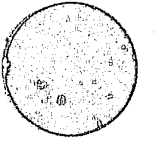


U. S. Department of Justice  
National Institute of Justice  
*Office of Development, Testing and Dissemination*

nij



## Research Utilization Program

### Improving Police Management

#### *Participant's Handbook*

a program of the National Institute of Justice

85326

United States Department of Justice  
National Institute of Justice  
Office of Development, Testing, and Dissemination

IMPROVING POLICE MANAGEMENT

NCJRS

SEP 21 1982

PARTICIPANT'S HANDBOOK

ACQUISITIONS

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For

National Institute of Justice

Louis A. Mayo, Jr.  
Program Manager

This handbook was prepared by University Research Corporation, Sheldon S. Steinberg, Project Director, pursuant to Contract No. J-LEAA-004-79 awarded by the Law Enforcement Assistance Administration, U.S. Department of Justice, Under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. The points of view or opinions expressed do not necessarily represent official policy or positions of the U.S. Department of Justice.

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About the National Institute of Justice

The National Institute of Justice is a research, development, and evaluation center within the U.S. Department of Justice. Established in 1979 by the Justice System Improvement Act, NIJ builds upon the foundation laid by the former National Institute of Law Enforcement and Criminal Justice, the first major Federal research program on crime and justice.

Carrying out the mandate assigned by the Congress, the National Institute of Justice:

- Sponsors research and development to improve and strengthen the criminal justice system and related civil justice aspects, with a balanced program of basic and applied research.
- Evaluates the effectiveness of federally-funded justice improvement programs and identifies programs that promise to be successful if continued or repeated.
- Tests and demonstrates new and improved approaches to strengthen the justice system, and recommends actions that can be taken by Federal, State, and local governments and private organizations and individuals to achieve this goal.
- Disseminates information from research, demonstrations, evaluations, and special programs to Federal, State and local governments; and serves as an international clearinghouse of justice information.
- Trains criminal justice practitioners in research and evaluation findings, and assists the research community through fellowships and special seminars.

Authority for administering the Institute and awarding grants, contracts, and cooperative agreements is vested in the NIJ Director, assisted by a 21-member Advisory Board. The Board recommends policies and priorities and advises on peer review procedures.

NIJ is authorized to support research and experimentation dealing with the full range of criminal justice issues and related civil justice matters. A portion of its resources goes to support work on these long-range priorities:

- Correlates of crime and determinants of criminal behavior
- Violent crime and the violent offender
- Community crime prevention
- Career criminals and habitual offenders
- Utilization and deployment of police resources
- Pretrial process: consistency, fairness, and delay reduction
- Sentencing
- Rehabilitation
- Deterrence
- Performance standards and measures for criminal justice

Reports of NIJ-sponsored studies are reviewed by Institute officials and staff. The views of outside experts knowledgeable in the report's subject area are also obtained. Publication indicates that the report meets the Institute's standards of quality, but it signifies no endorsement of conclusions or recommendations.

Harry M. Bratt  
Acting Director

U.S. Department of Justice  
National Institute of Justice

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Our first expression of thanks go to the Chiefs of Police, and their staffs, of the Managing Criminal Investigations and Managing Patrol Operations Field Test agencies who so willingly shared with us their experiences in implementing these programs. The Improving Police Management program builds upon the learnings of those agencies.

We next wish to thank the 78 police departments which responded to a detailed inquiry concerning selected components of the Managing Criminal Investigations and Managing Patrol Operations programs. The information received proved most useful in focusing upon the current needs in police management.

We are also grateful to those police executives and experts who participated in a two day planning conference to develop the content matter and training design of this program. Their advance preparation and active interaction substantially contributed to shaping of the program.

Also to be thanked are the participants from five police departments in the metropolitan Washington, D.C. area who attended the pilot test of Improving Police Management on March 26-27, 1981. The contribution of their insight and candor have provided us with the information to make the program better.

Within the Criminal Justice Research Utilization Program administered by University Research Corporation we are grateful to Dr. Sheldon S. Steinberg for his leadership; to Michael Chapman for his excellent skills in producing volumes of neat accurate and presentable copy in a very short time; and to Jake Roberts for providing logistical support so that everything happened when it was supposed to. Also to be thanked are the fine staffs of the Administrative Services and Media Divisions of URC whose fine work contributed substantially to this program.

Finally, the recommendations and directions received from Messers. John Bonner, Robert Soady, and Louis Mayo of the National Institute of Justice were both helpful and appreciated.

Donald F. Cawley Team Leader  
Improving Police Management

March, 1981

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## IMPROVING POLICE MANAGEMENT

Pilot Workshop  
March 26-27, 1981

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## RESEARCH UTILIZATION PROGRAM

### WHAT IT IS

The National Institute of Justice (NIJ), part of the U.S. Department of Justice, supports wide-ranging research in criminal justice, including the testing and evaluation of innovative programs. As new knowledge is gained, the Institute follows through with the essential step of communicating what has been learned and any related policy, program, and research implications.

The Research Utilization Program, administered by NIJ's Office of Development, Testing, and Dissemination, makes research and evaluation results accessible to criminal justice officials, other government executives, community leaders, and researchers. The goal--to influence crime control and criminal justice improvement efforts and map out future research strategies.

### HOW IT WORKS

The Research Utilization Program (RUP) consists of three elements: Research Utilization Workshops, Special National Workshops, and Field Test Support.

#### Research Utilization Workshops (RUWs)

These are workshops held for criminal justice practitioners, government executives, and community leaders on the application of research and evaluation results to public policy and programming.

Research Utilization Workshops address subjects where a body of research findings suggest new program approaches. They are oriented to action or operations and address important needs of state and local governments. The topics chosen are generally based on NIJ Field Tests, Program Models that outline potential program options and the advantages and disadvantages of each, or research/evaluation studies.

Prior to 1981 the RUWs were normally 3-day workshop series held at several locations across the country and attended by 50 to 90 top criminal justice policymakers and administrators in a multistate area. In 1981 the Institute began to look at less costly ways to conduct training and disseminate research findings. One major approach being considered is the use of modern telecommunications technology. This method of delivery seems particularly promising in reaching relatively large, geographically dispersed audiences.

Since its inception RUP has presented workshops on a wide range of topics which were attended by several thousand criminal justice officials, other government executives, community leaders, and researchers. The topics covered in these workshops included:

- Improving Police Management
- Neighborhood Justice Centers
- Compensating Victims of Crime

- Developing Sentencing Guidelines
- Community Crime Prevention Planning
- Management of Stress in Corrections
- Operating a Defender Office
- Improved Probation Strategies
- Maintaining Municipal Integrity
- Managing the Pressures of Inflation
- Managing Patrol Operations
- Health Care in Correctional Institutions
- Victim/Witness Services
- Prison Grievance Mechanisms
- Managing Criminal Investigations
- Juror Usage and Management
- Rape and Its Victims

Participants in RUWs receive summary findings of relevant research, comprehensive bibliographic references, individual program planning guides, self-instructional materials, handbooks, and selected readings. Each participant is awarded a certificate of attendance at the workshop's conclusion. Multimedia packages on most RUW topics are available on request to agencies interested in implementation. Included are videotapes, Institute publications, handbooks, manuals, and other resource documents.

#### Special National Workshops (SNWs)

Special National Workshops are one-time events designed to establish directions for future research or share information and develop awareness among executives and policymakers.

The SNWs inform researchers and practitioners about important new research and evaluation findings, define appropriate new directions for NIJ research, and meet the needs of groups such as elected officials, planners, and evaluators for information on current research and advanced practices in aspects of criminal justice. These workshops are less operationally oriented than RUWs or Field Tests since they do not represent a particular program design or specific program options. They do, however, have action implications for public policy, present practices, and future research.

The Research Utilization Program assembles a team of nationally recognized experts on each SNW subject. Extensive conference support services are also provided for the workshops, including multimedia development, editing and publication of materials, and logistical support.

Special National Workshops have been held on:

- Research and Evaluation Methods and the Third National Workshop on Criminal Justice Evaluation--An update of recent developments and methods used to investigate and analyze social programs and criminal justice evaluation procedures.
- Historical Approaches to Studying Crime--Modern-day criminal justice problems approached through an historical perspective of violent and non-violent crimes.

- State Legislative Planning for Correctional Reform--Methods and resources for planning and developing appropriate correctional legislation at the state level.
- Prevention and Detection of Fraud, Waste, and Abuse of Public Funds--A conference of state and local practitioners, researchers, and federal officials to assess needs and develop strategies to prevent and detect fraud, waste, and abuse of public funds.
- The Serious Juvenile Offender--Review of research and development needs for planning (in cooperation with the National Institute of Juvenile Justice and Delinquency Prevention).
- Stochastic Modeling--A promising new technique for crime analysis.
- Plea Bargaining--Current issues and new research on this judicial process.
- Second National Workshop on Criminal Justice Evaluation--The entire spectrum of criminal justice research and evaluation issues.
- Forensic Science Services and the Administration of Justice--Interdisciplinary exchange of views among various members of the criminal justice community.
- Mental Health Services in Local Jails--Models for improving service delivery.
- The Career Criminal--Implications of research from the NIJ Career Criminal program.
- Argersinger v. Hamlin--Legal counsel for indigents facing jail.
- Update '77; Update '78--The role of local officials in criminal justice decisionmaking.
- Determinate Sentencing--Implications of this trend for the criminal justice system.
- Pretrial Release--Discussion of a demonstration project with judges from all 50 states.
- Crime Control; State of the Art--An update of criminal justice knowledge for governors and representatives of State Planning Agencies.
- Urban Crisis Planning--Simulated planning of responses to hypothetical crisis situations.
- Performance Measurement--Organizational assessment techniques for police, courts, and corrections.

Additional SNW's will be scheduled as significant research and evaluation results occur and state/local needs are identified.



## Field Test Support

Field Test Support provides technical assistance and training for staff and policymakers at sites selected to implement NIJ Field Test designs. These designs represent promising new operational approaches to controlling crime or improving criminal justice.

The Field Tests involve carefully designed program strategies that are implemented in a limited number of sites under controlled or quasi-controlled conditions to determine the effectiveness, transferability, and suitability of the concepts for further demonstration.

Key representatives from the Field Test sites receive training and technical assistance designed to:

- Orient test-site staff on the goals, methods, and requirements of the Field Test project
- Build skills in the particular program technology
- Assist in project implementation
- Assist test agencies in conducting technology transfer conferences to familiarize colleagues in nearby jurisdictions with the test experience.

Field Tests currently in operation or in the planning stage are:

- Employment Services for Ex-Offenders

Boston, Chicago, and San Diego are the sites of this field test to examine the impact of employment services in reducing recidivism and increasing job tenure for ex-offenders. The test will assess the influence of follow-up support services that supplement expanded vocational training, counseling, and job placement in preventing post-release criminal behavior.

- Supervised Pre-Trial Release

This field test provides services to facilitate the release of defendants who are unable to post bail or are ineligible for release on their own recognizance. The goals of the approach include reducing arrests during pre-trial release, insuring court appearances, and reducing jail overcrowding. Participating jurisdictions are Portland (Ore.), Milwaukee, and Miami.

- Differential Police Response to Calls for Service

The increased volume of citizen-initiated calls for service in recent years, coupled with strained police budgets, has made it increasingly difficult for police departments to respond to all calls for service in the traditional manner of sending a patrol unit as quickly as possible while maintaining their current level of activity in other areas. Departments have attempted to meet these competing demands through various approaches, all of which share the common objective of developing

more efficient means of allocating available resources. Three police departments will participate in attempting further efficiencies through the development and implementation of a refined call classification scheme, an expanded range of response techniques, and optimal matching of calls to response. The resulting quality of police services will be measured by police effectiveness and costs as well as citizen satisfaction.

- Early Representation by Defense Counsel

Three local public defender offices will participate in this test to determine the effects of early representation on the operations of the participating public defender agencies, the quality of attorney-client relations and the impact on other components of the criminal justice system in processing felony cases. Each participating site will develop procedures for defense counsel representation for indigent clients at or near the point of arrest and sufficiently in advance of the initial court appearance. The test shall determine in a systematic fashion whether the limited research and empirical evidence that indicate early representation will speed the process by which cases are disposed and improved the overall quality of representation is valid.

- Differentiated Parole Supervision

Parole supervision, which aims at both surveillance and service, has been criticized in recent years for providing neither effectively. Neither style of supervision has had its outcomes carefully observed and distinguished from one another. This field test aims at providing information which will help parole agencies select and implement supervision methods best suited to different types of clients. Models to be investigated include control oriented parole, service oriented parole, traditional supervision, and summary parole.

- Commercial Security

Conducted in St. Louis, Denver, and Long Beach (Calif.), the Commercial Security Field Test will assess the merits of procedures to reduce commercial crime in small retail and service businesses. Aimed at such crimes as robbery, burglary, and larceny, the test program includes security surveys of businesses in selected commercial neighborhoods with high crime rates. Close police-community interaction and follow-up activities to encourage adoption of the security recommendations are also emphasized.

- Structured Plea Negotiation

Though widely criticized and misunderstood, "plea bargaining" accounts for 80 to 95 percent of case disposition in many jurisdictions. This field test will create in participating jurisdictions a structured conference procedure involving not only the defense and prosecuting attorneys, but also a judge, the defendant, and the crime victim. The experiment will analyze whether the approach increases consistency and



fairness of plea bargaining agreements (in fact and in the public's perceptions), speeds case dispositions, and streamlines court operations. Wayne County (Detroit), Michigan, Jefferson County (Louisville), Kentucky and Pinellas County (Clearwater), Florida are conducting the test.

- Multijurisdictional Sentencing Guidelines

Participating in this test are four courts of general jurisdiction representing urban, suburban, and rural areas in Florida and Maryland. The test will study past sentencing decisions in these courts, using the information to develop sentencing guidelines that judges in the participating courts will follow for a 1-year experiment. The test will determine the feasibility of using sentencing guidelines as a tool for reducing unwarranted sentencing variation and articulating sentencing policy in diverse jurisdictions.

Other Field Tests receiving support from RUP since 1976 are:

- Managing Criminal Investigations
- Juror Usage and Management
- Neighborhood Justice Centers
- Pre-Release Centers
- Managing Patrol Operations
- Improved Correctional Field Services.

#### Results

The most recent Research Utilization Workshop findings imply long-term potential for change in these areas:

- Compensating Victims of Crime--About three-fourths of the participants indicated that they gained additional insights on basic issues for establishing and operating a victim compensation program.
- Management of Stress in Corrections--The results on actions taken by participants soon after the workshop indicate that at least three-fourths of the respondents perceived the concepts presented at the workshops as appropriate for their systems/institutions. Specifically, impact of the workshops is indicated by actual progress on preliminary steps that should lead to organizational change.

Internal and external evaluations were conducted on selected 1979 topics. Results of both show significant progress in the initial phases of the change process. Both the internal and external evaluation results were consistent with each other.

- Maintaining Municipal Integrity--About half the participants reported a heightened awareness of ethical issues and said they have taken steps to assess their jurisdictions' investigative ability, vulnerability to corruption, and regulatory and enforcement capabilities.

- Operating a Defender Office--Over half the participants reviewed their personnel policies. Almost half evaluated their current scope of services and determined areas where additional staff training was needed.
- Improved Probation Strategies--Over half the probation officials at the workshops have subsequently disseminated strategies for improving probation and evaluated their present services. Almost half have reviewed current caseloads and assessed available resources for planning and implementing a more efficient monitoring system.
- Managing Patrol Operations--Over half the police personnel analyzed their patrol operations using the systematic assessment procedures presented at the workshop.

Results also show that a majority of participants reported positive effects on their activities:

- Health Care in Correctional Institutions--Two-thirds of the medical, correctional, and planning personnel who attended the workshop evaluated their health care procedures and began generating outside support for change. About half revised both their medical record and medication distribution systems and stopped using inmates to deliver health care services.
- Victim/Witness Services--Almost three-fourths of the participants--prosecutors, law enforcement officials, and community organizers--publicized new victim/witness services and sought new advocates for such programs. More than half attempted to increase interagency cooperation in this area.
- Managing Criminal Investigations--Changes in case screening, initial investigations, and management of investigations were reported by about half the participants.
- Juror Usage and Management--Over half the participants instituted changes in their jury selection and use procedures after attending this workshop.
- Rape and its Victims--Over three-fourths of those attending the workshop reported increased cooperation and communication among community agencies providing services to rape victims.

#### About the Office of Development, Testing, and Dissemination

Within the National Institute of Justice, the Office of Development, Testing, and Dissemination is responsible for distilling research findings, transforming the theoretical into the practical, and identifying programs with measurable records of success that warrant widespread application. As part of its program, ODTD also provides financial and technical assistance in adapting and testing model programs in selected communities. The Office also disseminates information to justice system executives nationwide through a variety of vehicles. The aim is to give justice professionals ready access to promising new approaches in the administration of justice.

ODTD has built a system to bridge the operational gap between theory and practice and the communication gap between researchers and practitioners. The program provides:

- Practical guidelines for model justice system programs
- Research utilization workshops for key executives that explain selected model programs based on promising research and evaluation findings
- Field tests of important new approaches in different communities
- On-site training visits for justice system officials to agencies operating successful, innovative programs
- Clearinghouse and reference services for the international justice community.

## IMPROVING POLICE MANAGEMENT

### Training Team Members

Donald F. Cawley is an independent management consultant specializing in public and private sector security. His police experience spanned a period of 22 years with the New York City Police Department in which he served as a career officer, commander of investigative units, chief of uniformed services, and police commissioner of the Department. Since his resignation as Police Commissioner, he has held vice president positions in two large banks in the nation. As a staff member of University Research Corporation he was responsible for developing and delivering executive training programs in Managing Criminal Investigations and Managing Patrol Operations which were presented to several hundred police agencies throughout the country. He is the co-author of books published on the above programs and the author of several articles on police management and administration.

Joseph Kelly has nearly 15 years of experience in the management, design, and delivery of training and technical assistance for a variety of clients including health and law enforcement professionals as well as volunteers engaged in international economic development activities. Most recently, he has managed the developmental efforts of a training program for police executives directed at the improvement of police management practices. He has also developed technical assistance strategies and systems intended to address the problems of violence and vandalism in our nation's schools and the removal of juveniles and status offenders from adult jails and lock-ups. He has designed and provided training for health professionals from more than 350 free standing primary care medical units nationwide. For three years, Mr. Kelly was the Deputy Director of the National Center for Alcohol Education, a government funded effort to provide materials and supportive services to alcoholism and related fields.

Allen H. Andrews, Jr. is currently Superintendent of Police in Peoria, Illinois. He commenced his police career as a patrolman in 1957 and has over 20 years of service in the police department. He is the present Treasurer of the Police Executive Research Forum (PERF) and Chairman of its Research Committee. He has worked extensively in city management and served as the Director of Public Safety in Grosse Pointe, Michigan for four years. He was appointed by the Governor of Illinois in 1968 to direct ILEC, the official criminal justice planning and funding agency. He returned to Peoria as Superintendent of Police in 1973. He has served on LEAA's National Advisory Committee on Criminal Justice Standards and Goals. He has always taken an active part in police management and presently chairs the Planning and Budget Committee of ILEC and is an executive board member of the Illinois Association of Chiefs of Police. He was a delegate to the United Nations Congress on the Prevention of Crime and the Treatment of Offenders. He holds an M.S. degree in Law Enforcement and Public Safety Administration from Michigan State.

William Bieck is currently Director of the Integrated Criminal Bureau of Police, Reading, Pennsylvania. His previous experience includes Head of the Operations and Crime Analysis Unit, Kansas City, Missouri Police Department; principal investigator and author of Response Time Analysis Study, a five-year project funded through the National Institute of Law Enforcement and Criminal Justice; and work in collection of data on the Police Foundation funded Kansas City Preventive Patrol Experiment. Prior to his direct involvement in working with

police agencies, Mr. Bieck was Assistant Professor of Sociology at Nebraska Wesleyan University, Lincoln, Nebraska. He has authored several reports and articles in the police and emergency medical services field. He has consulted for federal, state, and city agencies, universities, and research institutions and has also served on advisory boards in the evaluation of law enforcement programs and research directions.

H. Jerome Miron is a senior executive with the University Research Corporation, Washington, D.C. For the past year, he has been the Project Director of the national Police Technical Assistance Project (PTAP), which provides management and technical services to selected municipal police departments that currently have LEAA grants. PTAP also provides support and research services to the recently established Commission on Accreditation for Law Enforcement Agencies, Inc. He is the co-author of a recently acclaimed LEAA study produced by PTAP: Prevention and Control of Urban Disorders: Issues for the 1980s. Prior to his present position, he was Team Leader for the Criminal Justice Research Utilization Program and directed the research, design, delivery and evaluation of several applied research programs being implemented in municipal police departments: Managing Criminal Investigations (1976); Managing Patrol Operations (1977); Managing the Pressures of Inflation in Criminal Justice (1978); Community Crime Prevention (1979), and Small Business Security (1979). Prior to his work at URC, he was the founding Director of the National Center for Community Action, Washington, D.C. (1974-1976) and had served as Administrative Assistant and municipal department head for the Mayor of Jacksonville, Florida.

Victor Strecher, Ph.D. is currently Dean and Director of the Texas Criminal Justice Center, Sam Houston State University, Huntsville, Texas. He has been a sworn police officer and the director of several major police training academies. He has combined his police work with academic positions and has been a professor at various colleges and universities. Prior to his position at Sam Houston State, he was the Director of the Center of Criminal Justice, Arizona State University. For the Research Utilization Program, he has been a consultant-trainer on the topics Managing Criminal Investigations, Managing Patrol Operations, and Managing the Pressures of Inflation in Criminal Justice. He is the author of several books and articles on police management and policy developing in American policing.

John L. Tagert, Chief of Police, Colorado Springs has 19 years of experience on the police force, working his way through the ranks to Chief. He is an innovative practitioner of police management and has instituted several training programs for Colorado Police. He is a nationally recognized consultant on police administration, and holds an M.P.A. from the University of Colorado. He was the co-author of Colorado's 10 Year Plan for Crime Prevention, contributed to the Governor's Report on National Police Services and a recent study, Colorado Jail Standards.

10:-10:45

## WELCOME AND ORIENTATION

The purpose of this session is to welcome participants, identify agencies in attendance, introduce the training staff, and describe the training materials and methods.

Members of the training team will give a brief biographical sketch of themselves.

### Training Materials

- Participant's Handbook: This Handbook will be used as your guide and outline for all the workshop sessions. It has been designed as a working text which provides space for your notes and comments.
- Manual of Readings: The Manual contains selected readings which supplement the workshop presentation.

### Training Methods

The design of this workshop incorporates the integrated use of short lectures, plenary group discussions, small work groups, selected visuals, and other techniques to facilitate participant interaction.

The problems selected for individual work groups have been drawn from the actual experiences of the field test agencies. These problems/tasks will require an appreciation for the processes presented in the "Policy/Program Review" session so that experience can be acquired in the use of the processes.

### Evaluation of Training

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

### Training Schedule and Groundrules

Review the schedule for the entire workshop.

Because the time available is short and the material to be covered considerable, the most important groundrule is to be on time for each session. In fairness to all we will adhere to the training schedule as closely as possible.

Conference Room - Emergency Procedures

We will take a few minutes to become acquainted with FIRE EXITS and EVACUATION procedures.

IMPROVING POLICE MANAGEMENT

May 18-20 1981

Court of Flags Hotel  
5715 Major Blvd.  
Orlando, Florida

WORKSHOP SCHEDULE

MAY 18

Registration	9:00am
Welcome and Orientation	10:00am-10:45am
Session 1: Program Overview	10:45-12:00N
LUNCH	12:00N-1:30pm
Session 2: Strategic Retrenchment Management	1:30pm-3:00pm
BREAK	3:00pm-3:15pm
Session 3: Work Demands Analysis	3:15pm-5:45pm
Closure/Evaluation of Day I	5:45pm-6:00pm

MAY 19

Session 4: Policy/Program Review	8:30am-10:00am
BREAK	10:00am-10:15am
Session 5: Investigations Management	10:15am-12:45pm
LUNCH	12:45pm-2:00pm
Session 6: Calls for Service Management	2:00pm-4:30pm
Closure/Evaluation of Day II	4:30pm-4:45pm

MAY 20

Session 7: Patrol Management	8:30am-11:00am
BREAK	11:00am-11:15am
Session 8: Managing Change	11:15am-12:30pm
Session 9: Synthesis	12:30pm-12:45pm
Conclusion	12:45pm-1:00pm

SESSION 1

DAY I

10:45-12:00

---

OVERVIEW OF IMPROVING POLICE MANAGEMENT

---

During this session we will review the components of the Managing Criminal Investigations and Managing Police Operations training programs, identify those agencies which field tested the programs, discuss the findings of a national survey on those programs, present the goals and objectives of Improving Police Management, and walk through the training flow chart.

This session will address:

- Program Sources
- Pertinent Research Studies/Publications
- Review of MCI Program Components
- Review of MPO Program Components
- Field Test Agencies Identity
- National Survey Findings
- Training Goals and Objectives
- Flow Chart of Training.

