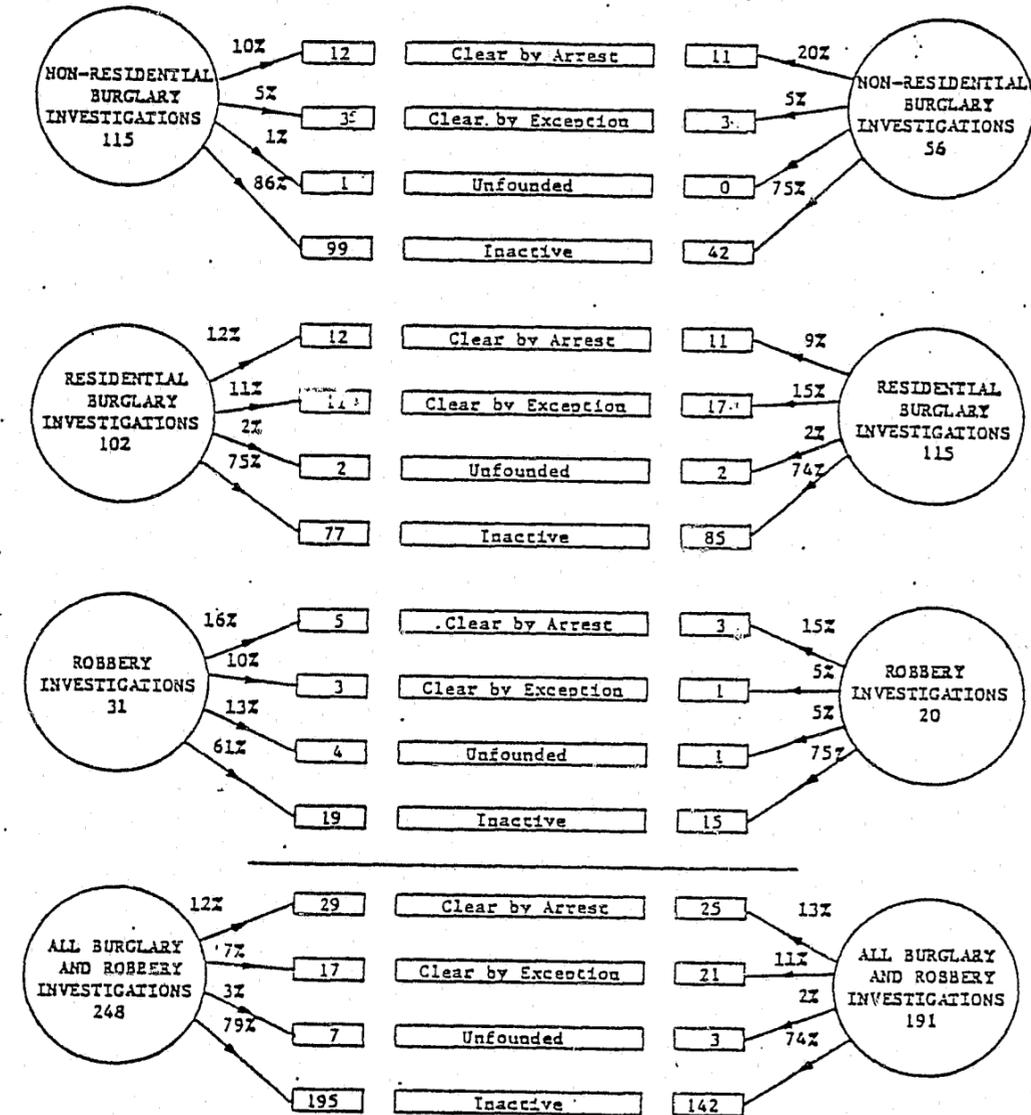
Type of Case and Outcomes	September-November 1975 "Before" Sample		September-November 1976 "During" Sample		Percent Closed in Same Calendar Month As Opened	Percent Closed in Same Calendar Month As Opened
	Number of Cases	Number (& Percent) Closed in Same Calendar Month As Opened	Number of Cases	Number (& Percent) Closed in Same Calendar Month As Opened		
NON-RESIDENTIAL BURGLARY:						
Cleared by Arrest	12	6	11	10		
Exceptionally Cleared	3	1	3	0		
Unfounded	1	1	0	0		
Inactivated	99	58	42	16		
Total	115	66	56	26	57.0%	46.0%
HOUSE BURGLARY:						
Cleared by Arrest	12	9	11	5		
Exceptionally Cleared	11	9	17	10		
Unfounded	2	0	2	0		
Inactivated	77	43	85	42		
Total	102	61	115	57	60.0%	50.0%*
ROBBERY:						
Cleared by Arrest	5	5	3	2		
Exceptionally Cleared	3	2	1	1		
Unfounded	4	3	1	0		
Inactivated	19	3	15	7		
Total	31	13	20	10	42.0%	50.0%
Total Burglary & Robbery:	248	140	191	93	56.0%	49.0%