PROGRAM SOURCES

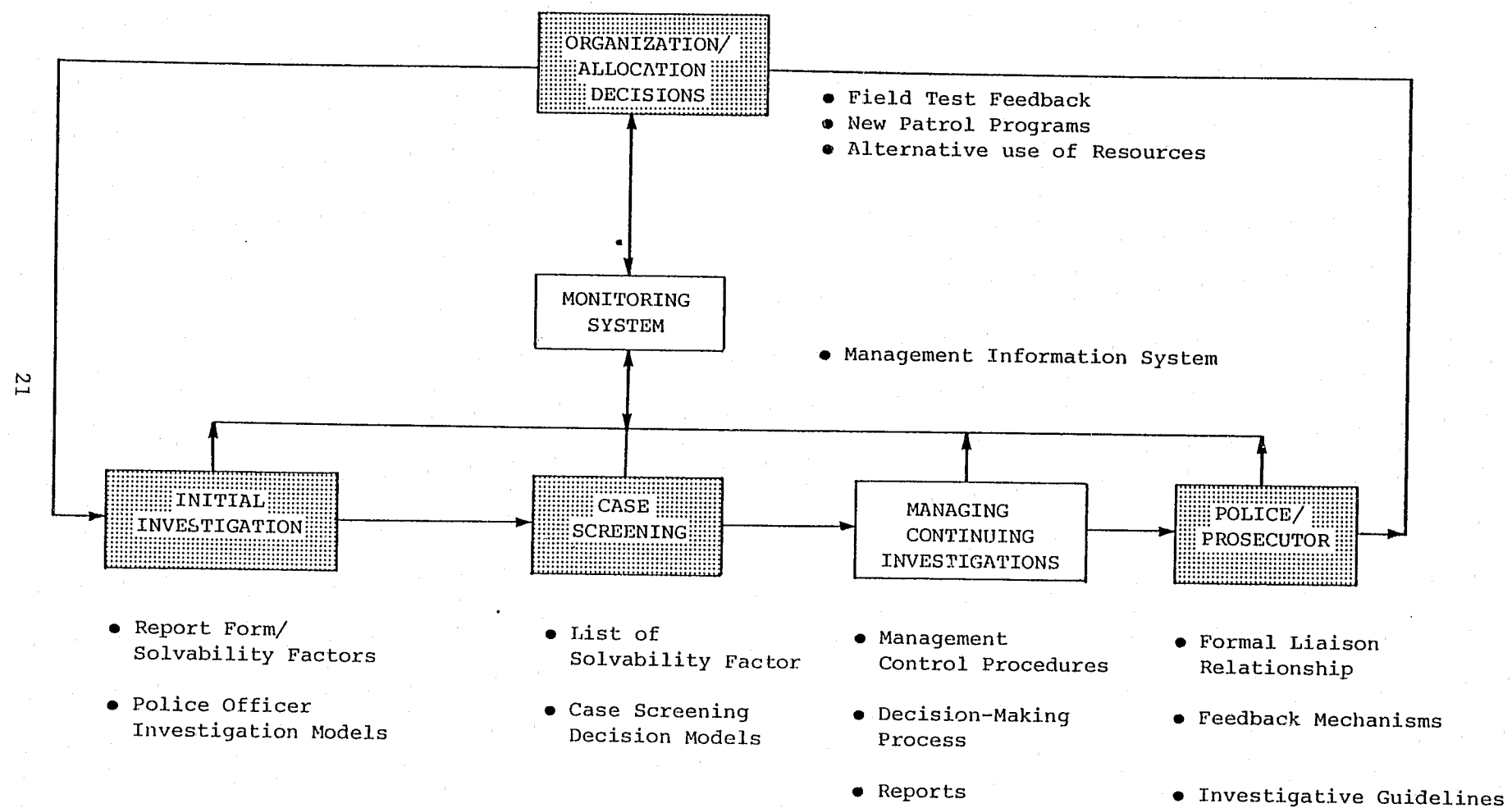
- Literature Review
- Field Test Sites - MCI and MPO
- National Survey of 101 Police Agencies
- Planning Conference with selected police chiefs and researchers
- Conferences with National Institute of Justice Program Managers.

RESEARCH STUDIES/PUBLICATIONS

- MCI Prescriptive Package - Urban Institute - NIJ
- Felony Investigation Decision Models - Stanford Research Institute - NIJ

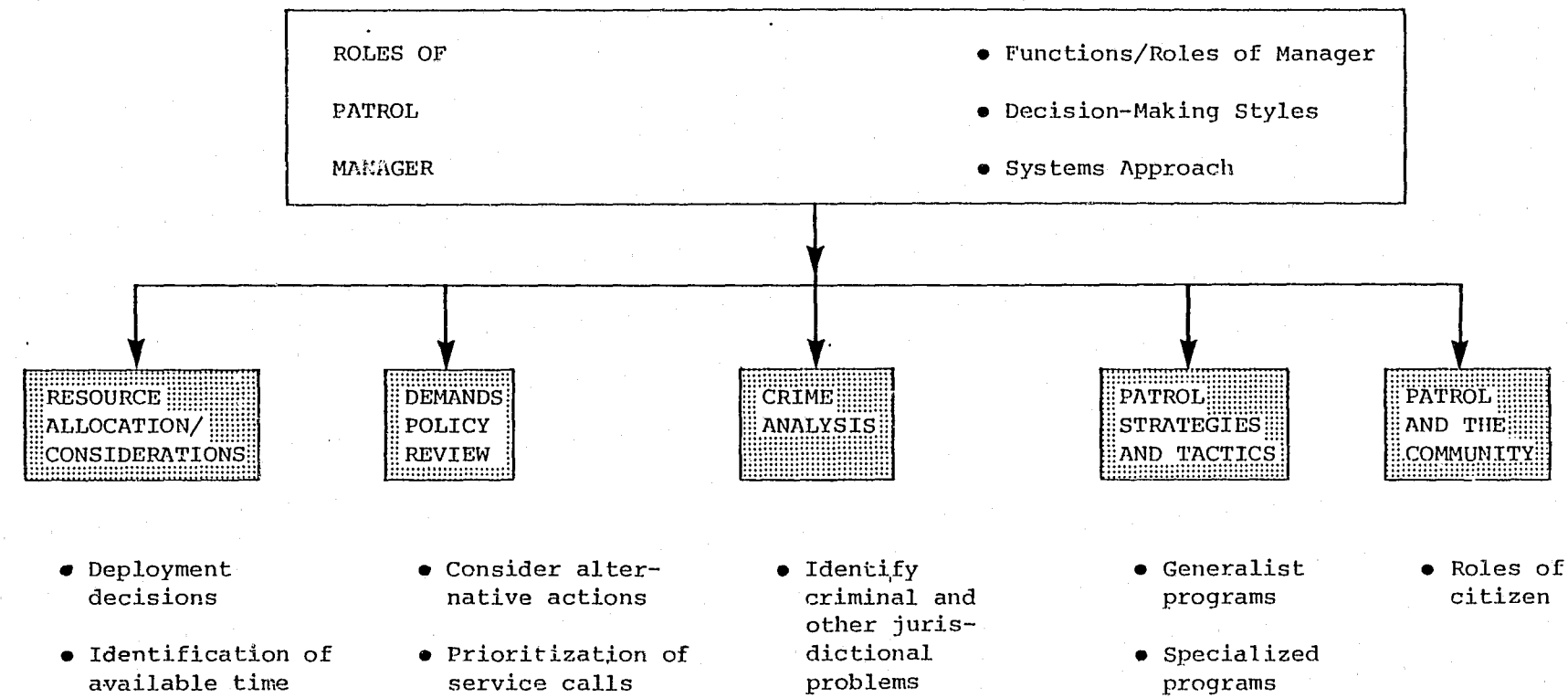
- The Criminal Investigation Process - Rand Corporation - NIJ
- Kansas City Preventive Patrol - Police Foundation
- Kansas City Response Time Analysis - NIJ
- Burglary Investigation Decision Model Replication - Police Executive Research Forum
- Improving Patrol Productivity - University City Science Center - NIJ
  - Volume I - Routine Patrol
  - Volume II - Specialized Patrol
- Managing Pressures of Inflation - Handbook - University Research Corporation, NIJ
- Managing Criminal Investigations - Program Design: A Guide to Implementation - ABT Associates Inc., NIJ.
- Managing Criminal Investigations - Handbook and Manual, University Research Corporation, NIJ
- Managing Patrol Operations - Handbook and Manual - University Research Corporation - NIJ

# SYSTEMS APPROACH TO MCI (MANAGING CRIMINAL INVESTIGATIONS)

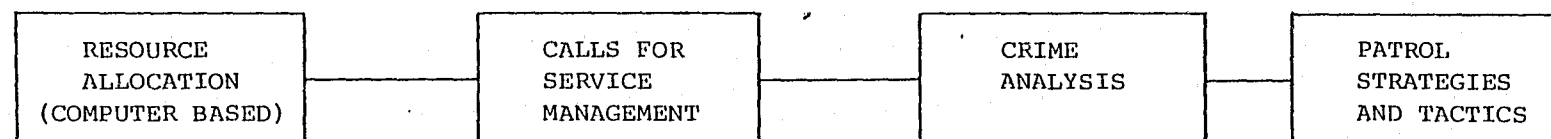




FLOW OF TRAINING (MANAGING PATROL OPERATIONS)



MANAGING PATROL OPERATIONS FIELD TEST PROGRAM



23

- P.C.A.M.
- Hypercube
- Scheduling of Resources

- Prioritization of Calls
- Expeditor Unit

- Crime and Problem Identification and Analysis

- Directed Patrol Activities
  - Crime Prevention
  - Crime Deterrence
  - Criminal Apprehension

SITES: Albuquerque, New Mexico  
Charlotte, North Carolina  
Sacramento, California

LIST OF MCI FIELD TEST AGENCIES

Corpus Christi Police Department  
P.O. Box 9016  
Corpus Christi, TX 78408

Albany Police Department  
Public Safety Building  
Morton Avenue  
Albany, NY 12202

Indianapolis Police Department  
Indianapolis, IN 46204

Baltimore County Police Department  
400 Kenilworth Drive  
Towson, MD 21204

Jefferson Parish Sheriff's Department  
3300 Metairie Road  
Metairie, LA 70001

South Bend Police Department  
701 West Temple Street  
South Bend, IN 46621

Montgomery County Police Department  
2350 Research Blvd.  
Rockville, MD 20850

Anaheim Police Department  
P.O. Box 3369  
Anaheim, CA 92803

Hartford Police Department  
155 Morgan Street  
Hartford, CT 06103

Broward County Sheriff's Department  
P.O. Box 9507  
Ft. Lauderdale, FL 33310

Atlanta Police Department  
175 Decatur Street, S.E.  
Atlanta, GA 30303

Peoria Police Department  
542 S.W. Adams  
Peoria, IL 61602

Ft. Wayne City Police  
Ft. Wayne, IN 46802

Knoxville City Police  
800 E. Church Avenue  
Knoxville, TN 37915

Indiana State Police  
100 N. Senate Avenue  
Indianapolis, IN 46204

Rochester Police Department  
Civic Center Plaza  
Public Safety Building  
Rochester, NY 14614

Birmingham Police Department  
710 North 20th Street  
Birmingham, AL 35203

St. Paul Police Department  
101 East 10th Street  
St. Paul, MN 55101

Santa Monica Police Department  
1685 Main Street  
Santa Monica, CA 90401

LIST OF MPO FIELD TEST AGENCIES

Sacramento Police Department  
813 6th Street  
Sacramento, California 95814

Albuquerque Police Department  
401 Marquette, N.W.  
Albuquerque, NM 87102

Charlotte Police Department  
825 East 4th Street  
Charlotte, NC 28202

RESULTS OF QUERY TO 101 AGENCIES FOR SELECTED  
COMPONENTS OF MCI/MPO PROGRAMS

76 Responses

COMPONENT

IMPLEMENTED

NUMBER

%

1. Conduct "comprehensive" patrol workload analysis.	61	80
2. Use a calls for service management program.	65	86
3. Conduct formal policy and program review.	49	64

DEPARTMENT MANAGEMENT PROGRAMS

4. Conduct case screening.	59	78
5. Prioritize arrest/enforcement efforts.	43	57
6. Issue summons in lieu of arrest.	60	79
7. Use arrest diversion program.	36	47
8. Employ paraprofessionals.	24	31
9. Use civilian volunteers/auxiliaries.	50	66
10. Maintain liaison with prosecutor.	66	87
11. Have written patrol allocation formula.	34	45

PATROL DISTRIBUTION MODELS

12. Equal staffing.	8	11
13. Proportionate Need - Basic calls for service.	35	46
14. Proportionate Need - Weighted calls for service.	13	17
15. Proportionate Need - Time consumed.	13	17
16. Proportionate Need - Mathematical (PCAM).	7	9

17. Established crime analysis capability.	65	86
18. Conduct of initial investigation by patrol officers.	76	100
19. Prepare basic report.	74	98
20. Include solvability factors in investigation.	51	67
21. Recommendations for continuation by patrol officer.	55	72
22. Complete investigation of selected crimes.	42	55
23. Conduct specialized crime prevention activities (e.g., block-watcher program, premises security surveys).	4	54
24. Conduct crime specific directed patrol programs (e.g., commercial burglaries, school vandalism).	51	67
25. Conduct community participation programs (e.g., operation identification, community councils).	44	58

#### LIMITATIONS

- Select Audience
- Definition of Terms
- Knowledge of Preparer
- "Favorable" Bias
- Halo Effect

#### FINDINGS

The reported information indicates that police managers have recognized the productivity benefits to be derived from implementing MCI/MPO programs.

Specifically, substantial improvements appear to have been made in the implementation of important program elements:

- Conduct of patrol workload analysis 80%
- Use of calls for service management 86%
- Use of case screening mechanisms 78%
- Maintain police/prosecutor relationships 87%
- Maintain "equal staffing" policies 11%
- Use patrol officers in initial investigation 100%
- Established crime analysis capability 86%

## IMPROVING POLICE MANAGEMENT

### GOAL OF PROGRAM

The goal of Improving Police Management is to acquaint police executives with specific analytical, developmental, and decisionmaking processes and/or programs derived from the MCI/MPO field test experience and their recent research and development findings which will facilitate successful implementation of responsive and effective police programs.

### OBJECTIVES OF PROGRAM

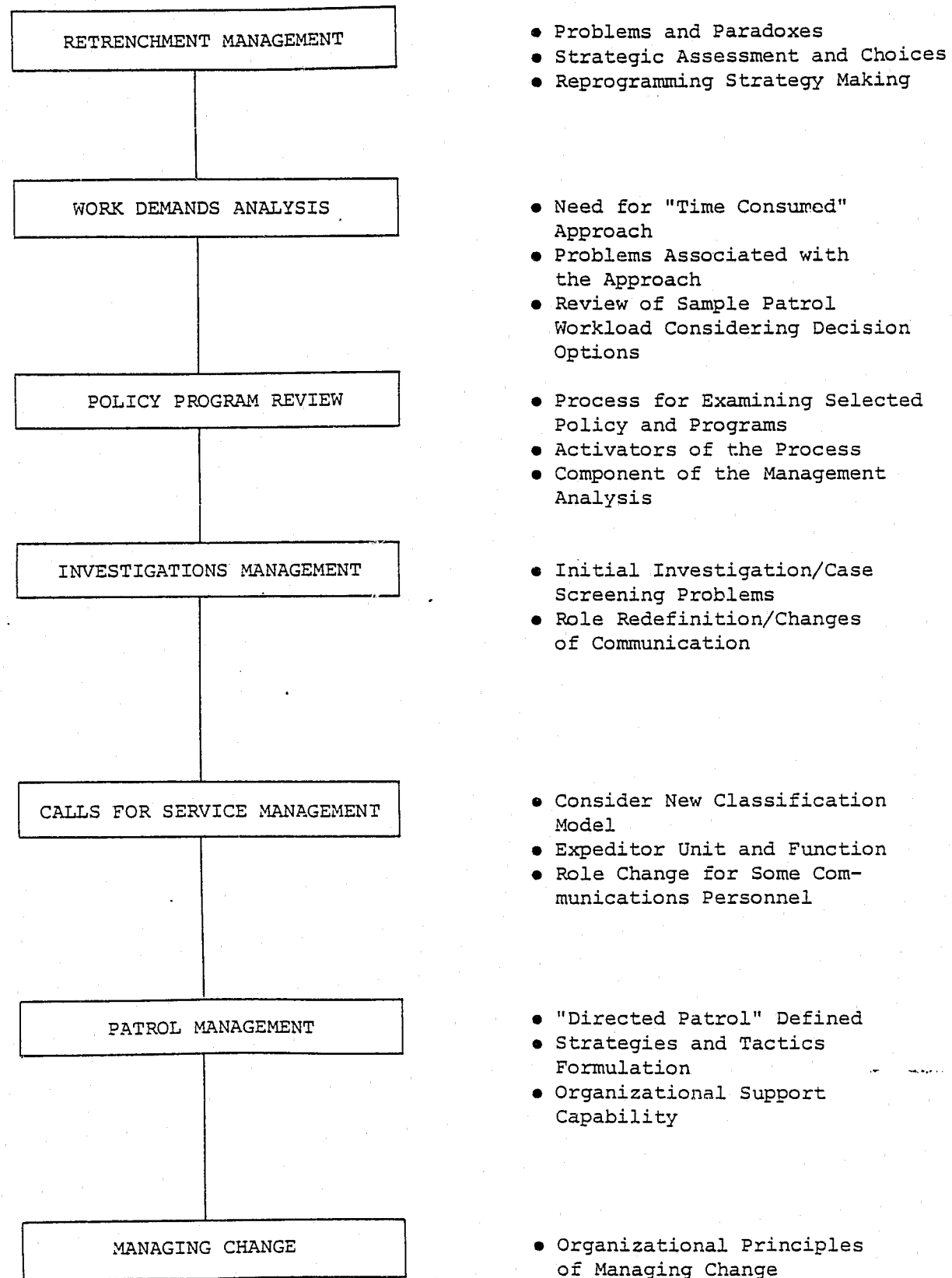
To achieve this goal, it is expected that by the end of the workshop the participants will be able to:

- identify/describe the current state of the art of selected critical components of the MCI/MPO program
- understand the problems to be addressed and strategic choices to be made in the development of rational management strategies which are both proactive and reactive
- conduct a review of current departmental patrol workload demands considering categorical "time-consumed" information in determining alternatives to current policies and practices
- apply a policy/program review process to the ongoing examination of the existing policies and programs
- understand the organizational principles of managing change in order to facilitate initiation and successful implementation of desired policy and/or program alternatives derived from MCI/MPO field test site experience
- understand a strategies and tactics development process which has proven successful in implementing "directed patrol" programs in the MPO Test Site Program.

### OUTCOMES

At the conclusion of training, participants will be afforded an opportunity to develop a strategy outline which addresses the particular program components which offers the greatest opportunity for implementation within the participant's agency.

IMPROVING POLICE MANAGEMENT - FLOW OF TRAINING



APPENDIX A

IMPROVING POLICE MANAGEMENT QUERY INSTRUMENT



Current Status of Managment Practices  
in Police Departments

Name and Address of Department: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Telephone Number: (\_\_\_\_) \_\_\_\_ - \_\_\_\_

Name of Chief of Police: \_\_\_\_\_

Name and Title/Rank of Respondent, if other than Chief: \_\_\_\_\_  
\_\_\_\_\_

Unit assigned: \_\_\_\_\_

A. Description of Department

Population size for jurisdiction \_\_\_\_\_

Sworn personnel:

Authorized quota \_\_\_\_\_ Actual number \_\_\_\_\_

Civilian personnel:

Authorized quota \_\_\_\_\_ Actual number \_\_\_\_\_

Has the agency had forced layoffs in the past 12 months?

\_\_\_\_ yes \_\_\_\_\_ no

IF YES, how many: sworn personnel \_\_\_\_\_ civilian personnel \_\_\_\_\_

B. Patrol Workload Analysis

1. Does your Department conduct a comprehensive patrol workload analysis? ☐ yes ☐ no

IF NO, what factors have prevented your Department from implementing this component (please identify both internal and external factors that influenced this decision)?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Proceed to Section C, Page 3.

IF YES, please provide the following information:

- a. The data collected for the analysis is acquired from (check all that apply):

☐ incoming calls for service  
☐ dispatch records  
☐ patrol officer's activity record  
☐ observation  
☐ other (Please specify): \_\_\_\_\_

- b. Do you have an automated (computerized) data collection, analysis and reporting system?

☐ yes ☐ no

- c. Data are collected for the following workload categories: (Check all that apply)

☐ calls for services  
☐ crime occurrences  
☐ administrative duties  
☐ statutory (mandated) duties  
☐ personal relief  
☐ office-initiated activities  
☐ "directed" patrol activities  
☐ others (please specify): \_\_\_\_\_

- d. Does the total workload and "available time" report include breakdowns on?

temporal basis: ☐ yes ☐ no

geographic basis: ☐ yes ☐ no

- e. Is this report used as the basis for allocation of patrol personnel in your jurisdiction?

☐ yes ☐ no

2. What were the major barriers encountered during the implementation phase of Patrol Workload Analysis (please be specific and identify both internal and external barriers)?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Do you consider the patrol workload analysis a successful tool in the responsive assignment of patrol personnel in your Department?

☐ yes ☐ no

IF YES, please indicate the degree of success (circle the appropriate number on the scale):

Very Successful	Successful	Somewhat Successful	Unsuccessful	Failure
5	4	3	2	1

C. Management of Calls for Service

1. Has your Department developed a program to "prioritize" the incoming "calls for service" or a call screening program?

☐ yes ☐ no

IF NO, what factors have prevented your Department from implementing this component (please be specific and identify both internal and external factors that influenced this decision)?

\_\_\_\_\_  
\_\_\_\_\_

Proceed to Section D, page 5.

IF YES, please provide the following information:

a. Are there written procedures for "call screening?"

\_\_\_\_\_ yes \_\_\_\_\_ no

b. Are written procedures used by communications personnel in handling calls for service?

\_\_\_\_\_ yes \_\_\_\_\_ no

c. Do the patrol dispatch procedures include (check all that apply):

\_\_\_\_\_ immediate response

\_\_\_\_\_ delayed response\_\_moderate (10 to 15 minute delays)

\_\_\_\_\_ delayed response\_\_prolonged (more than 15 minute delay)

\_\_\_\_\_ non-response--appointment made

\_\_\_\_\_ others (please specify): \_\_\_\_\_

d. In lieu of mobile response, do your "call screening" procedures allow for (check all that apply):

\_\_\_\_\_ referral to another agency

\_\_\_\_\_ telephone acceptance of crime report

\_\_\_\_\_ mail-in of crime report

\_\_\_\_\_ walk-in (to police facility) to file crime report

\_\_\_\_\_ others (please specify): \_\_\_\_\_

e. Has the implementation of the "call screening" program included a community education program?

\_\_\_\_\_ yes \_\_\_\_\_ no

2. What were the major barriers encountered during the implementation phase of Management of Calls for Service (please be specific and identify both internal and external barriers)?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Do you believe that the call screening program has made available "additional" patrol time to respond to other police demands?

\_\_\_\_\_ yes \_\_\_\_\_ no

IF YES, please indicate the degree of success (circle the appropriate number on the scale)

Very Successful	Successful	Somewhat Successful	Unsuccessful	Failure
5	4	3	2	1

D. Policy and Program Review

1. Has your Department initiated a process for formal review of current policies and programs critical to decisionmaking regarding the allocation of patrol personnel?

\_\_\_\_\_ yes \_\_\_\_\_ no

2. Has a particular unit/person been assigned the responsibility for the conduct of ongoing policy and program review?

\_\_\_\_\_ yes \_\_\_\_\_ no

E. Department Management Programs

1. Does your Department have a formal "case screening" procedure which requires sufficient potential for successful solution of a criminal case before assignment to a criminal investigator for follow-up?

\_\_\_\_\_ yes \_\_\_\_\_ no

2. Has your Department reviewed its arrest policies in order to prioritize departmental enforcement activities (e.g., non-enforcement or low enforcement of Sabbath violations, public intoxication)?

\_\_\_\_\_ yes \_\_\_\_\_ no

3. Does your Department serve summons in lieu of arrest in misdemeanor and felony cases (other than traffic violations)?

\_\_\_\_\_ yes \_\_\_\_\_ no

4. Does your Department have an arrest diversion program that includes specific crimes? (e.g., drug violations, family disputes)?

\_\_\_\_\_ yes \_\_\_\_\_ no

5. Are paraprofessionals employed by your Department to respond to certain types of calls for service?  
       \_\_\_\_\_ yes       \_\_\_\_\_ no
6. Does your Department have a civilian auxilliary program to support patrol personnel activities?  
       \_\_\_\_\_ yes       \_\_\_\_\_ no
7. Has your Department established a formal on-going liaison with the local prosecutor's office?  
       \_\_\_\_\_ yes       \_\_\_\_\_ no
8. Has your Department implemented other programs not listed above?  
       \_\_\_\_\_ yes       \_\_\_\_\_ no
- IF YES, please identify and briefly describe:
- \_\_\_\_\_
- \_\_\_\_\_

#### F. Resource Allocation

1. Does your Department assign the patrol personnel in accord with a written allocation or distribution formula?  
       \_\_\_\_\_ yes       \_\_\_\_\_ no
- IF YES, we would appreciate receiving a copy of same.
2. Listed below are 5 "Patrol Distribution Models", please check one that most closely reflects the practices of your Department:
- \_\_\_\_\_ EQUAL STAFFING--three basic shifts require the same number of personnel.
- \_\_\_\_\_ PROPORTIONATE NEED-BASIC CALLS FOR SERVICE--resources should be assigned to meet geographic and temporal demands; identifies C.F.S. workload; distributes C.F.S. on geographic and temporal basis.
- \_\_\_\_\_ PROPORTIONATE NEED-WEIGHTED CALLS FOR SERVICE--resources should be assigned to meet geographic and temporal demands; assigns "weights" to categories of C.F.S. to reflect: seriousness, duration, priorities.

\_\_\_\_\_ PROPORTIONATE NEED--TIME CONSUMED--resources should be assigned to meet workload requirements both C.F.S. and non-C.F.S.; identifies the actual time spent on C.F.S. as well as all other activities performed.

\_\_\_\_\_ PROPORTIONATE NEED-MATHEMATICAL OR COMPUTER APPLICATION--resources should be assigned to meet geographic and temporal demands/refinements; adds into the distribution information; call rates per hour; travel distances; travel needs; patrol frequency; cross beat dispatch, etc.

#### G. Crime Analysis

1. Does your Department have a crime analysis unit/capacity?  
       \_\_\_\_\_ yes       \_\_\_\_\_ no

IF NO, What factors have prevented your Department from implementing this component (please be specific and identify both internal and external factors that influenced this decision)?

\_\_\_\_\_

\_\_\_\_\_

Proceed to Section H, page 8.

IF YES, please provide the following information:

- a. Does your crime analysis unit/capacity use computers or micro processors for the following:
- input of data:       \_\_\_\_\_ yes       \_\_\_\_\_ no
- data analysis:       \_\_\_\_\_ yes       \_\_\_\_\_ no
- generating reports: \_\_\_\_\_ yes       \_\_\_\_\_ no

2. What were the major barriers encountered during the implementation phase of Crime Analysis (please be specific and identify both internal and external factors that influenced this decision)?
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

3. Has the crime analysis capability provided patrol managers with sufficient and timely information to make appropriate decisions in deployment of patrol personnel?

\_\_\_\_\_ yes \_\_\_\_\_ no

IF YES, please indicate the degree of effectiveness:

Very Effective	Effective	Somewhat Effective	Uneffective	Very Uneffective
5	4	3	2	1

H. Patrol Management Programs

1. Does your Department require patrol personnel to conduct preliminary or initial investigation for crime complaints received?

\_\_\_\_\_ yes \_\_\_\_\_ no

IF NO, proceed to question number 2.

IF YES, please provide the following information:

Patrol personnel are required to:

- a. prepare and complete a basic report form?

\_\_\_\_\_ yes \_\_\_\_\_ no

- b. conduct an initial investigation and complete a detailed form including assessment of potential for "solvability"?

\_\_\_\_\_ yes \_\_\_\_\_ no

- c. conduct an initial investigation, complete detailed form, and make recommendations for continuation of investigation?

\_\_\_\_\_ yes \_\_\_\_\_ no

- d. conduct the complete investigation of selected crimes?

\_\_\_\_\_ yes \_\_\_\_\_ no

2. Does your Department require that patrol personnel engage in specialized crime prevention activities (e.g., premises security surveys, block watch programs)?

\_\_\_\_\_ yes \_\_\_\_\_ no

3. Does your Department have "crime specific" programs that patrol personnel perform during "available" time (e.g., commercial burglaries, school vandalism)?

\_\_\_\_\_ yes \_\_\_\_\_ no

4. Does your Department require patrol personnel to conduct community participation programs (e.g., business premise inspection, operation identification)?

\_\_\_\_\_ yes \_\_\_\_\_ no

5. Does your Department use patrol personnel in civilian clothes programs (e.g. street anti-crime units, sting operations)?

6. Other types of programs your Department has implemented to direct patrol personnel to respond to identified problems (please specify and briefly describe):

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---

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I. Comments and Suggestions:

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The program which we are designing will be available for delivery during 1981. There will be neither tuition nor materials charges associated with the training, though each participating department will be responsible for its own travel and per diem costs. Given these conditions would you be willing to send a team of two policymakers from your department to a 2½ day workshop where police management issues will be addressed?

\_\_\_\_\_ yes \_\_\_\_\_ no

IF NO, why? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

On behalf of the Research Utilization Program Team who will be developing the workshop, we want to express our deep appreciation for your effort and willingness to share with us the information concerning your Department.

SESSION 2

DAY I

1:30-3:00

STRATEGIC RETRENCHMENT MANAGEMENT

Policing in the eighties will be greatly different from the policing of the sixties and early seventies. One of the major differences, and a problem for police executives and managers, will be resolving demands for increased service within the confines of existing fiscal and personnel resources. Such prospects for the eighties require today's managers to closely examine organizational efficiency and assess the impact of change--the changes sweeping this country demand more efficiency from government. Police administrators must evaluate their organizations, determine where to consolidate, how to realign, and how to provide essential services with reduced resources.

Daryl F. Gates

(The Police Chief Magazine - April 1980)

This assessment of the police management environment is absolutely correct. The traditional response of meeting crime control problems and other service needs by adding more police officers and equipment or providing increased salary and fringe benefits without increasing levels of productivity is over.

We have entered an era of resource scarcity--an era of retrenchment management. Increasingly, police managers will be required to manage cutbacks, tradeoffs, reallocations, organizational contractions, and program terminations.

This poses significant problems because we know very little about the decline of public organizations and the management of cutbacks.

However, it may also create an opportunity for police executives to make desired changes within their departments which were made difficult because of political pressures and adequacy of funding which is no longer the case.

In short, this "era of limits" may provide the police executive with a better opportunity for effecting desired change.

In this session we will examine the relatively new phenomenon of retrenchment management, its causes, its problems, and its paradoxes. We will also consider some strategic choices, steps to be taken, and the need to re-program the strategy-making system and pitfalls to be worked.

In outline form this session will address:

- Causes of cutbacks
- Definition of retrenchment management
- Problems and paradoxes
- Strategy development and strategic choices
- Actions to be taken
- Re-programming, strategy-making.

The material content on retrenchment management draws heavily on the works of Charles H. Levine (see bibliography for reference to the publications from which the material has been drawn).

#### WHY CUTBACKS

- Problem Depletion
- Erosion of economic base
- Inflation
- Taxpayer revolts
- Limits to growth.

#### WHAT IS RETRENCHMENT MANAGEMENT

"Cutback (retrenchment) management means managing organizational change towards lower levels of resource consumption and organizational activity."



### COMPLICATING ASPECTS OF RESOURCE SCARCITY

What special problems are posed for the manager in an environment of shrinking resources in the areas of:

- Promoting acceptance of change
- Targeting cuts
- Morale and job satisfaction
- Rewarding work environment.

### PROBLEMS AND PARADOXES

- Paradox of irreducible wholes
- Management science paradox
- Free rider problem
- Tooth fairy phenomena
- Forgotten deal paradox
- Participation paradox
- Productivity paradox
- Mandates without money
- Efficiency.

### FACTORS AFFECTING STRATEGY DEVELOPMENT

Before strategies for dealing with shrinking resources can be formulated, it is necessary to determine what significant factors influence the particular organization.

Seven variables which are present in public organizations are:

- Political Attitudes
- Organizational Mission
- Cause of Resource Decline
- Personnel System
- Centralization
- Clientele
- Past Stability

Source: "Management Strategies to Deal with Shrinking Resources"  
John J. McTighe, Public Administration Review, Jan/Feb,  
1979.

### STRATEGIC CHOICES IN CUTBACK PLANNING

Some of the strategic choices which must be made in confronting, planning, targeting, and distributing cuts are:

- Resist or smooth
- Deep gouge or small decrements
- Share the pain or target the cuts
- Efficiency or equity

### CONSTRAINTS TO EFFECTIVE ACTION

- Complacency
- Convenience
- Wishful thinking
- Political caution

#### WHAT ACTIONS CAN BE TAKEN

- Reassign functions
- Privatize services
- Reduce costs
- Civilianize
- Eliminate services
- Trim expenses
- Substitute equipment
- Legislative Changes.

#### CUTBACK MANAGEMENT/DECISION MAKING

"Cutback management is an art and a skill yet to be developed adequately by managers who now must maintain organizational capacity by devising new managerial arrangements within prevailing structures that were designed under assumptions of growth."

"Under conditions of abundance, habit, intuition, snap judgments and other forms of informal analysis will suffice for most decisions because the costs of making mistakes can be easily absorbed without threatening the organization's survival."

In times of austerity, however, there is a critical need to develop management planning, control and information systems, and a policy analysis capability.

## DO POLICE MANAGERS USE STAFF?

Which position is correct?

- "During the past decade, the role of staff work in most police agencies in the United States has undergone significant change. Law enforcement agencies today depend on extensive support from staff units to provide assistance in organizational and program decision-making and in establishing rational bases for long range planning efforts. The modern police executive now has the opportunity to utilize more fully developed staff resources than at any previous time in police history---." /1/

or

- "The department looks poorly upon non-line functions".
- "Although we are collecting a lot of data we have been unable to train or provide personnel to use the data." /2/

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/1/ "Police Staff Research - changing roles and requirements" by James W. Stevens. Police Studies - International Review of Police Development, Volume 3, Summer, 1980.

/2/ From 101 Agency Survey Instrument.

According to Henry Mintzberg, in the "Nature of Managerial Work," the most complex, although potentially the most rewarding job facing the manager today is the reprogramming of the system by which important organizational decisions are made and interrelated--i.e., strategy-making.

## TWO BASIC APPROACHES TO STRATEGY MAKING

### INCREMENTALISTS

Strategy evolves as the manager reacts to environmental pressures--i.e., strategy is adaptive and incremental.

### GRAND PLANNERS

Strategy created through formal analysis by planners.

## CHARACTERISTICS OF INCREMENTALISTS APPROACH

Strategy-making is seen as:

- complex and adaptive process
- evolving over time with many resource allocation decisions
- broken into a series of sequential decisions because of need for feedback and timing
- searching for alternatives not conducted with a systematic design
- applying organizational values to decisions in some "mysterious" way
- integrating strategies by the manager who juggles information and plans in his head.

In summary, strategy-making is a judgmental process carried out solely by the manager.

### THREE REASONS TO MODIFY THE PROCESS

- Manager is under time constraints while the planners are not
- Organizations grow larger and their decisions become more complex, the relative cost of analyses decreases, while the intuitive methods of the manager, which can improve only slowly, becomes less acceptable
- Difficult to interrelate decisions which are made incrementally in an adaptive process.

### PLANNING DILEMMA

On the one hand

- The Manager, who has the information and the flexibility to operate in a dynamic environment, lacks the time to focus intensely on complex issues.

On the other

- The Planner, who has the time and the skills to do systematic analysis, lacks the required flexibility and information.

The answer is to marry the capabilities of the manager with the skills of the planner.

### SEVEN AREAS OF MANAGER - ANALYST COOPERATION

- OPPORTUNITY AND PROBLEM FINDING
- COST BENEFIT ANALYSIS
- MODEL BUILDING
- CONTINGENCY PLANNING
- REAL TIME ANALYSIS
- PROJECT MONITORING
- ADAPTIVE PLANNING

## SUMMARY

The manager of the eighties, an era of limits, faces numerous and complex problems which will require in-depth analysis and study before the formulation of effective strategies are possible.

The dimensions of the task at hand are too broad to be dealt with by the manager alone. Expert and imaginative services performed by a talented and innovative staff group are essential needs for the police executive.

The manager can only rebuild the organization if he knows how the resources are currently being spent and how efficiently and effectively the tasks are being performed. He/she must have hard facts--not ball park estimates.

As a foundation, the next session will deal with managing change. We will examine important concepts and characteristics of organizational development and the change process. This session, combined with the later one regarding Policy/Program Review will be the essential tools to consider innovations in police work offered by this training program.

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1. Managing Fiscal Stress: The Crisis in The Public Sector, Charles H. Levine, Chatham House Publishing, Chatham, N.J., 1980.
2. Organizational Decline and Cutback Management, Charles H. Levine, Public Administration Review, July/August, 1978.
3. Cutback Management in an Era of Scarcity: Hard Questions for Hard Times, Charles H. Levine, Address to American Association for Budget and Program Analysis, Washington, D.C., November 7, 1978.
4. Management Strategies to Deal with Shrinking Resources, John J. McTighe, Public Administration Review, January/February, 1979.
5. The Nature of Managerial Work, Henry Mintzberg, Englewood Cliffs, N.J., 1973.
6. Realignment of Major Elements within the Los Angeles Police Department, Daryl F. Gates, The Police Chief, April, 1980.
7. Police Staff Research: Changing Roles and Requirements, James W. Stevens, Police Studies, International Review of Police Development, Volume 3, Summer, 1980.
8. Managing the Pressures of Inflation in Criminal Justice, Selected Readings and Participants Handbook, National Institute of Justice, 1979.

APPENDIX

SOME CUTBACK MANAGEMENT TACTICS

"Organizational Decline and Cutback Management,"  
Charles Levine, Public Administration Review, July/August 1978



# SOME CUTBACK MANAGEMENT TACTICS

## Tactics to Resist Decline

## Tactics to Smooth Decline

External Political	<p>(Problem Depletion)</p> <ol style="list-style-type: none"> <li>1. Diversify programs, clients and constituents</li> <li>2. Improve legislative liaison</li> <li>3. Educate the public about the agency's mission</li> <li>4. Mobilize dependent clients</li> <li>5. Become "captured" by a powerful interest group or legislator</li> <li>6. Threaten to cut vital or popular programs</li> <li>7. Cut a visible and wide-spread service a little to demonstrate client dependence</li> </ol>	<ol style="list-style-type: none"> <li>1. Make peace with competing agencies</li> <li>2. Cut low prestige programs</li> <li>3. Cut programs to politically weak clients</li> <li>4. Sell and lend expertise to other agencies</li> <li>5. Share problems with other agencies</li> </ol>
Economic/ Technical	<p>(Environmental Entropy)</p> <ol style="list-style-type: none"> <li>1. Find a wide and richer revenue base (e.g., metropolitan reorganization)</li> <li>2. Develop incentives to prevent disinvestment</li> <li>3. Seek foundation support</li> <li>4. Lure new public and private sector investment</li> <li>5. Adopt user charges for services where possible</li> </ol>	<ol style="list-style-type: none"> <li>1. Improve targeting on problems</li> <li>2. Plan with preservative objectives</li> <li>3. Cut losses by distinguishing between capital investments and sunk costs</li> <li>4. Yield concessions to taxpayers and employers to retain them</li> </ol>
Internal Political	<p>(Political Vulnerability)</p> <ol style="list-style-type: none"> <li>1. Issue symbolic responses like forming study commissions and task forces</li> <li>2. "Circle the wagons," i.e., develop a siege mentality to retain esprit de corps</li> <li>3. Strengthen expertise</li> </ol>	<ol style="list-style-type: none"> <li>1. Change leadership at each stage in the decline process</li> <li>2. Reorganize at each stage</li> <li>3. Cut programs run by weak subunits</li> <li>4. Shift programs to another agency</li> <li>5. Get temporary exemptions from personnel and budgetary regulations which limit discretion</li> </ol>

## Economic/ Technical

### (Organizational Atrophy)

1. Increase hierarchical control
2. Improve productivity
3. Experiment with less costly service delivery systems
4. Automate
5. Stockpile and ration resources

1. Renegotiate long term contracts to regain flexibility
2. Install rational choice techniques like zero-base budgeting and evaluation research
3. Mortgage the future by deferring maintenance and downscaling personnel quality
4. Ask employees to make voluntary sacrifices like taking early retirements and deferring raises
5. Improve forecasting capacity to anticipate further cuts
6. Reassign surplus facilities to other users
7. Sell surplus property, lease back when needed
8. Exploit the exploitable

## DEFINITIONS:

1. Problem Depletion - where a problem has been solved, alleviated, redefined, or terminated after review.
2. Environmental Entropy - capacity of the environment to support the public organization at prevailing levels erodes (e.g., economic decline, shifting market demands, transportation shifts).
3. Political Vulnerability - a high level of fragility and precariousness which limits the capacity to resist budget cuts and demands to contract.
4. Organizational Atrophy - declining performance, caused by a wide range of deficiencies, which can lead to weakening of organizational capability/capacity.

SESSION 3

DAY I

3:15-5:45

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WORK DEMANDS ANALYSIS

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More for less. That was the blunt mandate of Proposition 13. Although they certainly did not like it, law enforcement agencies had to accept that harsh new reality. They had to swallow their own doomsday projections and, discover ways of not only surviving, but somehow improving services as they watched their budgets shrink--police and sheriffs were admonished to bone up on their budgetary skills. In the era of more for less, everyone is going to be scrutinizing budgets line by line, and it will be increasingly difficult to push any fiscal fat past the sharp eyes of city and county comptrollers--"How much they (police) get will depend on how well you recognize that the interest is in your production, what is coming out of the pipe. If you do your homework, and present that in a coherent, convincing way, if you do that, my guess is that you'll do quite well--you must develop data, publicize it, and be ready to talk about it in precise detail.

(Excerpted from "Proposition 13--Coping with the Taxpayer's Revolt," Police Magazine, March, 1979)

Now, more than ever, the police manager must conduct a comprehensive patrol workload analysis. The analysis must identify all of the activities performed by the uniformed officer during his tour of duty and how long it takes him/her to perform them.

In this session we will discuss why a "time consumed" patrol workload analysis is necessary; compare this type analysis with a "calls for service" only approach, consider the problems associated with the new approach, consider the policy issues which must be addressed, examine possible workload decision options, and apply selected options to a "sample" patrol workload.

In outline form this session will address:

- o Definition of a "comprehensive" patrol workload analysis
- o Distribution of time (activities) and calls for service
- o Examine calls for service and time consumed models

- Problems in the conduct of workload analysis
- Why conduct an analysis and some cautions
- Present decision options
- Apply selected options to patrol workload.

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

1. National Institute of Law Enforcement and Criminal Justice, Improving Patrol Productivity, Vol. I: Routine Patrol, 1977, See Chapter 2, "Efficient Deployment of Patrol Personnel."
2. Patrol Workload Measurement Manual, A Guide for Deployment of Patrol Personnel in Law Enforcement Agencies, The Commission on Peace Officer Standards and Training, California, 1979.
3. O.W. Wilson and Roy C. McLaren, Police Administration, Appendix J, New York: McGraw-Hill, 1972.
4. National Advisory Commission on Criminal Justice Standards and Goals, "Deployment of Patrol Officers," Police, 1973.
5. "A Preliminary Guideline Manual for Patrol Operations Analysis, ICAP, LEAA, Department of Justice, June 3, 1977.

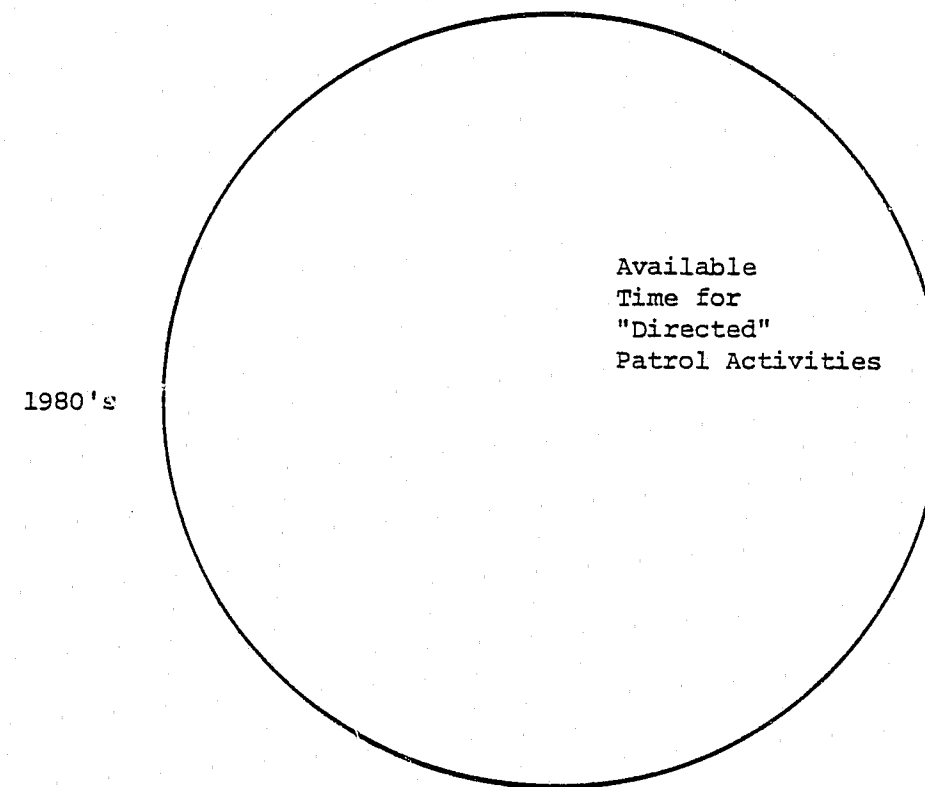
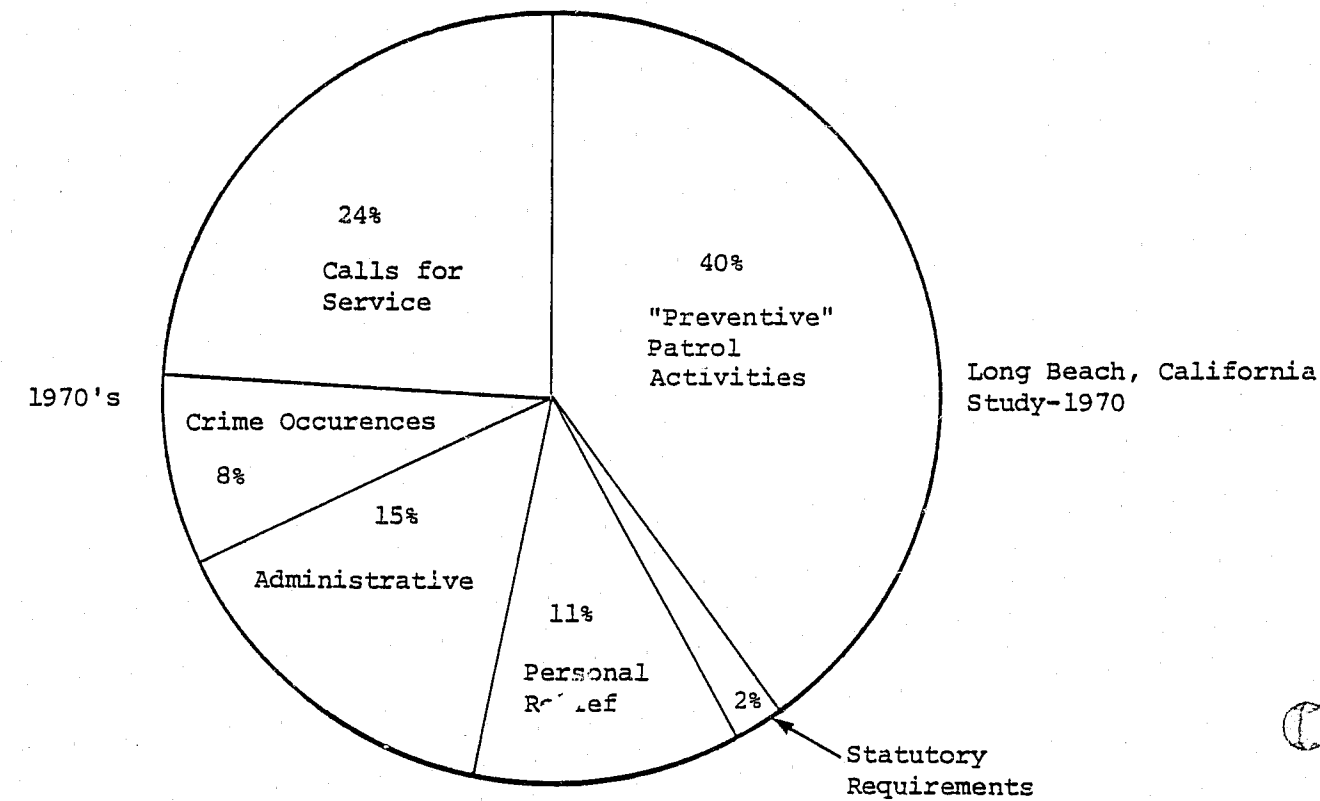
## COMPREHENSIVE PATROL WORKLOAD ANALYSIS

The conduct of a comprehensive patrol workload analysis would require gathering data for the following components of the total workload:

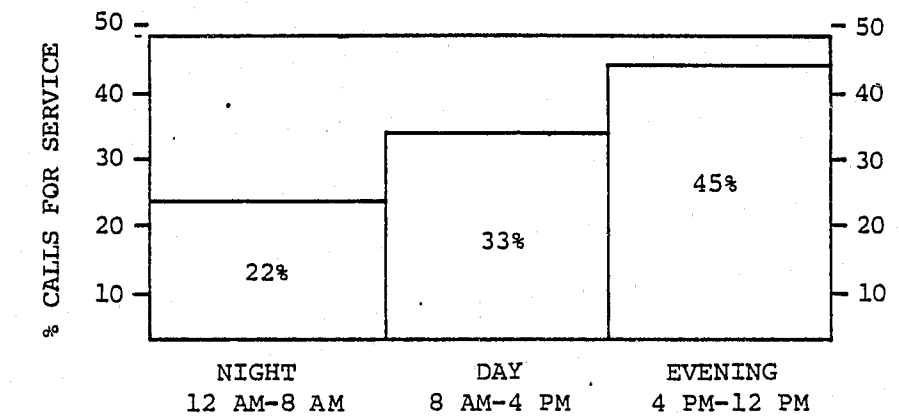
- calls for service
- crimes and arrests
- administrative
- personal
- self initiated/directed patrol.

It is also suggested that the conduct of the analysis occur on an annual or bi-annual basis.

# DISTRIBUTION OF TIME



## \*TYPICAL DISTRIBUTION OF THE CALLS FOR SERVICE WORKLOAD



## NEED FOR GEOGRAPHIC AND TEMPORAL DISTRIBUTION WITHIN JURISDICTION

- Geographic

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

- Temporal

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

\*Prescriptive Package, "Improving Patrol Productivity, Vol. I, Routine Patrol," July, 1977. p. 25.

PATROL WORKLOAD ANALYSIS/DISTRIBUTION MODELS

CURRENT STATE\*

Conduct "Comprehensive" Patrol Workload Analysis 61 Agencies - 80%

Patrol Distribution Models

• Equal Staffing*	8	11%
• Proportionate Need Basic-Calls for Service	35	46%
• Proportionate Need Weighted-Calls for Service	13	17%
• Proportionate Need Time-Consumed Data	13	17%
• Proportionate Need Mathematical (PCAM, etc.)	<u>7</u>	<u>9%</u>
	76	100%

\*Substantial progress has been made in moving away from this unsatisfactory model. In 1977, for example, 49% of 321 police agencies surveyed were using this model--disproportionately skewed toward the smaller (less than 100 officer) departments.

PROBLEMS/CONDUCT OF PATROL WORKLOAD ANALYSIS\*

RESOURCES

- Lack of staff
- Lack of equipment (computer)
- Lack of knowledge, expertise, and time.

OPERATIONS

- Inadequate collection process
- Lack of reliable collection instruments
- Manual processing of information
- Incomplete reports
- Inaccurate reports
- Increase in paperwork
- Elusiveness of self initiated activities
- Irregularly done - data base slips
- Data entry problems
- Education of supervisors as to use
- Timeliness of data
- Selling concept to supervisors and unions.