*Significantly different from before sample at .05 level.
Source: Sample of cases investigated in team areas.

"BEFORE" SAMPLE
SEPTEMBER-NOVEMBER 1975

"DURING" SAMPLE
SEPTEMBER-NOVEMBER 1976

(NOTE: No differences in percents from "before" to "during" are statistically significant at the 0.05 level.)



Source: Sample of cases investigated in team areas.

FIGURE 22: COMPARISON OF OUTCOMES OF ROBBERY AND BURGLARY CASES INVESTIGATED IN TEAM AREAS BEFORE AND DURING TEAM OPERATIONS

7. OUTCOME OF ARRESTS

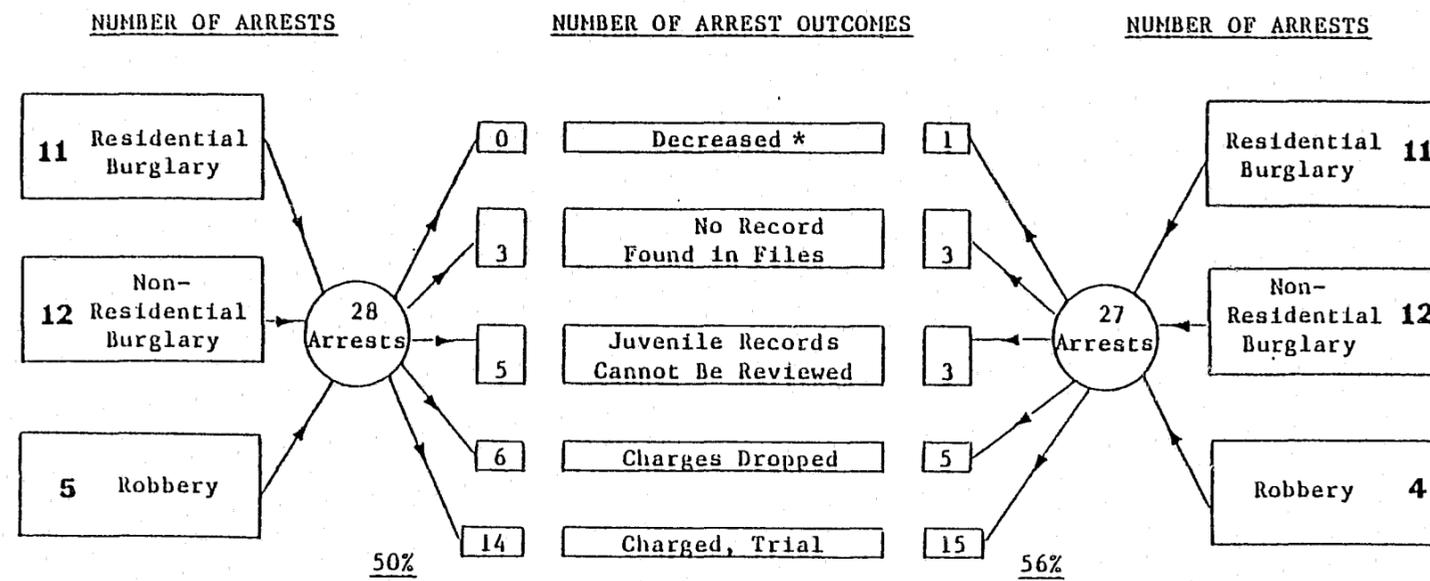
The records of those persons arrested in the samples of investigations were examined to see if any changes could be detected in arrest outcomes. With the small sample of arrests shown in Figure 23, the percent of arrests leading to a charge and trial would have to increase dramatically from 50 percent to about 76 percent to be statistically significant (0.05 level). Since the percent increased from 50 percent to 56 percent, no conclusions about improved outcomes can be made. The sample sizes permit only very rough estimates.

8. OUTCOME OF TRIALS

The data for the outcome of trials is shown in Table 49 which shows that with the small sample of persons tried, no differences are apparent in the pattern of outcomes.

"BEFORE" SAMPLE
SEPTEMBER-NOVEMBER 1975

"DURING" SAMPLE
SEPTEMBER-NOVEMBER 1976



*Reduced to lesser charge.
Source: Sample of Cases Investigated in Team Areas.

FIGURE 23: COMPARISON OF ARREST OUTCOMES BEFORE AND DURING TEAM POLICING

TABLE 49: COMPARISON OF TRIALS RESULTING FROM BURGLARY AND ROBBERY CASES

Outcome of Trial	Number of Arrested Persons Tried	
	"Before" Sample	"During" Sample
Not Guilty	0	1
Guilty—Prison	10	12
Guilty—Fine	3	2
Not Known	<u>1</u>	<u>0</u>
Total	14	15

Type of Arrest Leading to Trial	Number of Arrested Persons Tried	
	"Before" Sample	"During" Sample
Residential Burglary	6	7
Non-Residential Burglary	6	7
Robbery	<u>2</u>	<u>1</u>
Total	14	15

E. DROPS IN CRIME RATES
(OUTCOME #9)

The proposal states that one objective was to "improve the control of crime." After two years of increasing over 10 percent per year, the overall Part I Crime decreased by 6 percent in 1976. Crime rates in both team areas dropped more than the citywide average and either equalled or bettered the drop in the "control" area. Changes in crime for the whole city are shown in Table 50 for the last three years.

TABLE 50: CHANGES IN WINSTON-SALEM CRIME RATE

Year	Percent Change in Part I Crime Compared to Previous Year
1974	+16%
1975	+12%
1976	- 6%

Changes in the crime rates during the year after the start of team policing in April 1976 are shown in Table 51 for both team areas as well as the control area. The decrease in the components of Part I Crime in 1976 citywide is shown in Table 52.

TABLE 51: CHANGES IN PART I CRIME IN TEAM AND COMPARISON AREAS

Crime	Percent Change in Number Reported Crimes in 12 Months After Implementation as Compared to 12 Months Prior to Implementation*		
	Team I	Team I	Control Area
Murder	+20%	+25%	-63%
Rape	-27%	0%	-37%
Robbery	+ 2%	-37%	+18%
Vehicle Theft	-34%	-11%	+20%
Assault	-21%	+ 3%	- 6%
Burglary	-26%	-17%	-19%
Larceny	- 2%	-17%	- 5%
Overall:	-19%	- 9%	- 9%

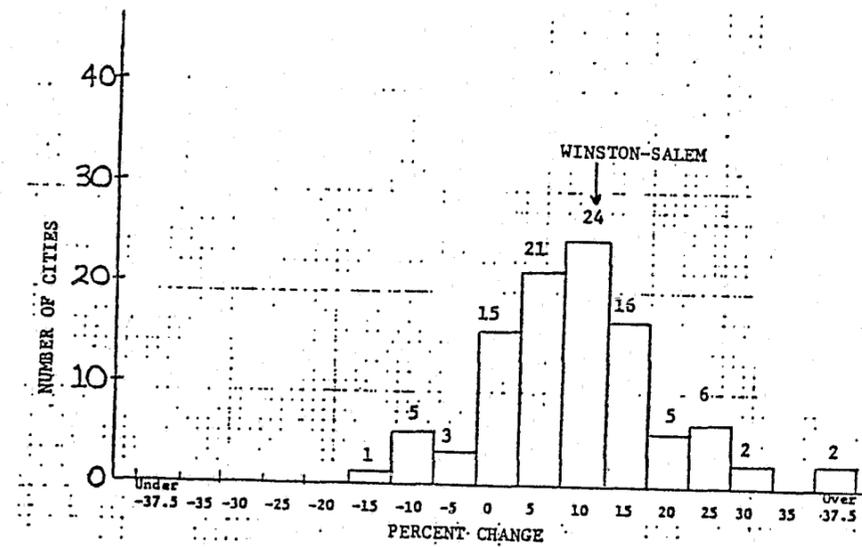
*The before period is April 1975 to March 1976 and the after period is April 1976 to March 1977.