ATTITUDES

- Overcome internal political resistance
- Not a high priority matter
- Lack of supervisory/managerial interest
- "Resistance internally to accept results because of previous perceptions of heavy workload"
- "Tool of management and not directly helpful to the workforce"
- "Officers thought program was to spy on them"
- Patrol resistance to input documents.

"PATROLMAN MYSTIQUE"

"Strong objection among some officers to monitoring work output in terms of quantity and their reservations about defining quality in terms of properly identifying/agreeing to performance standards."

\*Extracted from responses from 76 agencies.

## CALLS FOR SERVICE MODEL

### INPUT

- count number of calls for service.

### THROUGHPUT

- distribution of calls on temporal basis
- distribution of calls on geographic basis.

### OUTPUT

- allocation of resources to meet calls for service geographic and temporal requirements.

### ASSUMPTIONS

- actual time spent on each call averages out for the total number of calls
- personal relief time is same for each district
- administrative demands are equal for each district
- arrest/court time will average out.

### GUESSTIMATES

- by using 45 minutes for each call for service the differences in actual incident completion time, arrest/court time, and report writing time will average out
- number of personnel needed for department should be calculated on a 1 to 2 ratio, i.e., 33% for calls for service and 66 2/3% for other patrol needs or activities.

## "TIME CONSUMED" MODEL

### INPUT

- Average time consumed in performance of all activities by patrol officers in the following categories:

- calls for service
- crimes and arrests
- administrative
- personal
- self initiated/directed patrol.

### THROUGHPUT

- Distribution of all activities on a temporal and geographic basis.

### OUTPUT

- Allocation of resources to meet total temporal and geographic requirements.

### ASSUMPTIONS

- None.

### GUESSTIMATES

- None.

#### TIME CONSUMED APPROACH NEEDED

In the words of the National Advisory Commission on Standards and Goals (1973):

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

Four years later, the California Commission on Peace Officer's Standards and Training advised:

There are numerous methods of calculating patrol workload, but the most accurate and direct approach is to determine the actual time expended on all activity by members of the patrol division. The primary factor is the amount of time expended, not the number of events or incidents. /1/

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/1/ "A procedure for the allocation and distribution of Patrol Manpower," California Commission POST, (working draft), 1977, pg. 2.

#### WHY CONDUCT

A comprehensive patrol workload analysis, which encompasses all patrol activities and the time spent for each activity, will provide the police administrator with the information needed to:

- determine the actual number of officers required to handle the total patrol workload
- distribute patrol resources to meet actual work requirements on a temporal and geographic basis
- identify the actual amount of "non-committed" time and learn how it is being used
- prepare a budget which accurately reflects the activities of assigned resources and assign associated costs to the appropriate cost centers
- examine workload activities with a view toward developing alternative means of delivery of services
- explore administrative actions which will improve the productivity of patrol, and support services
- identify training opportunities and needs
- evaluate officer, and district, performance
- establish performance standards
- 
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CAUTIONS/DATA INFORMATION

Based upon the examination of some data printouts received, and conversations with staff in agencies concerned, the following cautions are offered:

- decide whether report preparation time is included in "time consumed" category
- some concern re: arrest processing time
- how will the time expended by back-up units be reflected
- how will you distinguish between total "time expended" on incident by one or two person units
- avoid a glut of reports -- decide upon the information required for each level of management
- add a "cumulative" component so that the larger picture is readily available
- avoid "cluttered" reports that provide too much information in a disorganized format
- select the categories of information desired -- the reports received ranged from 20 to 96 categories
- accuracy of data is essential to value of reports.



TIME CONTINUUM/POLICY CONSIDERATIONS--DEFINITION OF TERMS

CATEGORY OF WORK

NON/CFS

Time  
Initiated

Time  
Cleared

Completion Time

(Includes report  
completion +  
arrest process  
time)

CFS

Time  
Received

Time  
Dispatched

Time  
Arrived

Time  
Cleared

(Includes report  
completion +  
arrest process  
time)

Queuing  
Time

Response  
Time

Completion  
Time

Total Incident Time

CFS  
Incident  
Time

CFS

(back-up units)

Same As Above

NOTE: Another factor which must be dealt with is whether unit was one or two person staffed.

INCIDENT LIST BY CATEGORY

CRIMES-PART I

Homicide  
Forcible Rape  
Robbery (in progress/in past)  
Burglary (in progress/in past)  
Aggravated Assault  
Auto Theft (in progress/in past)  
Larceny

OTHER CRIMES

Sex Crimes  
Fraud/Embezzlement  
Drugs  
Prostitution  
Gambling  
Intox. Driver  
Mal. Mischief (vandalism)  
Juvenile Offenses

OFFICER RELATED

Meet Officer  
Officer in Trouble

MISCELLANEOUS

Shots Fired  
Stabbing  
Animal Case  
Lost/Recovered Property  
Intoxicated Person  
Family Disturbance  
Disorderly Person  
Disorderly Group  
Fight  
Mental/Psycho.  
Noise  
Parking Condition  
Traffic Violation  
Accident--Fatal  
Accident--P.I.  
Accident--P.D.  
Ambulance--Sick/Inj.  
Alarm  
Prowler  
Check Auto  
Fire  
Explosion  
Bomb Scare  
Holding Prisoner  
Crowd Control  
Traffic Warrant  
Suspicious Person  
Abandoned Car  
Calls for Help

Escort  
Investigation  
Man With Gun  
Building Check  
Transport Prisoner  
Livestock on Highway  
Traffic Control Condition  
Neighbor Dispute  
Sniper  
Demonstration  
Strike Control  
Civil Disturbance  
Assist Marshal (civic)  
Assist Other Agency  
Disorderly Conduct  
Stolen Bicycle  
Unwelcome Guest

ADMINISTRATIVE

Court  
Station House--Report Prep.  
State House--Training  
Garage--Repairs  
Garage--Gas/Oil  
Mechanical Trouble  
Mail Runs  
Process Prisoner  
Pick-up Items  
Message Delivery  
Roll-call Inspection

DIRECTED/SELF INITIATED ACTIVITY

Arrest  
Summons  
Warrant Service  
Field Interrogation  
Radar Assignment  
Traffic Control  
Vehicle Stop  
Business Prem. Inspection  
Residential House Check  
Community Meeting  
School Visit

PERSONAL

Meal Time  
Coffee Break  
Nature Call

SOURCE: Drawn from Police Agencies.

### DECISION OPTIONS

In reviewing the work demands placed upon the agency carefully consider the options which can be pursued. Some of the options are:

- eliminate the service/function
- charge fees for the service
- sell services to other agencies
- reassign task to other municipal group/private agency
- contract-out the service
- co-produce the service
- use of technological advances to reduce costs
- realign organizational structure
- re-classify positions
- hire civilian/paraprofessionals
- use civilian volunteers
- substitute equipment for labor
- improve information systems
- reduce services
- consolidate or regionalize
- 
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**CONTINUED**

**1 OF 4**

PATROL WORKLOAD - DECISION OPTIONS MATRIX									
WORK CATEGORIES (CFS)	DECISION OPTIONS								
	Eliminate	Reassign	Reduce	Modify	Co-Produce	Privatize	Civilianize	Substitute Equipment	Status
1. Burglary									
2. Larceny									
3. Assault									
4. Traffic Accident-P.I.									
5. Traffic Accident-Prop.									
6. Traffic Violation									
7. Traffic Control									
8. Disturbance									
9. Suspicious Persons/Cars									
10. Vandalism									
11. Alarms									
12. Animal Call									
13. Fire									
14. Ambulance Call									
15. Arrest									
16. Warrant Service									
17. Auto Theft									
18. Abandoned Car									
19. Intoxicated Person									
20. Loud Noise									
21. Disorderly Group									
22. Residence Check									
23. Domestic Quarrel									
24. Escrot									
25. Unwelcome Guest									

EXAMPLE OF EXERCISING AN OPTION

WORK CATEGORY: Traffic accident--property damage only.

OPTION: Modify.

OLD POLICY: Patrol officer responded to all traffic accidents and handled traffic flow problems (or called for assist), wrote the accident report, and issued summons where warranted.

NEW POLICY: The only property damage accidents "processed" (report and summons activity) are those where car is disabled or owned by government agency. Officers respond to all however.

WORKLOAD: 19,000 accidents a year.

TIME CONSUMED: Average time consumed was 60 minutes per incident.

EXPERIENCE: Of 19,000 traffic accidents in 1977 40% did not require processing under the new policy.

PRIMARY SAVINGS:

- 7600 patrol person hours were saved
- this amounted to \$69,000 in salary savings
- effectively added 950 tours of duty for other use.

SECONDARY SAVINGS:

- court overtime reduced by \$1800.00
- records division saved \$8,000.

NOTE: Clerical and supervisory time savings not calculated--nor was the time consumed by "assisting" units.

CRIMINAL JUSTICE SAVINGS/IMPACTS:

- traffic court saved \$15,800--not processing citation recipients
- state legislature amended law requiring only PI accidents be reported--savings to Motor Vehicle Bureau.

PRODUCTIVITY GAINS:

- a neighboring agency, adopting the policy, realized comparable savings and increased traffic citations by 3132 in three month-trial periods.

## SUMMARY

This session stressed the importance of conducting a comprehensive patrol workload analysis which considers all of the activities performed by the patrol officer and how long it takes to perform each of those activities. The critical importance of taking a proactive posture in examining the patrol workload with a view towards considering alternatives to present practices was also emphasized. The economies and efficiencies to be gained are worth the effort and investment.

Clearly, the police administrator does not have the time to personally conduct such an analysis or preliminarily explore potential alternatives to existing methods. As pointed out in the prior session, what the administrator needs are talented and imaginative staff people.

Although police organizations have always been strongly paramilitary, somewhere in history the police administrator has apparently misplaced this understanding of and appreciation for strong staff in support of line operations. As a consequence, they level cuts at the head and not the feet--creating the "centipede" problem.

"The centipede was happy quite  
Until a toad in fun  
Said, "Pray, which leg goes after which?"  
That worked her mind to such a pitch  
She lay distracted in a ditch  
Considering how to run"

(1871 Poem)

Police administrators cannot guess or assume, they must know how many feet they have, what they do, and how well they perform. Staff can assist in finding those answers.

The administrator must "do every thing possible to clear away the underbrush of ambiguity and habit that stand in the way of making tough decisions and designing innovative solutions."

In the next session we will look at a policy/program review process which should prove useful in examining a proposed change.

## TASK ACTIVITY

During this session we will complete the patrol workload--decision options matrix to identify potential alternatives to the current method of handling the particular workload category. You are encouraged to consider imaginatively the suggested options. In most cases there are several potential options for each workload category.

### INDIVIDUAL TASK (10 Mins.)

Review the matrix and identify the potential options for each category of work which you believe are viable alternatives.

### GROUP TASK (Balance of Session)

1. Carefully review the workload categories and identify the potential options for each.
2. Select one category, and the primary option for that category, which the group believes has the best chance for successful implementation. Since the purpose of this task is to reduce the workload of the patrol officer, do not select an option which merely alters the time when the work is done (e.g., modify--a routine "call-delayed response").
3. Complete an "options considerations report" for the category selected. Carefully consider the problems, impacts, and anticipated benefits associated with the proposed change.

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NOTE: If time permits, the group may wish to begin (complete) a second category.

PATROL WORKLOAD - DECISION OPTIONS MATRIX									
WORK CATEGORIES (CFS)	DECISION OPTIONS								
	Eliminate	Reassign	Reduce	Modify	Co-Produce	Privatize	Civilianize	Substitute Equipment	Status
2. Larcency									
4. Traffic Accident-P.I.									
6. Traffic Violation									
8. Disturbance									
10. Vandalism									
12. Animal Call									
14. Ambulance Call									
16. Warrant Service									
18. Abandoned Car									
20. Loud Noise									
22. Residence Check									
24. Escort									



PATROL WORKLOAD - DECISION OPTIONS MATRIX									
WORK CATEGORIES (CFS)	DECISION OPTIONS								
	Eliminate	Reassign	Reduce	Modify	Co-Produce	Privatize	Civilianize	Substitute Equipment	Status
1. Burglary									
3. Assault									
5. Traffic Accident-Prop.									
7. Traffic Control									
9. Suspicious Persons/Cars									
11. Alarms									
13. Fire									
15. Arrest									
17. Auto Theft									
19. Intoxicated Person									
21. Disorderly Group									
23. Domestic Quarrel									
25. Unwelcome Guest									

OPTIONS CONSIDERATIONS REPORT

CATEGORY OF WORK:  
CURRENT PRACTICE:

OPTION SELECTED:

DESCRIPTION OF CHANGE:

REQUIREMENTS TO EFFECT CHANGE:

ANTICIPATED BENEFITS:

EXPERIENCES OF OTHER POLICE AGENCIES:

AREAS IMPACTED:

PRIMARY:

SECONDARY:

TERTIARY:

MAJOR RESISTANCES ANTICIPATED

INTERNAL NATURE

ACTIONS TO OVERCOME

EXTERNAL NATURE

ACTIONS TO OVERCOME

OTHER BARRIERS TO IMPLEMENTATION

PROBLEM

PROPOSED SOLUTION

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POLICY/PROGRAM REVIEW PROCESS

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Existing police policies and programs need to be reviewed so that the police administrator is assured that they are responsive to current needs and they are being accomplished in an efficient manner in the pursuit of specified objectives.

An agency head can ill afford to support systems and programs which have outgrown their usefulness and/or which are being operated so poorly that they represent a drain on limited resources.

Increasingly, police administrators are instituting a formal review process to examine existing policies, systems, and programs. The process can be activated in a variety of ways such as environmental change, research findings, or by administrative decision which would include a pre-planned comprehensive review program.

In this session we will present a review process which could be used by a police administrator in approaching the initiation of new programs or the refinement of existing ones.

The process consists of six distinct stages. They are:

- formulation of the problem
- identification of the objectives
- establishment of policy
- development of strategies
- conversion of strategies to action plans and tactics
- monitor and feedback.

#### ADMINISTRATORS' CONCERNS

More and more police administrators recognize the worth of, and need for, a formal review of existing policies and programs.

In broad terms the administrator is concerned with whether a program is:

- responsive to current requirements
- operating efficiently and effectively
- contributing to the achievement of established objectives.

#### SURVEY FINDINGS

Sixty-four percent (64%) of the respondents indicated they had initiated such a formal review for those policies and programs which were critical to decisionmaking regarding the allocation of patrol personnel.

And, had assigned the responsibility for the conduct of an ongoing policy and program review to a particular unit or person.

#### ACTIVATORS OF REVIEW PROCESS

The formal review process can be activated in a variety of ways. Some of which are:

##### ENVIRONMENTAL CHANGE

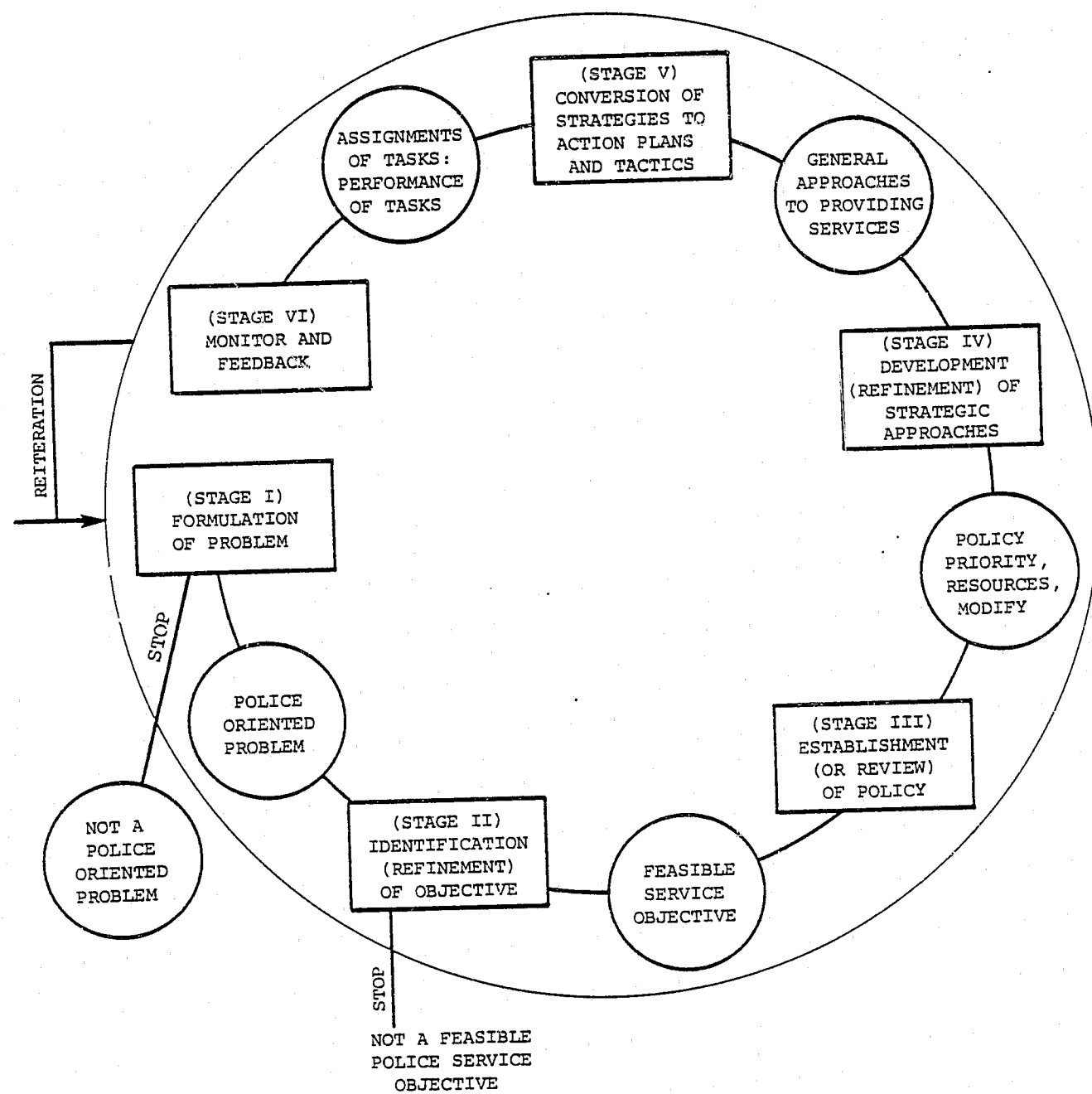
- Economic
- Social
- Political
- Technological
- Legal

##### PLANNING COMPREHENSIVE

##### RESEARCH FINDINGS

##### ADMINISTRATIVE/ANALYSIS DECISIONS

# POLICY/PROGRAM REVIEW PROCESS



NOTE: May initiate the process at any stage depending upon satisfaction with existing definition of each stage. Each should be examined before approaching an advanced stage for refinement.

## POLICY/PROGRAM REVIEW PROCESS

Once a policy/program is selected for review it should be examined in a systematic way. The process we will use consists of the following components:

- Problem Formulation
- Identification of Objectives
- Establishment of Policy
- Development of Strategies
- Development of Tactics and Action Plans
- Monitor/Feedback.

For each of these components we will consider:

- Assignment of responsibility
- Degree/level of line and staff support
- Concepts and processes
- Information requirements and sources
- Products and their application.

### USE OF ORGANIZATIONAL RESOURCES

Awareness of the changing requirements as the policy/program review process proceeds is one of the central responsibilities placed upon the chief of police. He/she has the associated responsibility of assembling the correct resources required to assist at each stage of the process which becomes increasingly refined and focused.

### CATEGORIES OF RESOURCES

There are two categories of resources which the chief should combine with his personal role during the process:

- vertical command and control--line operations
- horizontal staff support elements--which facilitate and enable the operations of line units.

### GUIDELINES CONCERNING USE OF RESOURCES

#### VERTICAL LINE RESOURCES

As the process proceeds through the major stages it will be necessary to involve more and more of the vertical line resources.

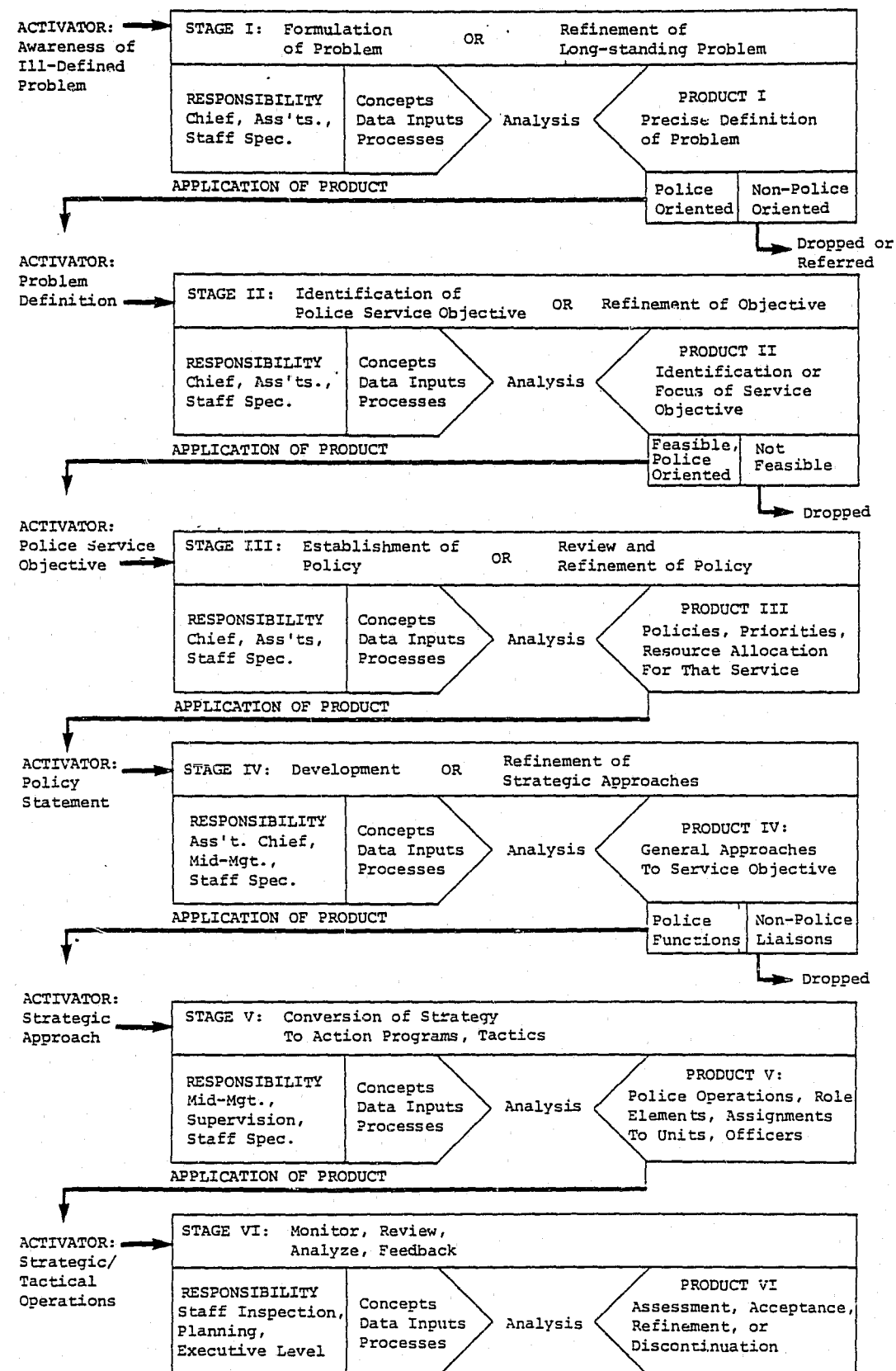
However, rarely more than two levels will be desirable. There are three reasons for this limitation:

- each level of command and supervision has a distinct role and function
- excess numbers of participants lead to discussions which are without structure, constraints, a central focus, or a clear definition of responsibility for those present
- all levels will participate at the appropriate stage in the process.

#### HORIZONTAL STAFF SUPPORT RESOURCES

As the process proceeds, the chief will want to involve particular staff support units (individuals) which can contribute to the specific stage of development.

The chief should select the specialized competencies, functions, and perspectives he requires at each stage in the process.



## PROBLEM FORMULATION (STAGE I)

### ASSIGNMENT OF RESPONSIBILITY

The chief of police is responsible for the precise formulation of the problem(s) to be addressed. He should draw upon appropriate organizational resources to assist him.

### SUGGESTED RESOURCES

Line Resources - Deputy chiefs (Bureau Heads) from appropriate bureaus.

Staff Support - Involve those specific persons, representing the staff specialty, best able to assist in defining the problem.

For example: crime analyst, operations analyst, planning specialist, training manager, data systems specialist, etc.

### CONCEPTS/PROCESSES

In approaching the task of defining the problem, the administrator should:

- consider how the situation or condition came to his attention as a problem
- recognize that most problems become selected as policy issues on the basis of social values rather than measured, factual information
- consider who defines and brings forward the issue and suggests it as a police problem.

At the outset of the process of formulating the problem adopt an approach that is widely receptive but which leads toward a narrowing of options and then closure upon the definition of choice.

Consider:

- internal facts and values related to issue
- external facts and values
- suspending personal and professional values.

To reduce decision uncertainty:

- search for additional information
- accept the limitations upon information gathering



- recognize the level of uncertainty
- ask the right questions to define the problem
- ask questions which lead beyond problem definition toward identification of objectives and policies.

#### INFORMATION REQUIREMENTS AND SOURCES

Data requirements must be explicitly considered part of the process from its inception.

The definition of the problem may be assisted by internal police information such as:

- workload analysis data
- crime analysis outputs
- productivity studies
- records of equipment utilization
- communications center records
- community relations reports regarding tensions
- etc.

External sources of information relevant to the problem should be tapped.

### TIMING OF INFORMATION

The timing of information availability has two aspects--one which can be planned for and the other which must be met as it arises.

#### INFORMATION WHICH CAN BE PLANNED FOR

- While some of the data requirements will be obvious, some will emerge from knowledgeable agency personnel, for example:
  - operational line commanders
  - planners and other staff specialists
  - data systems specialists.