TABLE 52: CITYWIDE CHANGES IN INDEX CRIMES

Crime	Percent Change in Number of Crimes 1976 Compared to 1975
Murder	+25%
Rape	-14%
Robbery	-13%
Vehicle Theft	- 3%
Assault	-17%
Burglary	-16%
Larceny	+ 2%

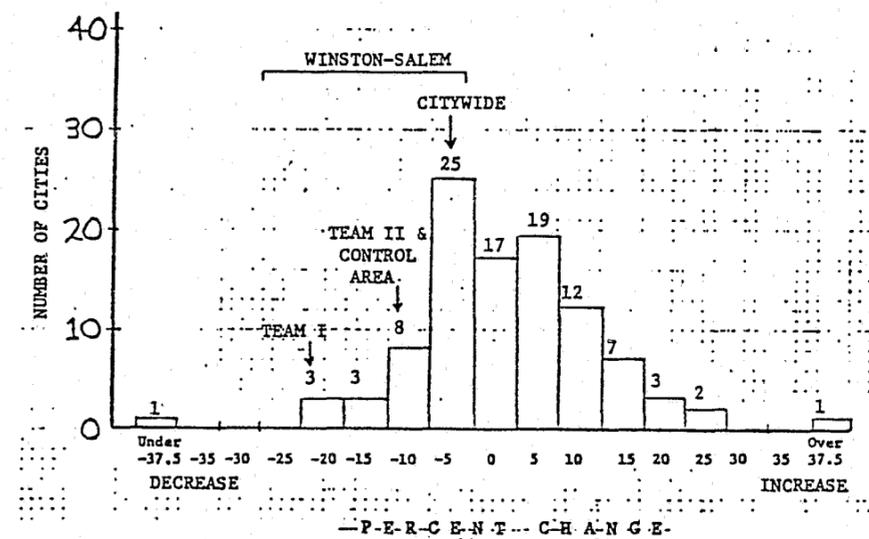
Compared to other cities, the 1974 to 1975 change in Winston-Salem crime was very normal as shown in Figure 24. Winston-Salem changes in the years before and after the start of team policing are shown in Figure 25, which compares the changes to other cities. The decrease in the Team I area is unusual. Only 4 percent of all cities in the 100,000 to 250,000 population range had decreases equal to or greater than in Team I. However, the fact that the decrease in Team II was the same as in the control area makes it difficult to argue that decreases in crime can be attributed to team policing. However, this view is disputed by some members of the Winston-Salem Police Department.

One spokesman for the department, Lt. William Klinzing who commands Team I, feels strongly that his team members contributed to the 19 percent drop in Part I Crime in Team I's area. Klinzing also thinks that the introduction of team policing generated greater competition throughout the department. As a result, Klinzing reasons that work improved throughout the department and one result of the improvement was that crime dropped both in team areas as well as non-team areas.



Source: UCR Crime Report

FIGURE 24: WINSTON-SALEM COMPARED TO 100 OTHER CITIES WITH POPULATIONS OF 100,000 TO 250,000: PERCENT CHANGE IN PART I CRIME FOR 1974-1976



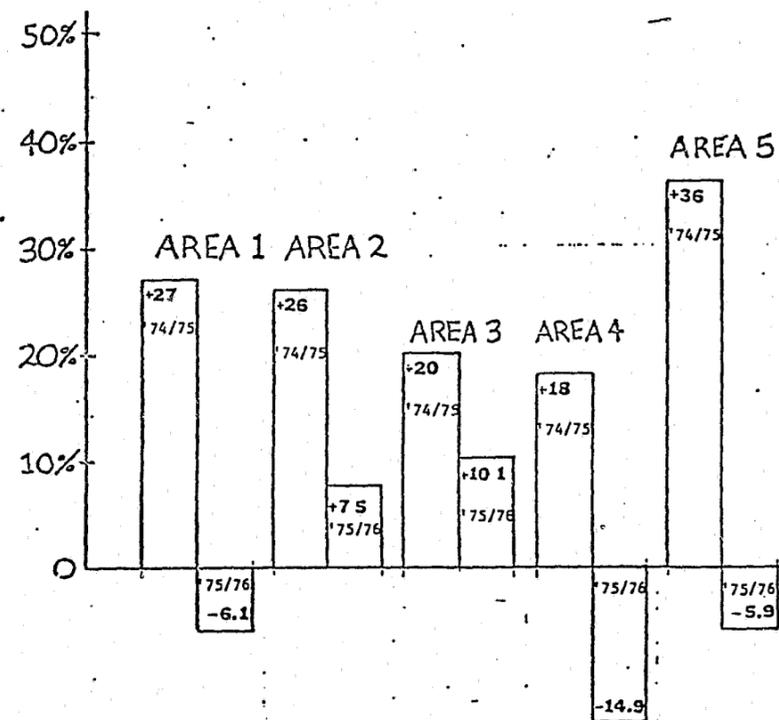
*First nine months of each year.
 **Year prior to April 1976 versus year after April 1976.

Source: UCR Crime Report

FIGURE 25: PERCENT CHANGE IN PART I CRIME 1975-1976*--WINSTON-SALEM** COMPARED TO 100 CITIES IN POPULATION GROUP 100,000 TO 250,000

Large variations in changes in crime between areas of a city are common. For example, Hartford, Connecticut is divided into five areas and the range in the percent change in crime (1975 vs. 1976) was from +10 percent to -15 percent as shown in Figure 26.

Variations in crime rates cannot be confidently attributed to the introduction of team policing. The local evaluator reached a similar conclusion. After performing an extensive series of time series analyses on crime data in team areas and the rest of the city between January 1974 and April 1977, the local evaluator⁶ concluded that "there were not substantial differences in performance between team and nonteam areas as measured by crime statistics."



Source: Hartford Police Department Data Processing Section.

FIGURE 26: PART I CRIME BY AREA (DISTRICT), HARTFORD, CONNECTICUT, 1974 TO 1976.

6. Professor Meyer W. Belovicz of Wake Forest University.

APPENDIX A
PROGRESS REPORT ON NTP
TRAINING AT WAKE FOREST UNIVERSITY

To: Chief Thomas Surratt.
From: Robert W. Shively, Center for Management Development,
Babcock Graduate School of Management, Wake Forest University
Subject: Report on first 84 hours of training for implementation of
the Neighborhood Team Policing Concept in Winston-Salem

April 21, 1976

I. Training Philosophy and Goals

From the beginning, the training personnel of the Center for Management Development (CMD) took the position that they were neither experts on police work per se, nor on the Neighborhood Team Policing (NTP) Concept. Instead, the expertise of the personnel in the CMD is specifically in the broad area of training--drawing, at the same time, on a variety of such basic disciplines as communications, organizational behavior, and decision analysis. Given these facts, and recognizing that the implementation of NTP in two sectors of the City of Winston-Salem represented a significant exercise in organizational change, the CMD chose to play mainly a facilitative and consultative role in the changeover process.

The significance of this for the training designed and completed was that it was more "process" than "content" oriented--i.e. the training personnel of CMD worked toward developing behavioral skills in the trainees as opposed to cognitive knowledge of concepts.

A further reason for proceeding in the manner described was the recognition from a survey of the literature available on NTP that NTP is a concept that has had different meanings to different people and varies widely in its applications from city to city. There was a definite sense that Winston-Salem ought to fit the basic elements of the NTP concept to its particular desires and requirements and that the individuals who knew these things best were the police officers involved. In short, the goals of the CMD for NTP were to conduct a training program for the Winston-

Salem Police Department that would materially aid all those directly involved in formulating an NTP model appropriate for the City and to minimize, insofar as possible, the strains inevitable to the changeover process.