#### INFORMATION NEEDS WHICH ARE UNPLANNED

- These needs emerge as the process evolves--from the very general to the tightly focused.
  - Executive - evaluates his decision uncertainty and determines how much time and money he is willing to spend.
  - Planner - visualizes data needs for process from problem formulation to service objective.
  - Data Systems Specialist - estimates cost, time, and effort to display data for required stages.

One of the principal products during this stage is to develop the information base which will be brought to the overall task.

### PRODUCTS AND APPLICATION

The product of the problem formulation stage must be a definition which leads to the identification of a police service objective. Some of the questions which should be addressed are:

- what makes it a police problem
- what are the dimensions, scope, intensity, and duration of the problem
- what are the indications of internal and external value impacts upon the problem
- what is the level of uncertainty
- what are the anticipated information requirements
- what are the anticipated responsibilities?

THE MOST IMPORTANT CHARACTERISTIC OF THE FORMULATION SHOULD BE THE CONCISE ANSWER TO THIS QUESTION:

SHOULD THIS PROBLEM BE CARRIED FORWARD TO:

- o Identify the police service objective
- o Establishment of policy?

## IDENTIFICATION OF OBJECTIVES (STAGE II)

### ASSIGNMENT OF RESPONSIBILITY

The chief of police is responsible for the identification of the objectives. Once again, he needs the assistance of a management team.

### SUGGESTED RESOURCES

Line Resources - Appropriate Deputy Chiefs of Police.

Staff Support Units - Specialists selected from planning, data systems, budget, crime analysis, training, etc.

A suitable combination of line commanders and staff specialists who possess the particular competencies directly related to this stage of the review process should be selected.

### CONCEPTS/PROCESSES

Objectives must be thought of as products which are measureable and quantifiable--in the sense of how much was produced per unit of cost or man-hour.

### SETTING OBJECTIVES

The setting of police service objectives has several requirements all of which follow directly from the problem formulation stage:

- there must be a careful/precise definition
- dimension, scope, intensity and duration must be specified
- nature of the objective must be explained (what is it to measure?)
- must be limited to an attainable goal
- must be an important, high goal of the department.

## PROBLEMS IN IDENTIFYING OBJECTIVES

Problems in identifying objectives arise from the nature of the police mission and also from the traditional roles of police. The identification of the objectives can encounter hard questions such as:

- are objectives consistent with traditional goals of the department
- will line commanders and supervisors consider the objectives worthy of police attention/allocation of police time
- will the objective fit in with the multiple police service objectives already being addressed
- will emphasis of the new objective lead to suboptimization
- will external groups interpret the objective as deflecting police services away from their traditional needs
- will the timing of the objective lead to suboptimization (i.e., short term vs. long term).

### INFORMATION REQUIREMENTS AND SOURCES

Despite the fact that there is an improved capacity for early awareness and the use of information at this stage, it should be remembered:

- Because of a lack of consensus as to what the nature, causes, and solutions to the problems are, the agency will want to acquire substantial amounts of information for its analysis and for support of the objective.
- The decision uncertainty may be no greater than in Stage I but the administrative, social, and political consequences and issues are greater as the process proceeds. This reality impacts upon the amount and quality of information needed.
- The timeliness of the information availability remains as large an issue as in Stage I.

### PRODUCTS AND APPLICATION

The results of the identification of objective(s) must be a definition of a police service product which leads clearly into the establishment of policy.

Some of the characteristics of the service objective are:

- provides a clear visualization of the service product or outcome

- describes a measurable product or service
- identifies the service objective as a segment of the overall police purpose
- expresses the priority of this service objective in relation to others
- explores possible conflict and competition with other objectives
- explores possible enforcement and cooperation with other public service objectives.

THE MOST IMPORTANT CHARACTERISTIC OF THE SERVICE OBJECTIVE SHOULD BE A CONCISE ANSWER TO THIS QUESTION:

SHOULD THIS BE CARRIED FORWARD TO THE ESTABLISHMENT OF POLICY?

### ESTABLISHMENT OF POLICIES (STAGE III)

#### ASSIGNMENT OF RESPONSIBILITY

The chief of police is responsible for the establishment of the policies--based upon the governance directives which emanate from external boards, commissions, councils, mayors, etc.

This policy making responsibility is clarified by the following observations:

- policy development provides the most important context for the chief's relationships with external governmental and political entities--because public policy is politics
- it is also the point at which the realities of police capabilities must confront externally expressed demands and expectations.

In the sense that the chief shares his policy making responsibility with external officials, he needs to educate them to the realities of police operational capabilities and technologies.

#### SUGGESTED RESOURCES

##### VERTICAL LINE SUPPORT/HORIZONTAL STAFF SUPPORT

The nature of the progress through the first two stages will to a large extent determine which line commanders and staff specialists will be needed to draft the policy statement which serves to activate the police agency toward the accomplishment of the objective.

#### CONCEPTS and PROCESSES

A police agency policy differs in dimension and specificity from the broad, general social policy statements of legislatures, commissions and elected officials. The police policy:

- is a statement of what is to be done in relation to the problem and objective
- authorizes the achievement of the objective
- may express the degree of priority allocated to the objective
- may indicate the resources allocated for the objective.

### EXISTING OBJECTIVE

Where an objective has long been a part of the department's purpose, a policy may:

- clarify the approach to the objective
- change its priority
- allocate new resources
- group it with other functions
- modify its place in the department's scope of operations.

### INFORMATION REQUIRED AND SOURCES

In most cases the data requirements for the preparation of a policy statement have been fully met in Stages I and II.

In contrast to the earlier phases of the process, Stage III is largely a matter of stating concisely what the agency is going to do about a problem.

### PRODUCTS AND APPLICATION

A policy statement establishes the following points:

- formulation of the problem as one to be addressed by the agency
- identification of the objective in relation to the problem
- an activation of the agency's resources
- in some cases it may indicate the priority and level of resources to be allocated to the objective
- in some cases, it will specify the unit or person responsible for operationalizing the policy.

The most important characteristic of the policy statement should be its capacity to carry the objective forward to

- development of strategic approaches
- conversion of strategies to action plans
- adaptation of strategies to field tactics.

### DEVELOPMENT OF STRATEGIC APPROACHES (STAGE IV)

#### ASSIGNMENT OF RESPONSIBILITY

Having provided executive leadership to the definition of the problem, the establishment of the police service objective, and the establishment of the policy to activate the agency's response to the problem, the chief of police now delegates this phase to the appropriate bureau chief.

The selection of the bureau chief whose function is affected (e.g., crime deterrence, crime clearance, calls for service response, etc.) will assure the correct placement of the responsibility.

The chief selected should have served with the chief of police in the earlier stages.

This will provide continuity of development and a "management interlock" with previous decisions.

#### SUGGESTED RESOURCES

##### Vertical Line Resources -

Command officers from one or more levels below the bureau chief.

##### Horizontal Staff Support -

Staff support specialists, preferably those who were involved in the three previous stages, should be part of the task group. At this stage there is a particular need for three particular specialties:

- Operations Analyst
- Planning Specialist
- Data Systems Specialist.

## CONCEPTS AND PROCESSES

### DEFINITION

STRATEGY IS A BROAD APPROACH TO A CATEGORY OF PROBLEMS

Categorical strategies might be developed for residential burglary prevention, interdiction of strong-arm robberies, identification of the buyers of stolen property, etc.

TACTICS ARE ADAPTATIONS OF THESE BROAD BASED APPROACHES TO SMALLER SCALE GEO-TEMPORAL MODUS OPERANDI PATTERNS.

## STRATEGY REFINEMENTS

A strategic refinement in patrol management might consist of the following broad approach elements:

- Identification of patrol time spent on low priority functions
- Recovery of low priority time by reorganizing the agency or calls for service management program
- Reallocation of recovered time to higher priority crime reduction or criminal apprehension activities by patrol units.

A strategic refinement in the management of criminal investigations might consist of the following broad approach elements:

- Identification of those cases routinely forwarded to detectives which have a low probability of solution
- Removal of those cases from routine assignment channels
- Identify high solvability cases--assign to detectives for continuing investigation.

### DEVELOPMENT OF STRATEGIC APPROACHES

The development of strategic approaches requires:

- assembly of an appropriately constituted task group
- clear definition of the service objective and the underlying problem
- understanding of the department policy authorizing the accomplishment of the objective
- unobstructed search for alternative strategies
- contribution of findings by selected staff
- development of scenarios and hypothetical cases
- tentative nomination of strategies for serious consideration
- application of values external to the department
- application of values and traditional role considerations of department personnel.

### SUBMISSION OF FINDINGS TO CHIEF OF POLICE

After completion of the systems review and value analysis of nominated strategies, the final few strategy candidates are submitted to the chief of police for consideration.

The chief should:

- confer with the task group
- consider the systems analysis and value expressions from all quarters
- make a choice of the strategy.

### INFORMATION REQUIREMENTS AND SOURCES

Sources of information for the analysis of strategy candidates are mainly the:

- findings of police experimentation, research, test sites, pilot projects, innovations, emergence of new technologies, and major training programs
- values, attitudes, preferences, biases--internal and external
- information about your community
- evaluation of internal police procedures in all divisions.

### PRODUCTS AND APPLICATION

The product of this phase should be a strategic approach which includes:

- a strong focus upon the category of objectives and the originally defined problem
- flexibility to adapt techniques designed to accomplish the service objective.

For example:

- ARMED ROBBERY INTERVENTION (STRATEGY)
  - TAC II alarms plus designated rapid-response units for 24 hour convenience store robberies

- Stakeouts for pharmacy narcotic robberies
- Victim-substitution (decoys) for oil-delivery truck robberies.

IT: THE MOST IMPORTANT CHARACTERISTIC OF A STRATEGIC APPROACH IS THAT

IT CARRIES FORWARD TO THE DEVELOPMENT OF OPERATIONAL TACTICS WHICH ARE ADAPTABLE DOWN TO THE INDIVIDUAL CASE LEVEL--TO THE SITUATIONS WHICH CONFRONT POLICE OFFICERS ON THE STREET.

## CONVERSION OF STRATEGIES TO ACTION PLANS AND TACTICS

(STAGE V)

### ASSIGNMENT OF RESPONSIBILITY

The appropriate field level commander should be assigned the responsibility of developing the tactics to implement the strategy and achieve the objective(s).

### SUGGESTED RESOURCES

Vertical Line Resources - The middle management field commanders, first line supervisors, and working officers need to work together in the development of case by case tactics.

Staff Support - The crime analyst plays a critical role interpreting information and in assisting in the fine-tuning of tactics.

NOTE: The importance of crime analysis will be covered briefly in the Patrol Management Session.

### CONCEPTS AND PROCESSES

At the point of action planning, the following aspects must be covered:

- assignment of the program responsibility to a unit commander
- supervisors and officers must be trained in new techniques, equipment, case tactics, etc.
- communications center must be included in the planning and execution to avoid confusion
- linkages must be established between operational units, tactical planners, data sources, and crime analysis
- tactics are designed by cooperation between line and staff elements.



INFORMATION REQUIRED AND SOURCES

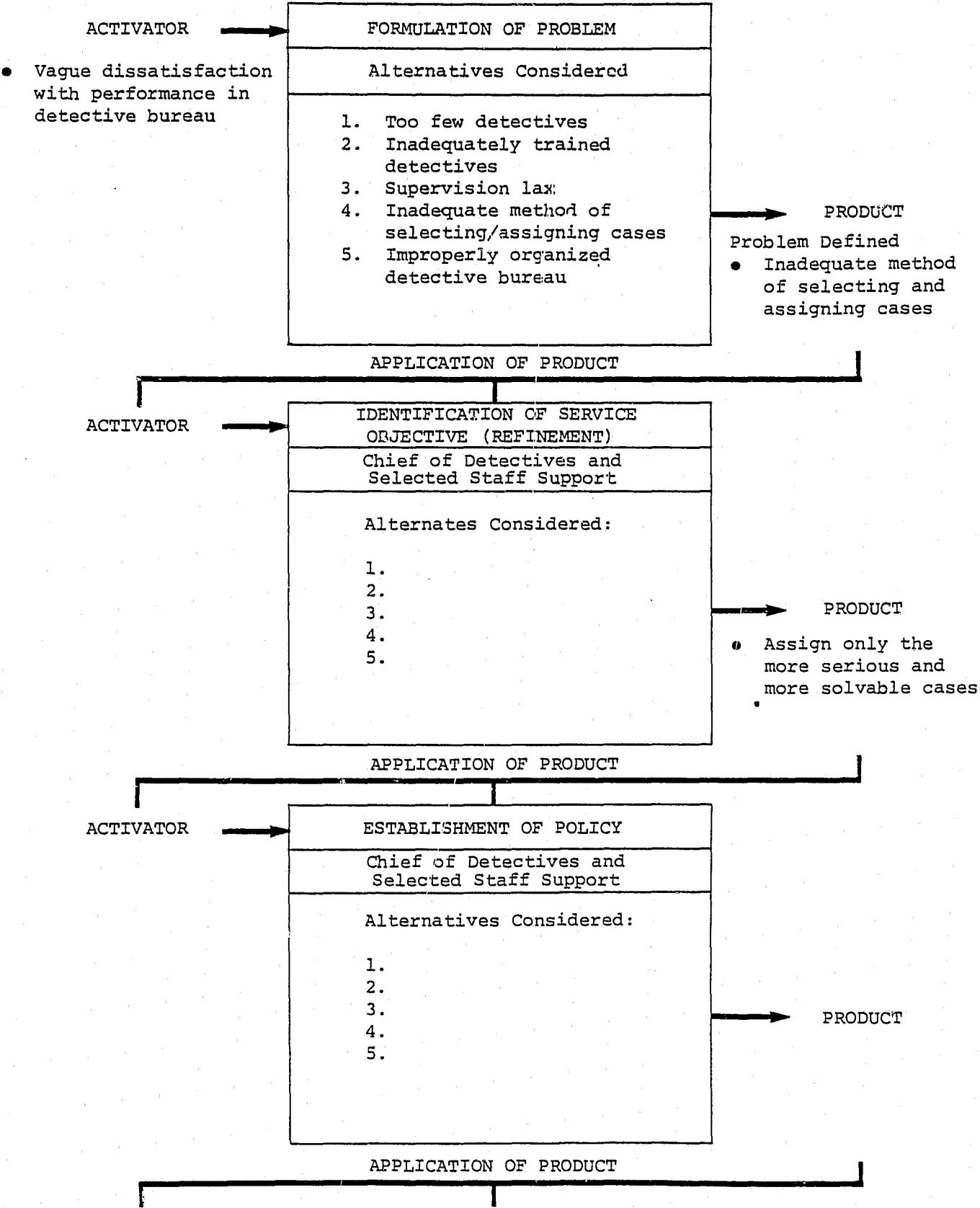
The primary data requirement at the tactical level is crime analysis information of a very detailed kind.

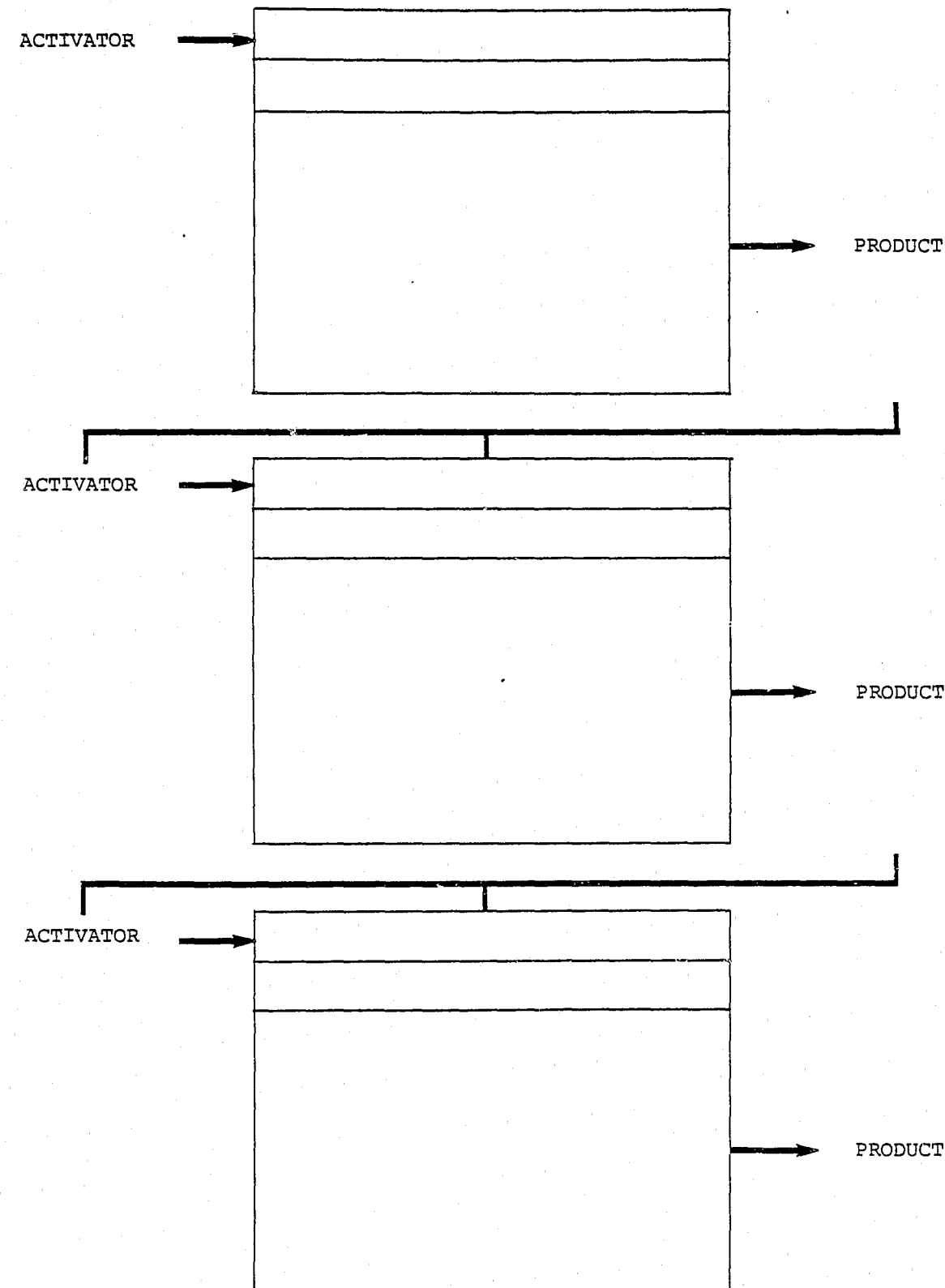
PRODUCTS AND APPLICATION

The products are case-oriented tactics designed for the individual police officer or team to accomplish the service objective originally defined in response to the problem.

The aggregate of individual service achievements is intended to deliver the departmental service objective at an acceptable level.

ILLUSTRATION: POLICY/PROGRAM REVIEW PROCESS





### INVESTIGATIONS MANAGEMENT

Many police agencies have implemented a Managing Criminal Investigations process which features initial investigation of reported crime by patrol officers, a case screening mechanism, and management of the continuing investigation. By increasing the utilization of available patrol resources and by assigning "solvable" cases to criminal investigators, the expectation is that better performance in clearing cases will occur.

Those changes, however, have a ripple effect upon the systems and procedures of the organization. As a result, new problems are identified and latent problems rise to the surface for solution.

Among those problems are the impacts created by the significant changes which occur in the "roles" of the uniformed officer and the detective as well as the intercommunications channel between those units of the organization.

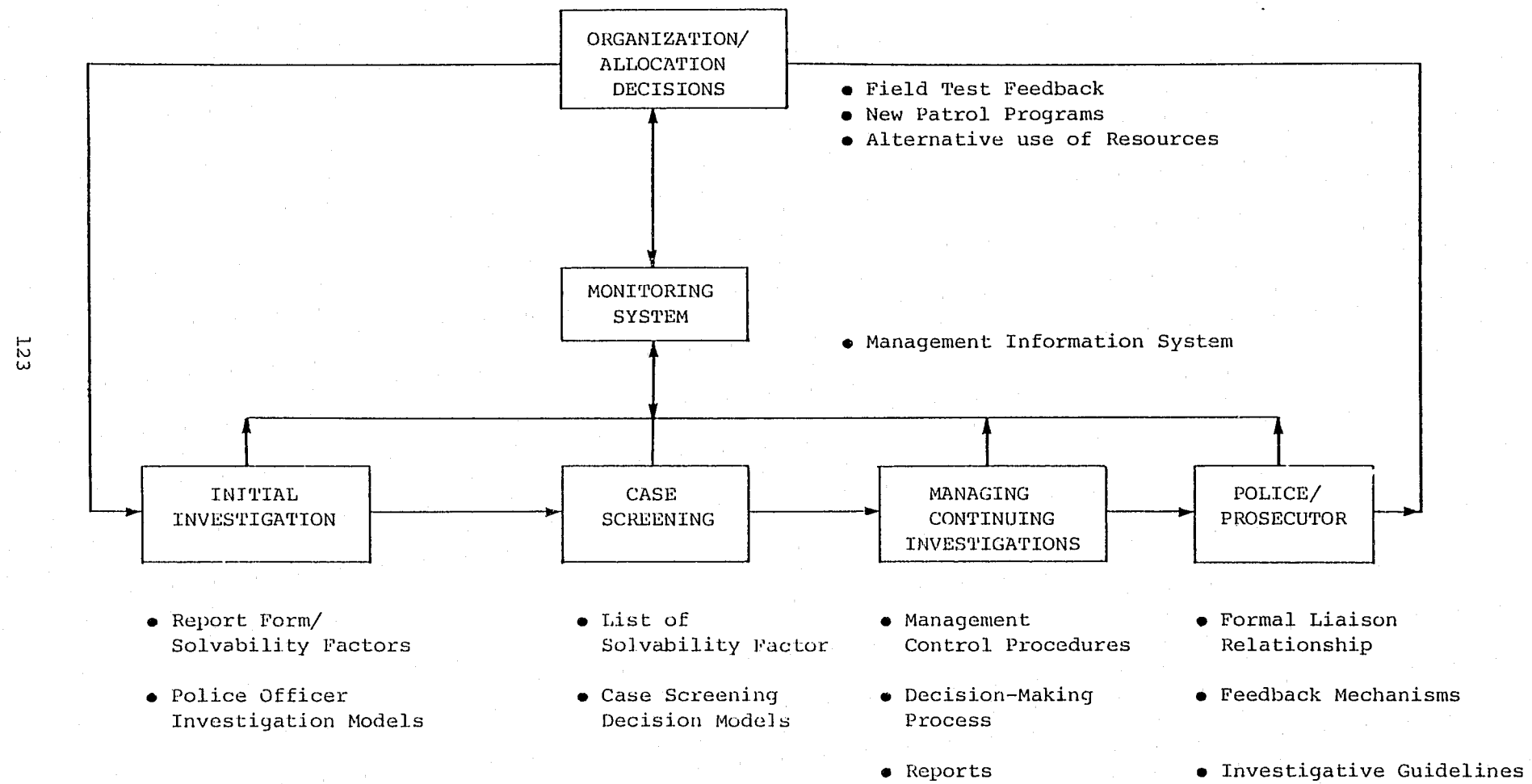
"If the interaction between the units is strained or hostile, the quality of communication will be marginal, and the groups may become competitive and even seek to undermine the other's activity, thus becoming a liability to the organization as a whole." /1/

There are some police managers who believe the above comment describes the state of affairs in their departments. Clearly, aggressive and imaginative steps must be taken to overcome the communications and information sharing problems.

/1/ "Intercommunications between Police Patrol and Detective Personnel," Ernest Maldonado and Lyle Knowles, The Police Chief, January, 1981.

In this session we will review several of the key components of Managing Criminal Investigations; consider organizational impacts and problems; review "stereotypes" and steps to improve relationships; discuss a recent survey on patrol officer/detective relationships; and examine how the intercommunications process can be improved.

# SYSTEMS APPROACH TO MCI (MANAGING CRIMINAL INVESTIGATIONS)



LIST OF MCI FIELD TEST AGENCIES

Corpus Christi Police Department  
P.O. Box 9016  
Corpus Christi, TX 78408

Albany Police Department  
Public Safety Building  
Morton Avenue  
Albany, NY 12202

Indianapolis Police Department  
Indianapolis, IN 46204

Baltimore County Police Department  
400 Kenilworth Drive  
Towson, MD 21204

Jefferson Parish Sheriff's Department  
3300 Metairie Road  
Metairie, LA 70001

South Bend Police Department  
701 West Temple Street  
South Bend, IN 46621

Montgomery County Police Department  
2350 Research Blvd.  
Rockville, MD 20850

Anaheim Police Department  
P.O. Box 3369  
Anaheim, CA 92803

Hartford Police Department  
155 Morgan Street  
Hartford, CT 06103

Broward County Sheriff's Department  
P.O. Box 9507  
Ft. Lauderdale, FL 33310

Atlanta Police Department  
175 Decatur Street, S.E.  
Atlanta, GA 30303

Peoria Police Department  
542 S.W. Adams  
Peoria, IL 61602

Ft. Wayne City Police  
Ft. Wayne, IN 46802

Knoxville City Police  
800 E. Church Avenue  
Knoxville, TN 37915

Indiana State Police  
100 N. Senate Avenue  
Indianapolis, IN 46204

Rochester Police Department  
Civic Center Plaza  
Public Safety Building  
Rochester, NY 14614

Birmingham Police Department  
710 North 20th Street  
Birmingham, AL 35203

St. Paul Police Department  
101 East 10th Street  
St. Paul, MN 55101

Santa Monica Police Department  
1685 Main Street  
Santa Monica, CA 90401

**MATRIX OF MODEL ROLES OF PATROL OFFICERS IN  
CONDUCTING CRIMINAL INVESTIGATIONS**  
(Each Model Builds Upon and Includes Activities Outlined in Preceding Model)

MODELS	PATROL RESPONSIBILITY	CASE REFERRAL PROCEDURE	CONSEQUENCES	MANAGEMENT POLICIES
A. TYPICAL	<ul style="list-style-type: none"> <li>• Prepare and complete basic report form.</li> </ul>	<ul style="list-style-type: none"> <li>• Refer all cases, including preliminary investigations, to detectives.</li> </ul>	<ul style="list-style-type: none"> <li>• Redundancy</li> <li>• Insufficient data collected</li> <li>• Low level of productivity</li> <li>• Low morale in patrol</li> </ul>	X
B. BETTER INFORMATION COLLECTION	<ul style="list-style-type: none"> <li>• Conduct a complete initial investigation and fill out revised initial investigation report for selected categories of crime.</li> </ul>	<ul style="list-style-type: none"> <li>• Refer the reports of the initial investigations for selected categories of crime to detectives for follow-up investigation. (In these types of cases, detectives do not conduct preliminary investigations.)</li> </ul>	<ul style="list-style-type: none"> <li>• Elimination of redundancy.</li> <li>• More complete data collected.</li> <li>• Productivity increased.</li> <li>• Improved case load for detectives.</li> <li>• Better morale.</li> </ul>	<ul style="list-style-type: none"> <li>• Define crime categories to be investigated by patrol.</li> <li>• Define exceptions.</li> <li>• Design new initial investigation form.</li> <li>• Train patrol and detectives in use of new forms.</li> <li>• Train supervisors.</li> </ul>
C. PATROL REC- COMMENDATION	<ul style="list-style-type: none"> <li>• Conduct initial investigation and complete detailed investigation report.</li> <li>• Decide whether to call for forensic or evidence specialists.</li> <li>• Recommend closing or continuing case based on presence or absence of solvability factors.</li> </ul>	<ul style="list-style-type: none"> <li>• Supervisor reviews patrol recommendation.</li> <li>• Case screening criteria are used to close cases when initial investigation reveals lack of solvability factors.</li> <li style="text-align: center;">OR</li> <li>• Case screening criteria are used to refer cases for follow-up investigation by detectives.</li> </ul>	<ul style="list-style-type: none"> <li>• Recommendation and screening, after initial investigation by patrol, focuses resources only on probably solvable cases.</li> <li>• Increases productivity.</li> <li>• Promotes interdependency between detectives and patrol.</li> </ul>	<ul style="list-style-type: none"> <li>• Establish policy and procedures for case screening.</li> <li>• Establish policy and procedures detailing the role of patrol and follow-up role of detectives.</li> <li>• Provide additional training for patrol and supervisors.</li> </ul>

98%

67%

72%

**MATRIX OF MODEL ROLES OF PATROL OFFICERS IN  
CONDUCTING CRIMINAL INVESTIGATIONS (Cont'd.)**  
(Each Model Builds Upon and Includes Activities Outlined in Preceding Model)

MODELS	PATROL RESPONSIBILITY	CASE REFERRAL PROCEDURE	CONSEQUENCES	MANAGEMENT POLICIES
<b>D. LIMITED INVESTIGATIVE ROLE OF PATROL</b>	<ul style="list-style-type: none"> <li>Investigate crimes in selected categories beyond initial investigation phase.</li> <li>Patrol continues and completes investigation of certain categories of crime which do not require the service of detective specialists.</li> </ul>	<ul style="list-style-type: none"> <li>Crime cases in selected categories are not referred.</li> <li>Other cases are referred to detectives for follow-up investigation.</li> </ul>	<ul style="list-style-type: none"> <li>Reduces detective workload.</li> <li>Permits detective to increase specialty or to adopt new roles.</li> </ul>	<ul style="list-style-type: none"> <li>Establish policy and procedures delineating investigative roles of patrol in selected categories of criminal investigation and of detectives in other categories of crime.</li> <li>Provide additional training for patrol.</li> </ul>
<b>E. ENHANCED INVESTIGATIVE ROLE OF PATROL</b>	<ul style="list-style-type: none"> <li>Investigate crimes in increased number of categories.</li> <li>Closure can occur on scene after initial investigation.</li> </ul>	<ul style="list-style-type: none"> <li>Refer only those cases which require high level of skill or which are of an exceptional nature.</li> </ul>	<ul style="list-style-type: none"> <li>Maximal use of detectives by assigning them to follow up only those cases with high probability of solution and/or those which require specialized skills.</li> <li>Maximal use of patrol resources in all investigations.</li> <li>Improved relationships between public and police.</li> <li>New roles and opportunities available for detectives.</li> </ul>	<ul style="list-style-type: none"> <li>Establish policies detailing the differing authority and relationships between patrol and detectives.</li> <li>Adopt case screening system which incorporates early, on-scene, case-closure criteria.</li> </ul>

SCREENING MODEL  
STANFORD RESEARCH INSTITUTE  
OAKLAND POLICE DEPARTMENT  
Burglary Case Disposition Decision Rule

INFORMATION ELEMENT                      WEIGHTING FACTOR

Estimated time lapse:

Less than 1 hour . . . . .	5
1-12 hours . . . . .	1
12-24 hours . . . . .	0.3
More than 24 hours . . . . .	0
Witness' report of offense . . . . .	7
On-view report of offense . . . . .	1
Usable fingerprints . . . . .	7
Suspect information developed	
Description or name . . . . .	9
Vehicle description . . . . .	0.1
Other . . . . .	<u>0</u>

TOTAL SCORE . . . . .

Rule:    If the weighted value of some or all of these factors are  
         found to exist in the crime report and if these factors add to  
         10 or more in value, then continue the investigation.

         If the total weighted value of the factors is less than 10,  
         then discontinue the investigation.



#### SOLVABILITY FACTORS

- Witness to the crime
- Suspect named
- Suspect known
- Suspect described
- Suspect identified
- Suspect previously seen
- Vehicle identified
- Traceable property
- Significant M.O.
- Limited opportunity
- Significant evidence
- Time lapse after occurrence
- Supervisory judgments and other considerations.

#### MCI ORGANIZATIONAL IMPACTS

- Allocation/Deployment Policies
- Patrol Time Utilization
- Investigation Policies/Procedures
- Criminal Case Supervision
- Supervisor's Responsibilities
- Training
- Forms Design
- Records
- Data-Processing
- Equipment
- Citizen's Perceptions
- Role Definition Changes
- Internal Communication Network
- Etc.

Implementation of the Initial Investigation, Case Screening, and Managing the Continuing Investigation components have a systemic impact throughout the organization. As one agency reported:

"Probably one of the most significant impacts of implementing the program has been that of bringing latent department procedural deficiencies to the surface. This has been brought about because of the need to look at most of the department's procedural operations very closely in an effort to assess the need for change or modification in implementing the MCI concepts."

## PROBLEMS - MCI FIELD TEST AGENCIES

### RESOURCES

- Lack of sufficient patrol time
- Reassignment of some detective personnel
- Use of "volunteers" in pilot program
- Assignment of "investigative coach."

### OPERATIONS

- Rumors - negative views
- Adequacy of forms design
- Excessive number of cases referred for continuance
- Training required
- Role re-definition
- Internal communications altered
- Revision of data formats
- Organizational structure considerations
- New numbering system for incident reports
- Supervisors not monitoring investigations
- Insufficient collaboration/coordination between uniformed officers and detectives
- Better uniformed officer understanding of initial investigation
- Concept not "marketed" correctly
- Field officers recognizing solvability factors
- Lack of case "tracking and monitoring" process
- Detectives workload increased.

### ATTITUDES

- Uniformed officer's resentment regarding increased workload
- Lack of executive/manager commitment
- Resistance to major change
- Authority being infringed upon
- Lack of supervisory interest
- Detective resentment
- Citizen reaction--no detective visit.

## STEREOTYPES OF INVESTIGATORS ROLE

### MEDIA IMAGE

"A clever, imaginative, perseverant, streetwise cop who consorts with glamorous women and duels with crafty criminals. He and his partners roam the entire city for days or weeks trying to break a single case, which is ultimately solved by means of the investigator's deductive powers." /1/

### HISTORICAL IMAGE

- The handler of delicate problems (e.g., vice, gambling, prostitution, "speakeasies")

NOTE: This role resulted in gaining the favor of business leaders and politicians; the acquisition of political "clout," and the assemblage of a stable of informants.

- Dispenser of street corner justice
- Third degree interrogation methods.

/1/ Criminal Investigations Process, Rand Corporation.

## TYPICAL ACTUAL ROLES

### UNIFORMED OFFICER

- Conducts initial investigation
- Secures crime scene
- Searches for evidence
- Summons evidence technician
- Interviews witnesses
- Assists victim
- Counsels victim--regarding protective measures
- Prepares complete report.

### CRIMINAL INVESTIGATOR

- Conducts continuing investigation
- Reviews reports
- Documents files
- Completes paperwork
- Attends meetings/line-ups
- Interviews witnesses
- Searches crime scene
- Processes prisoners
- Attends court.

## FACTORS AFFECTING UNIFORMED OFFICERS AND CRIMINAL INVESTIGATORS RELATIONSHIPS

### UNIFORMED VIEW OF DETECTIVES

- Higher status in organization
- Increased pay for less work
- High degree of autonomy
- Freedom from supervision
- No dress code/uniform requirements
- Assignment based on "hook"
- Less responsibility than uniformed officer
- Do not know what's happening on street
- Establish their own workload
- Flexibility in workhours
- Aloof from patrol officer
- More permissive supervision
- Operate independently
- More esprit de corps
- Work more interesting and challenging
- Etc.

### DETECTIVE VIEW OF UNIFORMED OFFICER

- Patrol officer lacks investigative skills
- Disinterested in investigator's requirement
- Poor collection of needed information
- Not smart enough to be detective
- Performs Mickey Mouse duties.

## STEPS TO IMPROVE RELATIONSHIPS

### ORGANIZATIONAL DESIGN

- Decentralize detective bureau
- Place detectives in patrol bureau
- Reduce detective strength/increase patrol
- Establish better information systems.

### SUPERVISORY PRACTICES

- Assign knowledgeable (investigator) supervisors
- Establish case monitoring system
- Increase on scene presence
- Recognize good work.

### PERSONNEL POLICIES

- Eliminate pay differentials
- Rotate detective/patrol assignments
- Establish career paths for patrol
- Revamp reward system
- Tie incentive pay to results
- Select detectives on merit principles
- Install equitable evaluation system
- 
- 
- 

### TRAINING

- Uniformed officers in investigative techniques
- Interviewing/interrogation skills
- Report preparation
- Evidence collection
- Communication skills
- 
- 

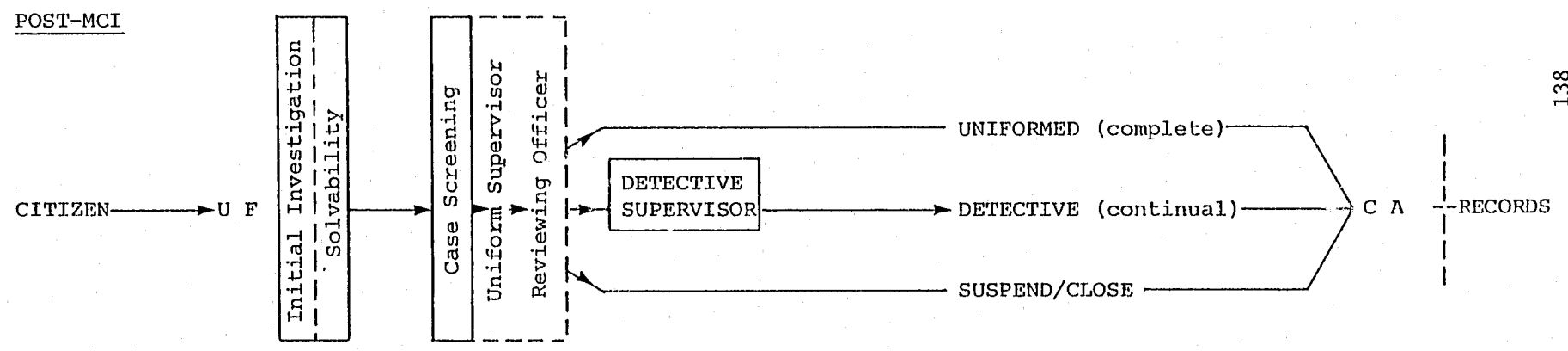
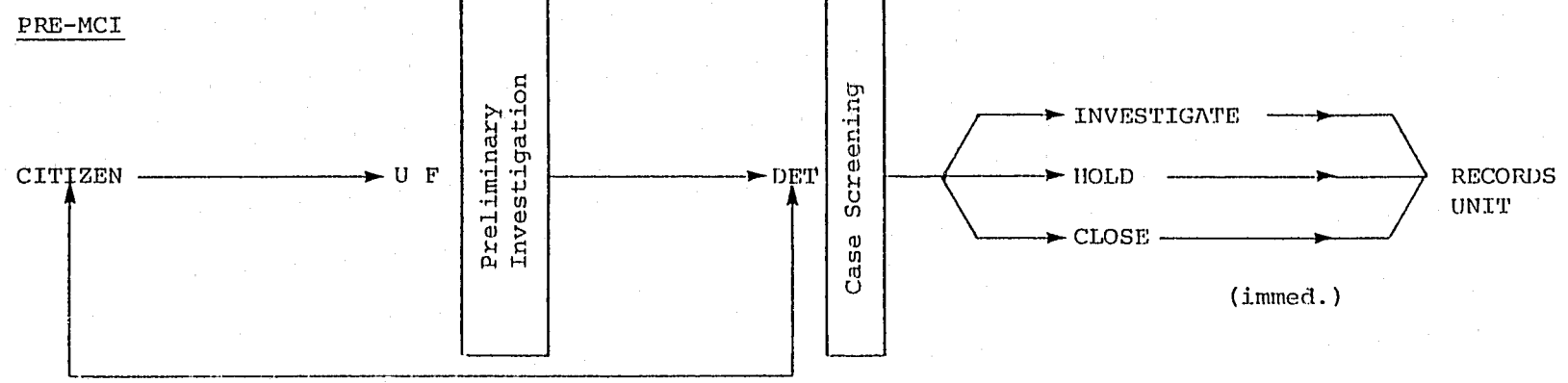
### ASSIGNMENT OF WORK

- Assign more crimes for investigation to patrol
- Assign "investigative coaches"
- Require detectives to street patrol
- 
- 
-

NOTES

NOTES

COMMUNICATION CHANNELS - CHANGES



138

CHANGE IN INTERNAL COMMUNICATIONS PROCESS - DETECTIVE CONTACTS

PRE-MCI

- Citizen
- Informants
- Law Enforcement Sources
- Possible Peer Exchange

(4)

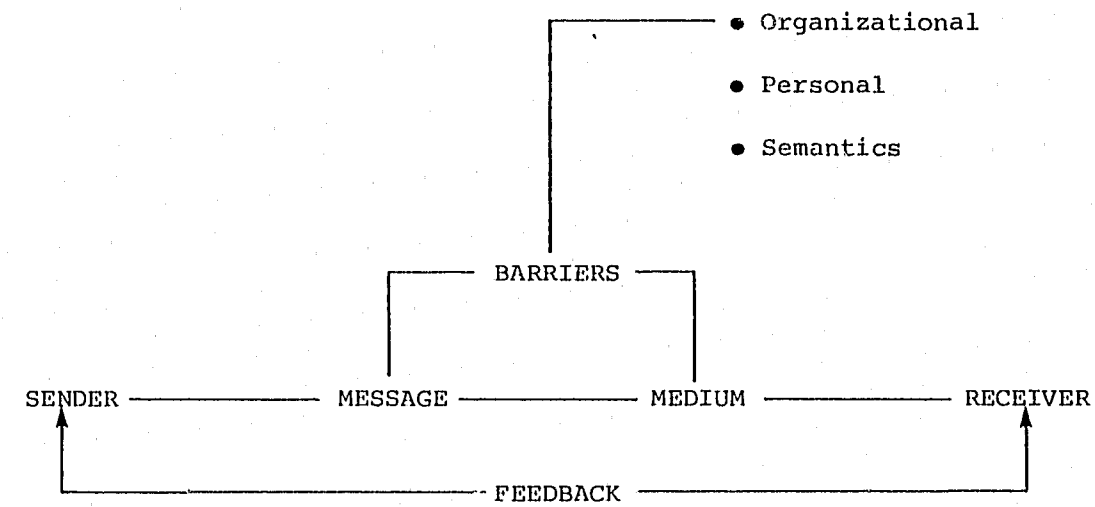
POST-MCI

- Citizen
- Reporting Officer
- Uniformed Supervisor
- Reviewing Officer
- Detective Superior
- Detective Peers
- Uniformed Investigator
- Crimes Analyst
- Informants
- Law Enforcement Sources
- Prosecutor

(11)

DEFINITION: COMMUNICATION IS THE SENDING, RECEIVING, SHARING, AND UNDERSTANDING OF INFORMATION

COMMUNICATIONS PROCESS:



- Communication is a three dimensional process - up, down, across
- "Communication is the act of the recipient"
- Communication has occurred when there is an action or reaction.

## SOME BARRIERS TO EFFECTIVE COMMUNICATIONS

### ORGANIZATIONAL

- Organization Design
- Work Fragmentation
- Work Schedule Difference
- 
- 
- 

### PERSONAL

- Social Group Differences
- Attitudes
- Values and Beliefs
- Work Groups
- Peer Pressure
- 

### SEMANTICS

- Meaning of Words
- Cultural Differences
- Education and Work Experience
- Language Differences
- 

## IMPROVING COMMUNICATIONS IN ORGANIZATIONS

### MANAGERS MUST HAVE:

- Knowledge of how communications process works
- An understanding of the causes of communications difficulties (organizations and people)
- An understanding of the critical factors affecting communications in organizations
- choice of medium
- timing
- direction of the communications
- effectiveness of the feedback
- relationship between sender and receiver
- An understanding of how his individual behavior is perceived by the receiver
- An awareness of the difficulties of really listening and skill in creating conditions where listening can improve.



## SUMMARY

The introduction of a more comprehensive initial investigation by uniformed officers and a mechanism to screen out "unsolvable" cases has aggravated the long standing difficulties between uniformed officers and detectives. Since those two functions constitute almost 80% of an agency's total personnel resources, it is obvious that aggressive and imaginative efforts should be undertaken by management to promote a harmonious and integrated working relationship between the two.

Problems might be traced back to stereotyping of roles; insufficient intercommunications channels; unawareness of information sharing needs; role redefinitions; and managements inability to communicate its expectations and requirements adequately.

The police administrator, by listening to the "complaints" of each group about the other, might indicate a series of inquiries to examine the work and mutterings.

In the task activity we will look at four areas of concern which seem to require re-examination.

## TASK ACTIVITY

### BACKGROUND

A year ago the department increased the patrol officer's participation in criminal investigations by requiring the conduct of a detailed initial investigation of all reported crimes. The revised investigation report included "solvability factors" which were used by the case screening officer in deciding which cases were to be referred to detectives for continued investigation.

Additionally, patrol officers were permitted to conduct the complete investigation of selected crimes (i.e., residential burglaries, simple (and some felonious) assaults, auto thefts, and all larcenies).

As a result of the changes, the investigative process, previously the exclusive domain of the detective, became a shared one.

Of late the top command of the department has become increasingly concerned that the traditional difficulties of intercommunication and information sharing between the two groups (units) have grown substantially. The frequent referral by patrol officers to "those coffee suckers in the dick bureau" and by detectives to "those idiots couldn't find a bleeding elephant in the snow" is symptomatic of the current environment.

To obtain a clearer appreciation of the extent of the problems, the personnel officer administered an "attitude survey" of all detectives and all patrol officers assigned to the district (street) level. The returns depicted a working force that was bitter, cynical, and angry. (See Attachment A)

Based upon an extensive discussion of those "findings," the executive committee concluded that many department policies and procedures have contributed to the current state of affairs between patrol officers and detectives. Specifically, they believe that substantial improvements in basic attitudes and intercommunications could be realized by taking the following actions:

- decentralizing the detective bureau
- rectifying inequitable and ill conceived personnel policies
- expanding the scope of training programs
- modifying rules and procedures to facilitate lateral communication between the two groups.

The executive committee has constituted four planning committees to address these four areas of concern. The committee is charged with identifying the problems, developing alternatives, and considering the agency-wide impacts of the proposed changes. Upon completion of the committee work another committee will be established to consider the recommendations and develop a program of implementation.

#### TASK INSTRUCTIONS

Each committee will be assigned one of the four areas.

The group will spend one hour to develop its program. Each group will appoint a reporter (spokesperson) who will deliver a five minute summary of the program to the entire group after the individual groups reconvene in the main training room.

Committee assignments are as follows:

Committee A - Organizational Design

Committee B - Personnel

Committee C - Training

Committee D - Procedures (lateral communication)

ATTACHMENT A

SUMMARY OF ATTITUDE SURVEY - PATROL OFFICERS AND DETECTIVES

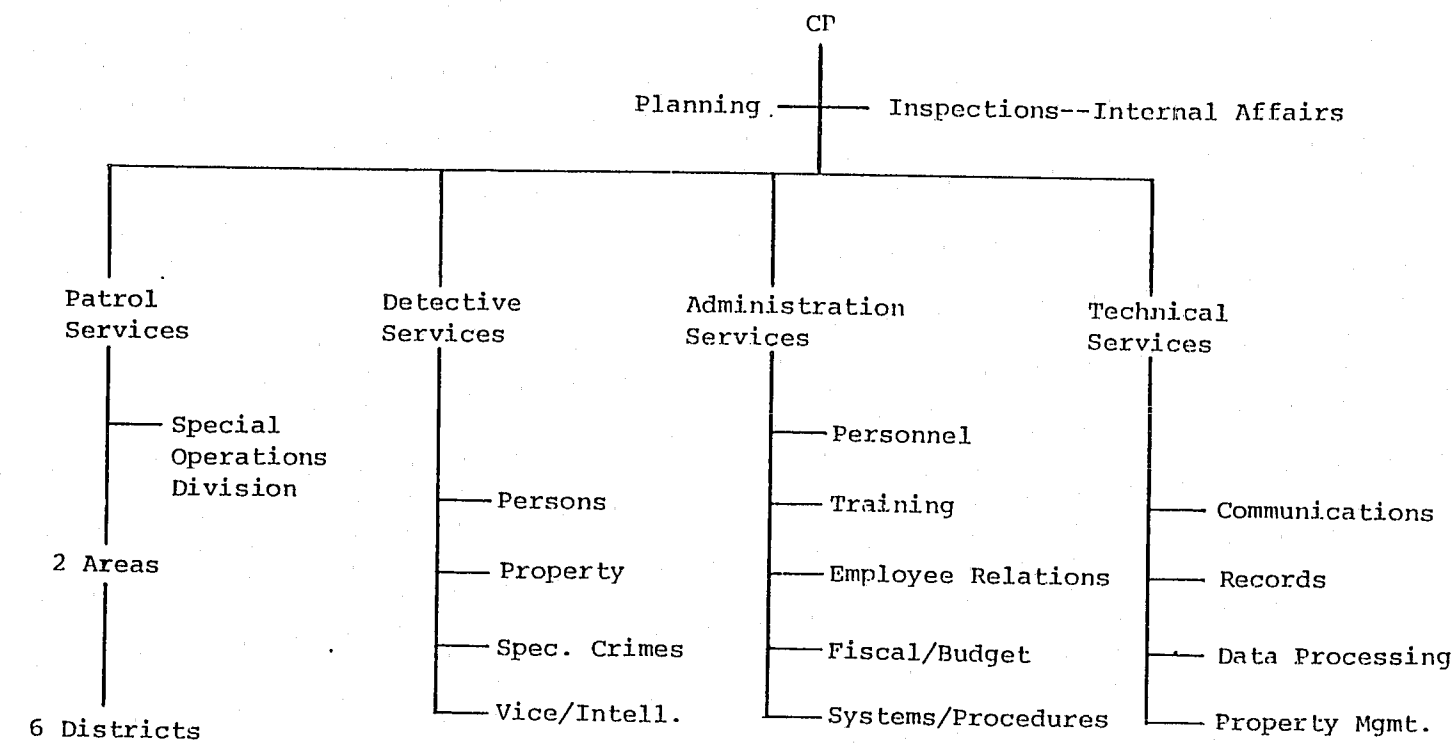
PATROL OFFICERS VIEW OF DETECTIVES:

- Enjoy a higher status in the organization
- Receive increased pay for less work
- Free of supervision and have more autonomy
- Assigned to detective duty based on a "hook"
- Have less responsibility than patrol officer
- Wear civilian clothes - no dress code
- Uninformed as to what's happening on the street
- Establish their own workloads
- Have flexibility in work hours
- Impossible to communicate with
- Refuse to share information
- Nothing ever changes in the detective bureau
- Arrogant attitudes are intolerable
- Curry favor from supervisors and politicians
- Strong on public relations but weak on performance
- Have no confidence in patrol's attitudes
- Always repeating work that's already done
- Always grabbing uniformed arrests.

DETECTIVES VIEWS OF PATROL OFFICERS

- Lack investigative competence
- Disinterested in investigator's information needs
- Poor collectors of basic information
- Always need help in arrest presentation
- No smarts--always turning the public off
- Spread false rumors about detective activities
- Impossible to talk to when seeking information
- Resent detectives position which they've earned
- Better level of pay
- Not smart enough to be detectives
- Perform mickey mouse work.

# ORGANIZATIONAL CHART



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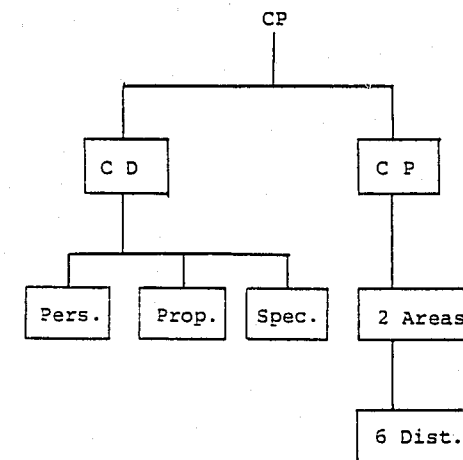
## MISC. FACTS

- City Population - 325,000
- Police Strength - 675
  - Sworn - 535
  - Civilian - 140
- Patrol Strength - 348 (65% of Total)
- Detective Strength - 75 (14% of Total)
- Area: 110 Square Miles

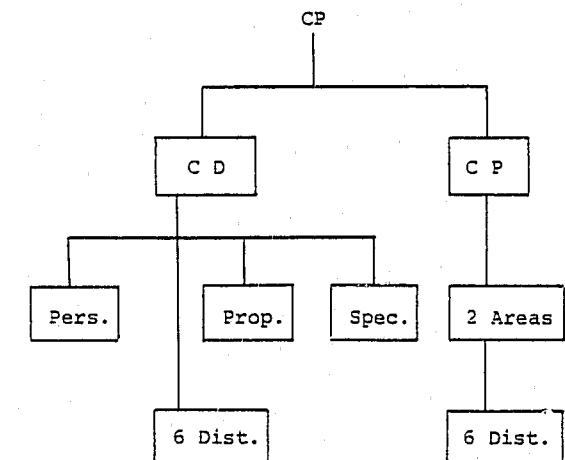
- Citywide Detective Bureau is Housed in HQ Building in Downtown Area.