Instead of making a large number of assumptions as to what would be needed in the training program and then blocking out the 96 hours of training called for, the two principal trainers of the CMD designing the training elected to familiarize themselves with the pre-NTP structure of the WSPD and the nature of the complex of activities characteristically experienced on a day-to-day basis by officers of the WSPD. Quite a number of persons in the department who would not be team members had been exposed to NTP concepts in one way or another. Assuming that some of these people would still have an impact on the development of NTP in Winston-Salem, the decision was made to survey as many of them as possible, along with those who would be team members, as to their impressions of and attitudes toward NTP. The decision to engage in this data gathering stemmed from the recognition that whatever training was formulated would have to take the participating officers from where they were attitudinally and otherwise prior to the start of the training to where they needed to be upon the implementation of NTP. Thus, the data gathering represented a means of gauging both what and how much would have to be done in 96 contact hours with those to be trained.

For familiarization with the current work activities of WSPD officers, the CMD trainers rode with police officers responding to calls in the area of the City targeted for NTP. Considerable time was also spent in conversations with department personnel.

A form of the Delphi Technique was used in three passes to survey the persons who had been or would be involved with bringing NTP to Winston-Salem. The technique and its purposes were explained to these

individuals at three separate meetings. The first instrument consisted of very general questions, the second of items clearly suggested by data emerging from the first pass, and the third of more specific questions formulated to provide data critical to the process of planning that would have to be completed to implement NTP.

Again, it became obvious early that the training should be "process" as opposed to "content oriented". Where content was appropriate, it was to consist, for the most part, of real data necessary to the implementation of NTP. While participants needed to understand the basic tenets of NTP, and the rationale behind them, they had a greater need to shift old attitudes and behaviors towards new ones more appropriate to NTP.

The basic goal of the overall training program, from the beginning, was to get the participants as ready as possible to deal as teams, and as individuals, with whatever problems might be encountered during and following the implementation of NTP in Winston-Salem. In particular, the training sought to develop a confidence among the team members in their ability to deal effectively, as teams, with problems represented in situations and circumstances that were new to them.

Throughout the training a continuous consultative relationship was maintained between the two principal CMD trainers and the supervisors of the NTP teams, particularly the two team leaders. This promoted feedback, assistance with implementation problems which the teams faced, and an adaptive flexibility in the program of training conducted.

Blocks of Training

Winston-Salem Neighborhood Team Policing Training Program
December 1975 - April 1976

Block I (8 training hours)	Block II (10 training hours)														
<p>Delphi Technique</p> <p>Surveys</p> <p>Trainers:</p> <p>Dr. Meyer W. Belovicz, assisted by Dr. Robert W. Shively</p> <p><u>Training Methods</u></p> <p>Introduction to, explanation of, completion of Delphi Surveys with subsequent written and oral feedback on the results.</p>	<p>Initial Supervisor Training</p> <p>Trainers: Dr. Meyer W. Belovicz Dr. Robert W. Shively Dr. David Travland</p> <table border="0"><thead><tr><th data-bbox="1461 1015 1749 1034"><u>Training Methods</u></th><th data-bbox="1813 1015 1940 1034"><u>Topics</u></th></tr></thead><tbody><tr><td data-bbox="1461 1064 1749 1181">Lecture / discussion led by Belovicz and Shively in seminar-type mode</td><td data-bbox="1813 1064 2314 1377">◦ Introduction to philosophy and rationale of the training program</td></tr><tr><td></td><td data-bbox="1813 1132 2036 1152">◦ Goals vs. means</td></tr><tr><td></td><td data-bbox="1813 1181 2314 1230">◦ Review and consideration of implications of Delphi Survey results</td></tr><tr><td></td><td data-bbox="1813 1260 2228 1279">◦ Articulation of goals and means</td></tr><tr><td></td><td data-bbox="1813 1309 2314 1377">◦ "Performance, Evaluation, Review, Technique" concepts in relation to implementation of NTP in Winston-Salem</td></tr><tr><td data-bbox="1461 1446 1749 1613">Lecture / discussion and exercise drawing from participants examples of attitudes and behaviors characteristic of Black/White relations. Led by Travland.</td><td data-bbox="1813 1446 2036 1466">◦ Race Relations</td></tr></tbody></table>	<u>Training Methods</u>	<u>Topics</u>	Lecture / discussion led by Belovicz and Shively in seminar-type mode	◦ Introduction to philosophy and rationale of the training program		◦ Goals vs. means		◦ Review and consideration of implications of Delphi Survey results		◦ Articulation of goals and means		◦ "Performance, Evaluation, Review, Technique" concepts in relation to implementation of NTP in Winston-Salem	Lecture / discussion and exercise drawing from participants examples of attitudes and behaviors characteristic of Black/White relations. Led by Travland.	◦ Race Relations
<u>Training Methods</u>	<u>Topics</u>														
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	◦ "Performance, Evaluation, Review, Technique" concepts in relation to implementation of NTP in Winston-Salem														
Lecture / discussion and exercise drawing from participants examples of attitudes and behaviors characteristic of Black/White relations. Led by Travland.	◦ Race Relations														