# ORGANIZATIONAL MODELS\*

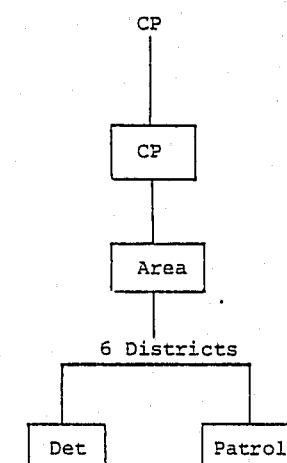
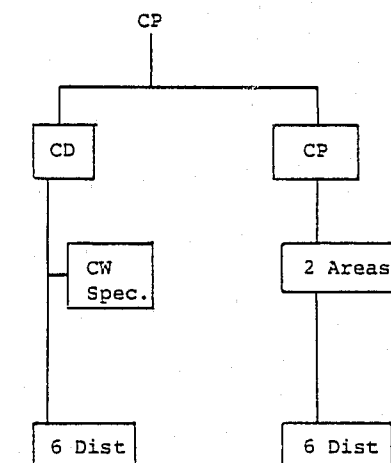
A (63%)--All Detectives at C/W Central Command



B (15%)--Most Detectives at C/W Level



C (22%)--Most Detectives at Dist. Level



\*Based on Rand Study of 153 agencies

- o 53 agencies with geographic commands ranging from 2 to 20 sub-divisions
- o 99 with city-wide central commands.

ORGANIZATIONAL DESIGN

MODEL SELECTED:

Benefits to be derived

ORGANIZATIONAL

PATROL OFFICER

DETECTIVE

NEW PROBLEMS CREATED OR OLD ONES NOT RESOLVED

ORGANIZATIONAL

PATROL OFFICER

DETECTIVE

PERSONNEL PRACTICES

IMPACTS/CONSIDERATIONS

PROGRAM	ORGANIZATIONAL	PATROL OFFICER	DETECTIVE



TRAINING

IMPACTS/CONSIDERATIONS

PROGRAMS	ORGANIZATIONAL	PATROL OFFICER	DETECTIVE

PROCEDURES (LATERAL COMMUNICATION)

PROGRAM	ORGANIZATIONAL	PATROL OFFICER	DETECTIVE

SESSION 6

DAY II

2:00 - 4:30

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CALLS FOR SERVICE MANAGEMENT

---

In recent years many police agencies have established a calls for service management program which essentially prioritizes incoming calls for service and employs some degree of variety in the alternative responses to those calls. This change in traditional practices is based upon the growing recognition that an immediate response to all calls is wasteful of time and costly resources--the patrol officer.

Even more important than the differences in response alternatives, however, is the purpose for which the program was instituted in the first place. In some agencies the program was implemented because the police administrator saw the need to manage this time demanding activity continuously so that additional patrol time would be available to undertake programs which meet the more pressing police needs in the community. In other agencies the program is nothing more than a "contingency plan" to meet the requirements of peak periods and unexpected "backlogs."

The fact that so few departments have included a community education component in their program might be explained by the reality that the program is actually a contingency plan--thus the citizen does not see a material change in the service performed.

And, the fact that so few departments have not included sufficient training for communications and field unit personnel might be traced to a lack of full understanding of the systemic impacts which accompany a change of this magnitude.

In this session we will review the historical rationale for rapid response, the findings of some surveys on the CFS state of the art, the range of alternative responses and dispatch criteria, the requirements of a managed program, a proposed model for classification of calls, the redefinition of the role of the call in-take operator, and the need for direction and training.

#### HISTORICAL HANDLING OF CFS

##### HOW

- All calls must be responded to by patrol
- All calls must be answered rapidly
- CFS take precedence over all other patrol activities.

##### WHY

Rapid response is needed to:

- apprehend suspects
- secure evidence
- locate witnesses
- reduce injuries
- assure citizen satisfaction.

#### BELIEFS CHALLENGED

Research findings have indicated that:

- rapid response to CFS leads to a very small percentage of arrests for Part I crimes (3.7%)
- citizen satisfaction occurs when response meets established expectation of service and not necessarily a rapid response
- relatively small percentage of calls are of critical nature (15%).

#### HARD REALITIES

- Increasingly smaller amount of personnel resources
- Need to maximize amount of non-committed time for more important activities
- Increased CFS volumes.

**CONTINUED**

**2 OF 4**

PROBLEMS/BARRIERS

EXTERNAL

- "Expectations of fast response and service to marginal calls well established among political hierarchy. Abandonment of these expectations has been and continues to be a major roadblock in full, overt management of calls by priority"
- Citizen adverse reaction aborted program
- Public expectations
- Public lack of use of "911"--go through local stations.

INTERNAL

- "Extreme difficulty in obtaining qualified personnel for dispatchers, makes it very difficult to screen calls properly"
- Identifying types of calls for various categories
- Anxiety of dispatch personnel
- Sheer volume of calls
- Lack of knowledgeable personnel
- Internal confusion regarding procedures
- Communications center outside police agency--shared
- Lack training resources and programs
- Breaking from tradition
- Lack of definitive way to evaluate program
- Slow response time
- Dispatchers will not stack--clear the boards
- High turnover of dispatchers
- Management backing of communications personnel lacking.

101 AGENCY QUERY SURVEY FINDINGS

88% - of Depts have instituted some form of prioritized CFS program.

PROGRAM DESCRIPTION

Typically the dispatch priorities fell into the following categories:

- immediate (emergency)
- delayed--moderate (10-15 min. delays)
- delayed--prolonged (more than 15 min. delays)
- no response
- appointment.

Additionally, the following non-mobile response alternatives were used:

- |                        |     |
|------------------------|-----|
| • referral             | 79% |
| • telephone acceptance | 75% |
| • mail-in              | 14% |
| • walk-in              | 81% |

It is worth noting that 67% did not incorporate a "community education" element in their program.

NOTE: In the Sumrall Study of "Differential Police Response Strategies" 71% of the 175 survey agencies had some form of alternative response.

RESPONSE CATEGORY/DISPATCH POLICIES\*

EMERGENCY

CRITERIA: Crimes in progress or other situations which constitutes serious threat to life or property.

Emergency calls have precedence over all others.

DISPATCH POLICY:

(Sequence of assignment)

- Unit assigned to answer calls for the given response area
- Other team unit assigned to calls for service
- Mobile directed patrol unit assigned to the team
- Adjunct team unit.

IMMEDIATE

CRITERIA: Calls which require an immediate police response but which do not involve the element of threat which distinguishes true emergencies.

DISPATCH POLICY:

Same as in "emergency" category

except:

- mobile directed patrol unit will not be assigned to this type call (#3 above)
- immediate call dispatched without delay unless dispatcher has to hold to handle emergency calls.

\*Charlotte, North Carolina Police Department--MPO Test Site--Charlotte is organized on a "team policing" basis.

ROUTINE

CRITERIA\*\*: All those calls where police presence is desirable but where rapid response will not affect the outcome of the situation.

DISPATCH POLICY:

- A routine call will only be dispatched after all emergencies and immediate calls have been handled
- Only units assigned to answer calls for service in the team area are dispatched
- After 50 minutes the call becomes an IMMEDIATE DISPATCH.

MULTIPLE RESPONSE:

- Danger to the officers
- Call category list suggests multiple situations
- Responsibility of the field supervisor or first officer on scene clear second unit if not needed.

\*\*When a routine call is designated the complaint receptionist must courteously inform the caller of the delay. If the caller, however, insists upon an immediate response, the call moves up to the IMMEDIATE category.

#### EXPEDITOR UNIT

Some departments have established an expeditor unit to handle those calls for service which do not require the dispatch of a patrol car.

#### WORKLOAD SOURCES

- Telephone referrals
- Walk-in traffic
- Warrants.

#### TYPES OF INCIDENTS REFERRED

- Simple assault
- Larceny
- Purse snatching (past)
- Auto theft
- Locate an auto (towed in)
- Lost property
- Damage to property
- Fraud
- Runaway/missing
- Some domestic problems.

"FOR THE MOST PART, THE USE OF DIFFERENTIAL RESPONSES HAS GROWN HAPHAZARDLY AS A REACTION TO PARTICULAR LOCAL CIRCUMSTANCES"

"WHAT IS NEEDED, HOWEVER, IS A PROACTIVE OPERATIONAL PLAN WHICH INCORPORATES A FULL RANGE OF ALTERNATIVE RESPONSES. THE PRIMARY PURPOSE OF THE PLAN SHOULD BE TO INCREASE THE AMOUNT OF OFFICER TIME AVAILABLE FOR NON-CALLS FOR SERVICE ACTIVITY."



#### PLANNING REQUIREMENTS\*

Developing a comprehensive calls for service response alternatives program requires considerable planning. It will at least require:

- analysis of the CFS workload
- determination of the key factors needed to differentiate calls
- examination of existing call intake and dispatch procedures and practices
- projection of the costs of making the change.

#### SOME IMPACTS\*

- Disruption of existing operations
- Re-examination of allocation and deployment decisions
- Potential reduction of personnel required
- Need to plan in advance as to how the "made available" time (and resources) will be used
- Public perceptions and reactions.

---

\*Differential Police Response Strategies, Raymond Sumrall, et. al., 1977, selected sample of residents in Birmingham, Alabama and San Jose, California.

#### COMPREHENSIVE DIFFERENTIAL RESPONSE SYSTEM

Such a system will require:

- CALL CLASSIFICATION
  - nature of incident
  - time of occurrence.
- RESPONSE ALTERNATIVES
  - immediate mobile
  - delayed mobile
  - non-mobile.
- TRAINING OF COMMUNICATIONS PERSONNEL
- SUPERVISION OF COMMUNICATIONS PERSONNEL
- ASSIGNMENT OF RESOURCES TO NON-MOBILE

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  - immediate mobile
  - delayed mobile
  - non-mobile.
- TRAINING OF COMMUNICATIONS PERSONNEL
- SUPERVISION OF COMMUNICATIONS PERSONNEL
- ASSIGNMENT OF RESOURCES TO NON-MOBILE

ACTION GOALS\*

- 1) To increase the efficiency of the management of the calls for service function:

- assure priority treatment of urgent calls
- reduce rate of non-critical calls receiving immediate (emergency) response
- increase rate of non-critical calls receiving delayed response
- increase rate of non-critical calls handled by non-mobile response
- increase amount of officer time available for non-calls for service activities.

- 2) Maintain or improve citizen satisfaction:

- provide satisfactory explanations to citizens at call intake on nature of police response
- satisfactory responses to citizens resolving their calls for service.

---

\*Test Design, Differential Police Response to Calls for Service, NIJ, October 1980.

"EXISTING CALLS FOR SERVICE SYSTEMS FOCUS ON DEFINING INCOMING CITIZEN CALLS IN TERMS OF LEGAL CATEGORIES AS DEFINED BY STATUTE."\*

"IN MANY CASES THESE CATEGORIES PROVIDE LITTLE, IF ANY, INFORMATION ABOUT WHAT ACTUALLY OCCURS ON THE STREET, WHICH OBVIOUSLY SHOULD BE THE BASIS FOR A DISPATCH DECISION."\*

FACTORS TO CONSIDER IN DEVELOPING

A DIFFERENTIAL RESPONSE MODEL\*

- Has incident already happened or is it about to happen (time consideration)
- Does incident involve persons or property (nature of incident)
- Is call of a service nature (i.e., requires some assistance)?

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Sumrall, op. cit.

**\*FIGURE 1**  
**TYPE OF INCIDENT/TIME OF OCCURRENCE**

	MAJOR PERSONAL INJURY			MAJOR PROPERTY DAMAGE/LOSS			POTENTIAL PERSONAL INJURY			POTENTIAL PROPERTY DAMAGE/LOSS			MINOR PERSONAL INJURY			MINOR PROPERTY DAMAGE/LOSS			OTHER MINOR CRIME			OTHER MINOR NON-CRIME		
<u>RESPONSE ALTERNATIVES:</u>	IN-PROGRESS	PROXIMATE	COLD	IN-PROGRESS	PROXIMATE	COLD	IN-PROGRESS	PROXIMATE	COLD	IN-PROGRESS	PROXIMATE	COLD	IN-PROGRESS	PROXIMATE	COLD	IN-PROGRESS	PROXIMATE	COLD	IN-PROGRESS	PROXIMATE	COLD	IN-PROGRESS	PROXIMATE	COLD
Immediate Mobile Response	X	X	X	X			X	X					X			X								
Delayed Mobile Response																								
• Based on Set Time Period					X	X			X	X				X	X				X	X		X		
• Based on Scheduled Appt.					X	X								X					X					
Non-Mobile Response																								
• Telephone					X	X					X	X				X	X			X		X	X	
• Walk-In																								
• Mail-In																								
• Referral																						X	X	X
• No Response																								

NOTE:           "PROXIMATE" - Event occurred within one hour of call.  
                   "COLD"       - Event reported more than one hour after actual occurrence.

\*Sumrall, op. cit.

EXAMPLES OF INCIDENTS IN CATEGORIES\*

Major Personal Injury  
(Victim injured - requires  
medical attention)

e.g., homicide, aggravated  
assault, serious traffic  
accident, robberies

Major Property Damage/Loss  
(Value over \$500)

e.g., major vehicle theft,  
burglary, robbery, larcenies,  
vandalism, traffic accidents

Potential Personal Injury

e.g., domestic quarrels,  
disorderly groups, mental  
patients, hazardous road  
conditions

Potential Property Damage/Loss

e.g., prowler, suspicious  
persons or vehicles

Minor Personal Injury  
(No medical attention)

e.g., traffic accident,  
fights, purse snatchings

Minor Property Damage/Loss

e.g., burglary, larceny,  
vandalism, accidents

Other Minor Crimes

e.g., malicious mischief,  
public drunk, disorderly  
persons

Other Minor Non-Crimes

e.g., animal calls, citizen  
requests for service,  
escorts

NOTE: The type of incident to be placed in each category is a management  
decision.

\*Sumrall, op. cit.

THINGS POLICE AGENCIES SHOULD DO\*

- Provide training for service receptionists and dispatchers
- Provide formal supervision of communications operations
- Draft written guidelines on call classification
- Develop set of standardized questions to facilitate classifications and response decisions
- Develop a standardized explanation for advising citizens of response rationale
- Devise new "call intake" forms
- Develop relationships with potential referral agencies.

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\*Sumrall, op. cit.

MODEL TO BE TESTED\*

Once established, the model should be tested to determine:

- what questions should be asked to assure proper classification of call
- how cumbersome is the call intake procedure which is needed to support the model
- what is the best way to convey the information from caller to street officer
- how do citizens react to having calls handled in proposed alternative manner.

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\*Sumrall, op. cit.

COMMUNITY EDUCATION/READINESS

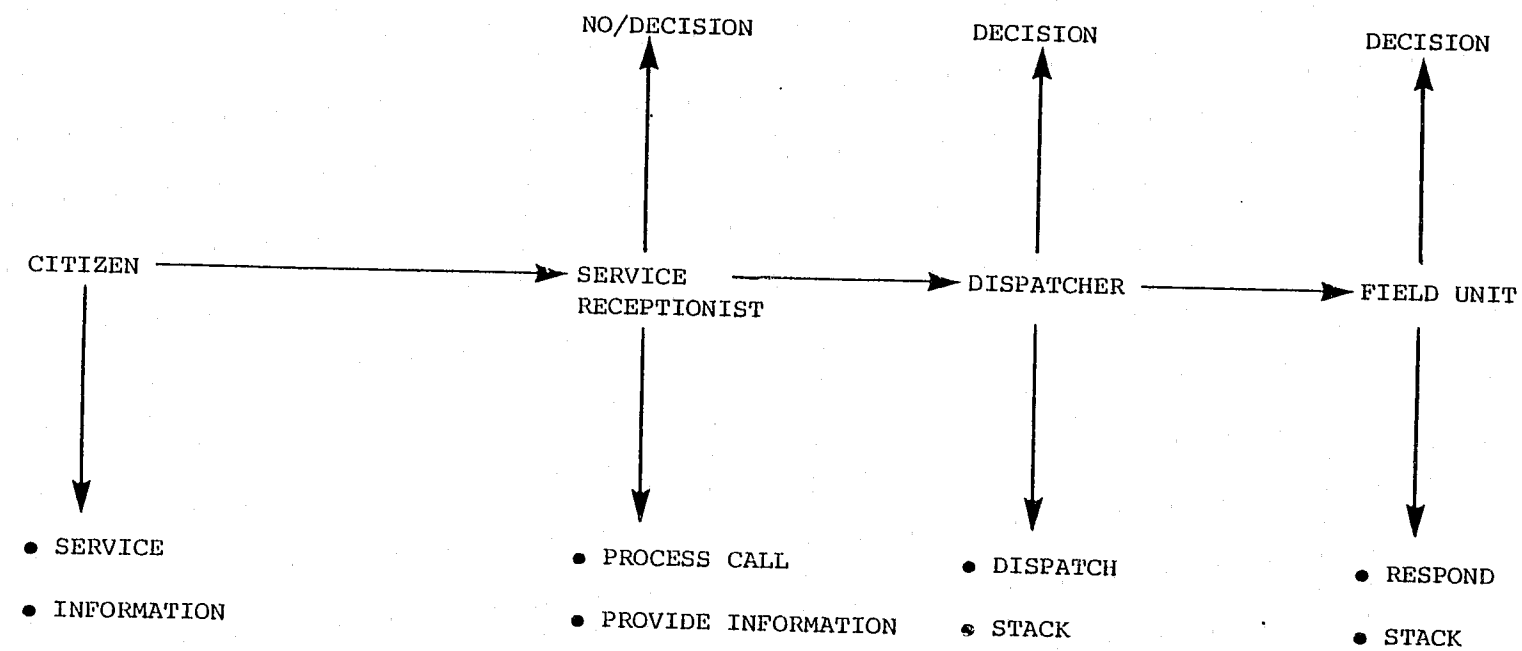
One study "indicated that many citizens who had recently called for police assistance would have accepted a variety of possible alternative responses... This acceptance of other than traditional police response indicates, first, that the public understands the differing nature of various incidents and believes that the public appears more willing to accept alternative police response to calls for services than the police have been willing to admit... This study, in particular, found that citizens would accept many alternative police response if they knew what to expect."\*

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\*Sumrall, op. cit.

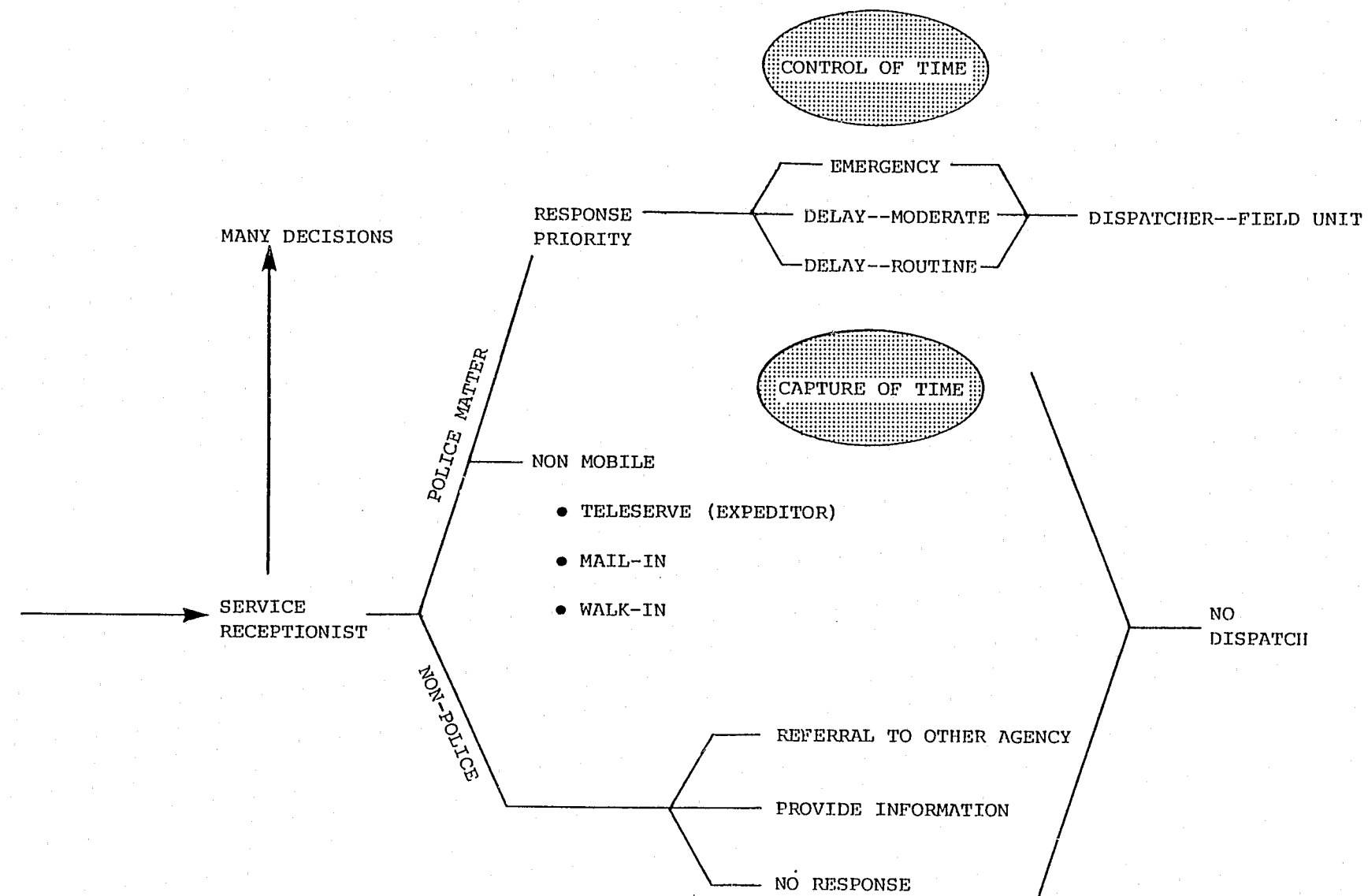
TRADITIONAL

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DIFFERENTIAL RESPONSE - (ROLE REDEFINITION FOR SERVICE RECEPTIONIST)



ROLES - SERVICE RECEPTIONIST

TRADITIONAL

- Call Processing (Conduit)
- Information Provider
- Public Relations.

DIFFERENTIAL RESPONSE

- Interviewer
- Evaluator
- Communicator

•

•

•

•

LEVEL OF INSTRUCTION/DIRECTION

TO SERVICE RECEPTIONIST\*

- 31% - No training for Service Receptionist
- 25% - No training for Dispatchers

Of those that provided training:

- Service Receptionists received:
  - 80 hours of basic orientation
  - 40 hours of in-service
  - O.J.T.
- Dispatchers received:
  - ranged from 40-110 hours of basic

Significant number of departments had no formal supervision of dispatchers/operators.

Written Instructions

- Only 35% provided written instructions to call intake operators (service receptionists)--a list of the type of calls and how to deal with them
- Only 41% gave operators a standardized set of questions to ask citizens who called for service.

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\*Sumrall study of 175 police agencies.

SUMMARY

"Studies have shown that communications personnel cope with their largely unguided discretion by sending out a patrol unit to the majority of calls...This response enables communications personnel to shift the ultimate decision about what action should be taken to the officer dispatched to the scene who presumably will have more information about the particular incident, and in any event is professionally trained to make decisions."\*

Of course, by failing to provide supervision, training, and direction to communications personnel, it is the department managers who have shifted the base of ultimate decision.

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\*Differential Police Response to Calls for Service, Test Design, NIJ, p.6.

## TASK ACTIVITY

### BACKGROUND

The agency is currently planning the development of a calls for service management program which will include a full range of alternative responses to calls received from the public. The chief is most anxious that the planning committees carefully consider the impacts the change will have on personnel assigned to the communications division.

He believes that the following observations are both accurate and descriptive of his own agency.

Telephone operators in American police agencies receive and process thousands of calls for service daily. The verbal exchange with operators is the first citizen contact with police in most service requests. This initial contact can significantly affect the demeanor of citizens who may later interact with officers, citizen expectations and evaluations of police, the quality of information received by the police, and officers who respond to the call. In many calls for service, such as provision of information to callers, the police operator handles the request without further action by patrol or other units; the operator provides a service directly to the caller. Their direct, service-providing contact with citizens and their potential impact on citizen demeanor and evaluations indicate that telephone operators are an important part of policing.

Police officials, however, have traditionally held departmental telephone operators in low esteem, viewing them simply as internal support personnel necessary for dispatching patrol units. Many officials do not consider that operators provide services directly to citizens and that operator responses can affect both citizen attitudes and police performance. The neglect of telephone operators is evidenced by minimal operator training and supervision, and the general inattention given by officials to this area of communication. /1/

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/1/ "Improving Police Services Through Telephone Operations," Eric Scott and Stephen Percy, The Police Chief, July, 1980.

As a beginning point in overcoming some of the deficiencies of the past, he wants an appropriate and adequate training program developed for communications personnel. In particular, he wants to be certain that the service receptionist (call in-take operator) receives the type and degree of training needed to assume the much expanded set of responsibilities which are to be assigned under the new program.