Block III

(60 training hours, consisting of six 5-hour training days, each of which was conducted twice)

Day 1

Trainers: Dr. Robert W. Shively and Dr. Meyer W. Belovicz

Methods of Training

Topics

Lecture/discussion led by
Shively and Belovicz

◦ Common Elements of Neighborhood Team Policing as practiced in various cities

Lecture/discussion led by
Team Leaders

◦ Description by team leaders of what they had done to date

Question/Answer Period

◦ Questioning of team leaders by trainees to clarify their understanding of NTP

Team Meeting led by
Team Leaders with Trainers
facilitating as appropriate

◦ Anticipation by Teams I and II, working separately with their leaders, of
problems that they would face as they went about the implementation of NTP

Reports by Team Representatives

◦ Reporting out of these problems to the other team in joint session with
discussion

Day 2

Trainers: Dr. H. Russell Johnston and Dr. Robert W. Shively

Methods of Training

Topics

Movie: "Meeting In Progress"
with discussion led by
Johnston

◦ Group Process

Lecturette by Shively

◦ Participative Management--its benefits (and costs)

A-5

Block III (continued)

Team members worked on a problem generated in Day 1 with two observers (of group process) from other team and trainer(s) (Shively or Belovicz) also observing

Reports by observers and Trainers of group process observed, with discussion by all

• Group Problem Solving by Teams

• Team Group Process

Day 3

Trainer: Dr. H. Russell Johnston

Methods of Training

Lecturette by Johnston

"The New Truck Group Role Problem" in small groups

Four-person role plays before entire group with subsequent discussion of implications of behavior observed

Topics

• Team Management

• Group Decision Making (including work assignments)

• Superior-Subordinate Relationships (including discipline)

Block III (continued)

Day 4

Trainer: Ms. Laura V. Rouzan (assisted by
Ms. Karen Pennington of "Winston-Salem
Against Rape" organization)

Methods of Training

Lecture/discussion by Rouzan

Lecture/discussion by Rouzan

Sentence completion items about
feelings re rape as basis for
discussion. Led by Pennington

Discussion led by Rouzan
and Pennington

Discussion led by Rouzan
and Pennington

Topics

- Stereotyping
- Empathy through role-taking
- Feelings of victims of crimes
- Rape--as example of a crime having severe and lasting emotional impact on victim and others who interact with the victim
- Appropriate treatment of victims of crimes and persons close to those harmed

Day 5

Trainers: Dr. Merwyn A. Hayes and Ms. Laura V. Rouzan

Methods of Training

Moon Game Exercise - Hayes

Lecture/discussion - Hayes and
Rouzan

Lecture/discussion - Hayes and
Rouzan

Role Playing - Hayes and Rouzan

Role Playing - Hayes and Rouzan

Topics

- Group Interaction
- Communication process and stereotyping
- Improved communication in neighborhoods
- Police--Public Interactions
- Police--Police Interactions

Block III (continued)

Day 6

By the final training day of Block III there was considerable curiosity, anxiety, and frustration evident among the trainees in respect to a number of unresolved questions related to the implementation of NTP on the date targeted for it. Recognizing that these questions could only be answered by the leadership of the Police Department itself, arrangements were made with Police Chief Thomas Surratt and Police Major Joseph Masten to conduct an extended question-answer session with the trainees. The first half of the sixth day was spent in developing and prioritizing the questions to be put to these two officials of the Police Department--without them present--and the second half was spent in their responding to those questions.

Block IV

(12 hours)

Yet to be completed. The training in this last block will respond to the needs perceived by the two NTP teams, which now (April 21) have three weeks of experience with NTP in the field, following implementation on April 1, 1976.

END