And, because the decision by the service receptionist as to what course of action is appropriate will necessarily be based upon the information elicited from the caller, he believes that a standardized set of questions will prove most helpful to making the correct decision. This decision is a critical one, which can be a matter of life or death. Therefore, management must provide written instructions rather than permit an environment of unguided discretion to exist.

Further, because the new program encourages a delayed (or no) response, he wants the committee to draft a proposed "standardized" explanation for use by the service receptionists in their dealings with the calling public.

By providing appropriate and adequate training and guidelines to communications personnel, the Chief believes the program will be more successful in attaining its objectives.

## TASK INSTRUCTIONS

Individuals: (5 minutes)

Please review the comments in the background section, news story, and the roles of the service receptionist.

Group Activity: (60 minutes)

The Communications Division is located within the Support Services Bureau of the agency. The other major bureaus in the agency are Patrol, Criminal Investigations, and Administrative. The Communications Division is solely under the control of the police agency and handles only police agency duties/and traffic.

There are three service receptionists (call in-take operators) and one radio dispatcher on duty. Their responsibilities are distinct and separate. This agency has a computer assisted dispatch ICAD system.

Committees A&B - Each of these committees will identify the content matter to be included in the basic training course for service receptionists.

Committees B&C - Each of these committees will develop a standardized set of questions to elicit the information needed to classify incoming calls for service and a draft "standardized" explanation concerning a delayed or non-response to a call for service.

The reporter for each group will give a 5 minute presentation of the committees' product to the plenary group.

THE NEW YORK TIMES, WE

## Girl Slain as Police Give Low Priority to Plea for Help

MIAMI, Dec. 2 (UPI) — A Miami police complaint officer who classified as routine an emergency call made by a 13-year-old girl minutes before she was raped and stabbed to death was relieved of duty today while investigators reviewed a tape recording of the conversation.

Glenn Metzler, the officer who handled the call on Dade County's 911 emergency number Friday afternoon, was asked to explain his part in the incident to department heads.

There is a "good chance" that Officer

Metzler could lose his job, said Clyde Burdick, commander at the Dade Emergency Communications Center.

"She was so matter-of-fact and businesslike," Commander Burdick said of the victim, Rena Pollard. "Metzler should have asked more questions of the girl. He stereotyped the phone call. He forgot his basic training: Every call is different. He just painted the situation with the same brush as all the others."

Rena dialed the emergency number and quietly told Officer Metzler that someone was trying to break into her

house. He asked her the standard questions — her name, address and telephone number — and assured her: "I'll send the police over."

But Officer Metzler, an 18-year police veteran, classified her call as a routine "34," a catch-all number for disturbances in which no one's life is in imminent danger. The police did not arrive until 40 minutes later, when her mother called and reported that her daughter had been raped and stabbed.

The police were looking for a 15-year-old neighborhood boy holding a knife who

DNESDAY, DECEMBER 3, 1980

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allegedly broke into the house earlier that day and fled after being confronted by the girl's mother in Rena's bedroom.

Commander Burdick said that the eighth-grade girl was babysitting with her year-old half-sister, Vanessa, and her half-brother, Aubrey, 2, when she dialed the emergency number at 2:48 P.M. Friday, shortly before she was killed.

The tape of the conversation between Officer Metzler and Rena recorded this conversation:

Q. You alone?  
A. Yeah, I'm babysitting.  
Q. How old are you?  
A. I'm 13.  
Q. Who's out there?  
A. Some kid. He's trying to get in.  
Q. Some kid?

A. He's about 15 to 17.  
Q. He live around there?  
A. Yes.

### Officer Promised Help

After checking the spelling of the girl's name and taking her telephone number, Officer Metzler told her that he would send the police over.

Officer Burdick said calls of "this nature come in all the time." He said "neighborhood kids often terrorize their friends who are babysitting."

"The failing here was Mr. Metzler decided this was the same as 100 other calls," Commander Burdick said. "He could have asked a simple question: Why is he trying to break in? Her answer

could have given the officer an idea of what was going on out there."

"Her lucid attitude and the fact that it was a neighborhood boy and it was the middle of the afternoon contributed to Metzler's decision," the commander added.

He explained that complaint officers had a week of classroom training and "at least three months" of on-the-job training with a coach-trainer. Special monitoring devices allow supervisors to listen.

"It sounds so callous to say this, but we've learned a painful and valuable lesson," Commander Burdick said.

**DO NOT FORGET THE NEEDiest!**

BASIC TRAINING PROGRAM CONTENT SERVICE RECEPTIONIST

The following types of training are required:

---

NOTE: If time permits the group should develop the types of training needed by the Dispatchers.

WRITTEN INSTRUCTIONS FOR SERVICE RECEPTIONIST

- 1) Prepare a list of questions which should be asked by the service receptionist:

- 2) Prepare the "standardized questions" to be asked (include only those which are critical and prioritize the list):

- 3) Prepare a "standarized" explanation to be used by the service receptionist when a delayed or no response is to be made:

SESSION 7

DAY III

8:30-11:00

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PATROL MANAGEMENT

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Management of the patrol function has undergone significant changes in the past several years. Based upon the findings of research efforts, and the sharing of those findings through executive training among police administrators, imaginative and innovative patrol programs have replaced the inefficient practice of "preventive patrol."

Police managers have adopted and implemented "directed patrol" programs which are intended to make the efforts of the patrol officers more efficient, responsive, and effective. The concepts of "Managing Patrol Operations" programs have been tested in several sites throughout the nation and the experiences shared with other police agencies.

While progress has been made there is a need to build upon the successes and learn from the mistakes. The "concept of directed patrol" needs clarification to promote better understanding and, thus, increase the potential gains to be realized. A better appreciation of the need for organizational support capabilities and formal, and comprehensive planning and implementation processes must be acquired.

In this session we will address some of those needs. Specifically, we will review traditional patrol beliefs, take a fresh look at the patrol function, consider patrol program impacts on the critical management of patrol time, consider the principle of the "critical few", define the concept of "directed patrol", review the police decisions needed to implement managed patrol programs, and discuss critical organizational support elements.

- 4) If the caller objects to the delay (or no response), what appeal process (if any) should be followed:

### TRADITIONAL PATROL BELIEFS

For over 150 years police administrators believed that a good patrol force was one that was:

- Omnipresent
- Random
- Rapid Responding.

The above characteristics were deemed critical to fulfilling the patrol mission of:

- Preventing Crime
- Apprehending Criminals
- Protecting Life and Property
- Delivering Satisfactory Service to Citizens
- Maintaining Community Sense of Well Being.

### PREVENTIVE PATROL

The heart of the traditional patrol model was "preventive patrol." This type of patrol was performed (or not) during the periods of "noncommitted" time.

Preventive Patrol may be defined as a random and haphazard patrol activity which is initiated (or not) at the discretion of the individual police officer.

Importantly, "preventive patrol" was more than an activity; it was actually a state of mind.

### LIKELY RESULTS OF SUCH PATROL

- Uninformed/non-responsive patrol
- Inequitable levels of service
- Inappropriate priorities of attention
- Self determined delays in service
- Lack of service/problem solving continuity
- Potential escalation of pressing field problems.



## CHALLENGES TO TRADITIONAL PATROL

"Challenges to preconceptions about the value of preventive police patrol were exceedingly rare until recent years...Beginning in 1962, however,...as reported crimes began to increase dramatically, as awareness of unreported crime became more common, and as spending for police activities grew substantially, criminologists and others began questioning the relationships between patrol and crime. From the questioning a body of literature has emerged." /1/

Two prominent studies were:

### Preventive Patrol Experiment - General Findings

- The presence, or absence, of uniformed patrol officers appeared not to affect crime, service delivery, or citizen's feelings of security
- About 60% of a patrol officer's time is typically noncommitted (available for calls).

### Response Time Study - General Findings

- Rapid response to selected calls on Part I crimes (949 in number) did not result in a significant percentage of arrests (only 3.7%)
- Citizen delay.

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/1/ The Kansas City Preventive Patrol Experiment - A Summary Report, Police Foundation, 1974.

## FRESH LOOK AT PATROL

In the light of research findings, and conventional wisdom, many police administrators began asking such questions as:

- what are we now doing
- who is doing it
- why are we doing it
- who else can do it
- how might we do it better
- what do we need in order to do it better
- what should we be doing?

### MANAGED PATROL PROGRAM

The answers to those questions would constitute the base upon which a COHERENT PATROL POLICY would be developed which would be implemented systematically by patrol managers and officers.

At the very least, such a program would require that the police manager:

- establish responsive allocation policies
- determine priorities
- coordinate and direct activities
- install appropriate records
- evaluate performance
- develop rapport - internal and external.

### TRADITIONAL ARGUMENTS FOR POLICE RESOURCES

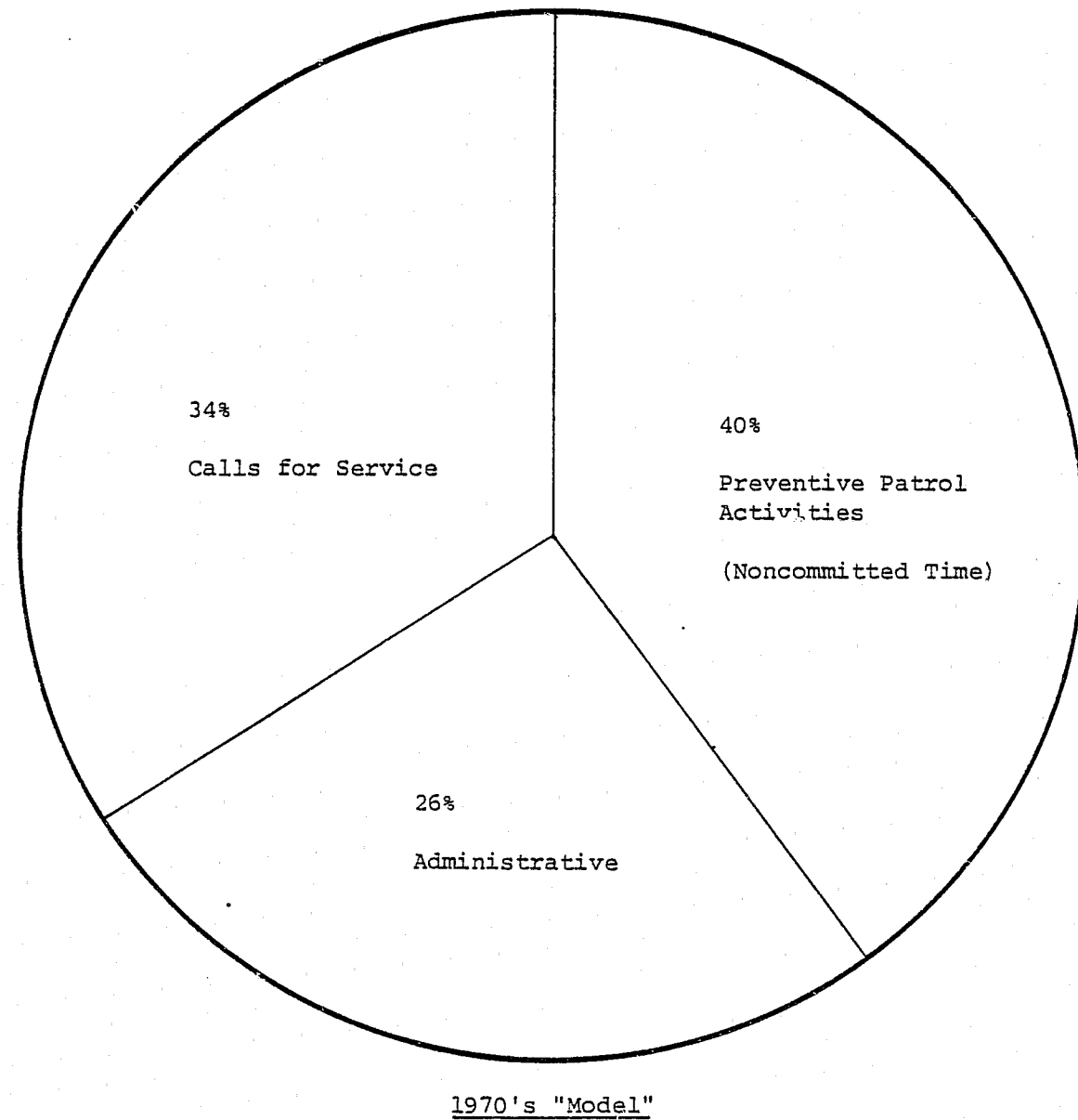
In the past police administrators frequently used a rule of thumb formula to determine the number of patrol personnel required:

- 1/3 for calls for service (identifiable workload)
- 2/3 for all other activities.

The arguments presented in support of the 1:2 ratio were:

- police presence prevents crime by deterring potential offenders
- public's fear of crime is diminished by police presence
- patrol resources needed to cope with unanticipated crises.

#### HOW TIME WAS DISTRIBUTED



NOTE: 1) Calls for service includes crime occurrences and statutory duties.  
2) Administrative includes personal relief time.

#### GENERAL COMMENTS REGARDING NONCOMMITTED TIME

##### DEFINITION

Noncommitted time is that portion of the total time which is not spent on calls for service, administrative assignments, personal reliefs, or other required duties.

##### PROBLEMS

Non committed time is difficult to "collect" because it:

- batches - (frequently when least needed)
- does not occur in uninterrupted intervals of sufficient duration.

##### AMOUNT OF IT

In many agencies the noncommitted time (available time) amounts to 40-50% of the total patrol time.

##### MANAGEMENT REQUIREMENT

Police managers must critically examine the noncommitted time issue with the view of:

- increasing it
- redistributing it
- effectively using it.

##### ACQUIRED TIME

The block of noncomiitted time should be considered total agency time. This time must be productively used to achieve the agency's mission.

##### USE OF TIME

Whether the time is used by enhancing the role of the uniformed officer assigned to routine patrol duties or by creating specialized patrols to address short-term specific goals is a decision to be made by agency management.

#### PRESSURES ASSOCIATED WITH NONCOMMITTED TIME

With all of the noncommitted time available and the number of programs available to choose from care must be exercised that an agency does not embark upon so many changes that little is accomplished except to dilute the effectiveness of management programs and efforts.

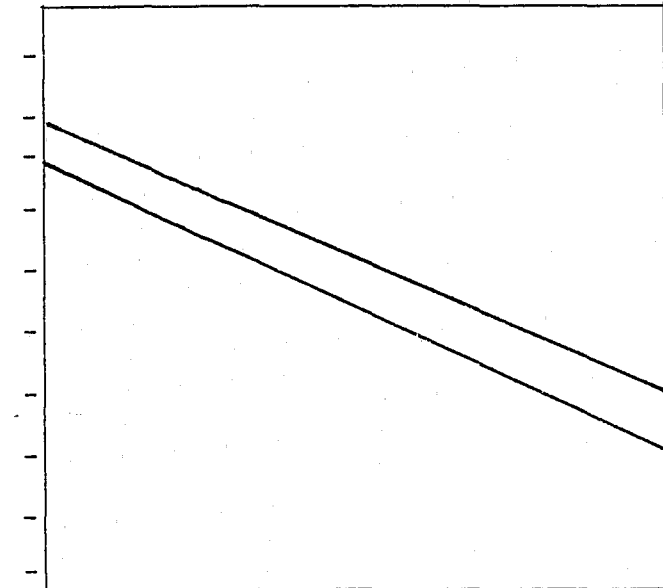
Chaos resulting from an excess of management programs is as disruptive as it is in a preventive patrol mode.

In short,

THE MANAGER MUST DISCIPLINE HIM/HERSELF AND THE ORGANIZATION TO DEVELOP A COMPREHENSIVE PLAN WHICH WILL BE IMPLEMENTED INCREMENTALLY IN THE BEST WAY TO ACHIEVE ESTABLISHED OBJECTIVES WITHIN AN ACCEPTABLE PERIOD OF TIME.

#### PRINCIPLES OF "THE CRITICAL FEW"

INPUT PRIORITIES OUTPUT



#### CRITICAL FEW:

Concentration of effort where the payoff is greatest. Those activities (areas) where significant investment of the managers time, energy, and talents can make the greatest contribution to the unit's roles and missions.

#### MAINTENANCE:

Could include important ongoing productive efforts that are largely self-sustaining and other kinds of repetitive functions whose output is valuable but for which input can be standardized.

#### "TRIVIAL MANY"

Those activities for which the value received is limited (in a relative sense).

SOURCE: Management by Objectives and Results in the Public Sector, G. Morrissey, 1970.

## MANAGEMENT PROGRAMS

### AFFECT ON NONCOMMITTED PATROL TIME

In the past few years the National Institute of Justice has sponsored several police management programs which were intended to improve the effectiveness and efficiency of police operations. One goal was to provide police managers with sufficient knowledge concerning current research and existing state-of-the-art so that improvements could be made in the management of patrol time and activities. Many of the components of those programs were designed to alter the state of noncommitted patrol time (i.e., increase or decrease).

#### Program:

- Initial Investigation
- Allocation/Distribution of Resources\*
- Revise Enforcement Policies
- Develop Arrest Alternatives
- Use Volunteers
- Calls for Service Management
- "Directed Patrol"
- Specialized Patrol
- Work Demands Analysis

\*This program increases or decreases noncommitted time for days of week or shifts of duty but actually "redistributes" the time within the patrol function.

### SELECT THE "CRITICAL FEW"

The programs selected for a concentrated effort where the payoff is greatest are:

- 
- 
- 
- 
- 

### BASIC NEEDS FOR DEVELOPMENT OF ANY MANAGED PATROL PROGRAM

- Management Commitment
- Available Resources
- Organizational Supports
- Planning Development Process
- Program Implementation Process
- Internal/External Support.

#### DIRECTED PATROL - MPO TEST SITE EXPERIENCE

In implementing their "directed patrol" program, the MPO test sites encountered the following difficulties:

- a lack of understanding of what "directed patrol" was
- a lack of sufficient middle manager commitment
- officer resistance to a change in patrol habits
- an inadequate crime and problem identification/analytical capability
- an insufficient flow of information
- completing the program within the assigned period.

#### WHAT IS "DIRECTED PATROL"

##### Discussion

Lacking a precise definition, the term "directed patrol" means different things in different agencies.

In the MPO, and this training program, the term "directed patrol" is viewed as a concept of patrol management rather than an activity.

##### Definition

DIRECTED PATROL MEANS THAT THE ACTIVITIES THAT ARE TO BE PERFORMED BY PATROL UNITS DURING NONCOMMITTED BLOCKS OF TIME ARE: (1) ACTIVITIES THAT ARE INITIATED AND/OR APPROVED BY PATROL MANAGERS AND (2) ARE ACTIVITIES DIRECTED AT ACCOMPLISHING EITHER A SPECIFIC AND DEFINED SHORT-TERM OBJECTIVE OR ARE ACTIVITIES DIRECTLY CONTRIBUTING TO THE ACCOMPLISHMENT OF APPROVED LONG-TERM MISSION OBJECTIVES.

##### Two "Directed Patrol" Activities

Thus, the concept of directed patrol embraces two distinct types of activities:

- general/mission patrol
- specific/proactive patrol.

CHARLOTTE, NC - MPO TEST SITE "DIRECTED PATROL" PROGRAM

In developing their "directed patrol" program, the managers of the Charlotte Police Department recognized the need to distinguish between patrol activities performed during "noncommitted" time. They drew the distinction this way:

Directed Activities (General/Mission)

Those activities which are broader, more general, and difficult to measure on a short-term basis.

Examples of this activity included: crime prevention projects, school resource (liaison) work, community relations programs, etc.

Directed Patrol

Those activities which are designed to affect particular police problems--its objectives are specific, short-term, and "field oriented" (i.e., crime, traffic, etc.).

Objective - making the patrol function more effective by assigning officers to work on known problems in an organized and systematic way.

Concept - the "concept" of directed patrol seeks to:

- provide more precise identification and description of problems through crime analysis
- provide more rigorous and systematic planning of tactics to address target problems
- provide an evaluation phase to assess the impact of various tactics upon target problems.

MANAGEMENT DECISIONS

REGARDING "SPECIFIC/PROACTIVE" PATROL

- "Specific/proactive" patrol assignments are more important and more productive than some calls for service
- Team commanders may designate field units as unavailable to respond to calls for service or respond only to "emergency" calls
- Specific program objectives are to be established for each plan implemented (including duration and cost objectives)
- Crime analysis must provide a detailed crime/problem analysis and monitor the results of the specific/proactive activity
- Plan to be developed using team participation
- Plan to be formally evaluated at conclusion of program
- Specific/proactive operational plans must be reduced to writing and be approved by field commanders.

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\*Charlotte is organized on a team policing basis.

PLANNING AND IMPLEMENTATION PROCESS--CHARLOTTE, NC

Identification of Problem

- Crime analysis to identify problems and trends and provide results of detailed analysis
- Crime analysis report to contain:
  - type and method of problem
  - when and where does problem occur
  - victim characteristics
  - m.o.'s
  - description of suspects and vehicles
  - who identified the problem
  - recommendations regarding tactics.

Develop Plan (Team Participation)

- Select target
- Devise tactical plan--describe attack methods
- Be imaginative in exploring alternative tactics
- Tap all available information sources concerning problems
- Involve working officers in the development.

Review and Approve Plan

The tactical plan is to be reduced to written form. (See attached "Directed Patrol Tactical Plan" format.)

The plan must be approved by the team commander and bureau commander, approved plans are forwarded to the bureau chief and to crime analysis for monitoring.

Implementing Plan

- Information on plan (current information) provided at roll call
- Involved officers must review crime analysis report and written tactical plan
- Information sharing is critical
- Proper entry of availability status for CFS is critical.

Monitoring Plan

- Crime analysis to issue regular monitoring reports; each report to indicate:
  - changes in crime roles or patterns
  - other changes in target problem (and evaluate those changes with respect to other areas in the city and historical data for the target area)
  - parallel trends throughout the city.

Evaluation of Plan

- Team must submit an evaluation report on plan at least on a monthly basis (See attached: Directed Patrol Evaluation Report)
- The evaluation should also report upon:
  - amount of time expended on target
  - impact and effectiveness on target problem
  - accuracy of crime analysis information provides for problem and plan
  - use by teams of information provided
  - implementation of plan in accord with written program.



# CHARLOTTE POLICE DEPARTMENT DIRECTED PATROL TACTICAL PLAN

Crime Analysis ID # [ / ]

[ ] Initial Plan  
[ ] Plan Revision

Proposed Implementation Date: [ / /19 ]

1. Briefly describe the problem which this plan addresses.
2. List the objectives which you intend to achieve with this tactic. At least one of the stated objectives should specify a quantitative change in the target problem.
3. Describe, in detail, the directed patrol tactic to be implemented. This description should include the following information: Number of personnel to be used; Locations of assignments; Time periods to be covered (specify days and hours); Mobility and uniform of officers (e.g. uniformed officers on bicycles, plain clothes in unmarked vehicles, etc.); Special equipment, if any.

4. For how long does the team propose to employ this tactical plan? When or under what conditions will this plan be terminated?

Submitted / /19

Commander, Team

Tactical plan [ ] approved; [ ] rejected for revision;  
[ ] rejected; / /19

Commander, Bureau

Tactical plan review / /19

Commander, Operations Division

# CHARLOTTE POLICE DEPARTMENT DIRECTED PATROL EVALUATION REPORT

Crime Analysis ID # [ / ]

[ ] Termination of Tactic  
[ ] Revision of Tactical Plan  
[ ] Routine report

1. If termination or revision of tactic is proposed, explain why.
2. How much officer time was assigned to this task
  - a. since the last report?  
[ ] officer-hours between [ / /19 ] and [ / /19 ]
  - b. since the tactic was begun (cumulative total)?  
[ ] officer-hours between [ / /19 ] and [ / /19 ]
3. Describe and discuss the reasons for any alterations in or deviations from the Directed Patrol Tactical Plan.
4. To what extent were the objectives stated in the Directed Patrol Tactical Plan achieved?
5. What factors might account for the success or failure of the tactic to achieve the stated objectives?
6. What other results were produced by implementing the tactic? (e.g. arrests, cases cleared, etc.)
7. In your estimation, is the tactic employed a valuable or useful one? [ ] yes [ ] no
8. Would you use this tactic again? [ ] yes [ ] no
9. Observations and comments:

Submitted / /19 ; Commander, Team

Bureau Commander's response:

/ /19 ; Commander, Bureau

Reviewed / /19 ; Commander, Operations Division

## ORGANIZATIONAL SUPPORT

If the concept of directed patrol is to be implemented effectively, the organization must have the capability of providing the needed support. Two critical support elements are crime analysis and communications.

The successful completion of a "specific/proactive" patrol program requires the support of a competent and talented crime analysis function.

Let's review both of these critical areas:

## CRIME ANALYSIS

### What Is It

"Crime analysis is the process of systemically examining recent crime incidents and criminal behavior in an effort to identify crime patterns and characteristics so as to permit the effective deployment of personnel and resources and the adoption of appropriate strategies and tactics." (Improving Police Productivity)

### Reasons for Formalizing Crime Analysis Process

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

### Five Basic Components of Crime Analysis Process

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

## What Crime Analysis Provides to Patrol Managers

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

#### CRIME ANALYSIS - TYPES OF REPORTS ISSUED

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

#### PERFORMANCE OUTCOMES OF CRIME ANALYSIS

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

#### COMMUNICATIONS FUNCTION

Traditionally, the communications function operates as a telephone answering center which:

- receives, processes, and dispatches calls
- transmits information to the field
- receives and processes sundry field requests
- assumes a "command" function in emergency situations (short-term)

In addition to the above responsibilities it has been suggested that during "light workload" periods communication personnel may be requested to perform the following tasks:

- assist in the record-keeping functions
- booking of prisoners
- receipt of property
- process walk-in complaints
- provide information to the public
- control the movement of unauthorized persons in the building
- provide security for detention facilities
- 
-

## COMMUNICATIONS FUNCTION

### CHANGING DEMANDS/RESPONSIBILITIES

As police administrators modernize their patrol operations the resultant changes substantially affect the roles and responsibilities of this critical function. Some examples are:

#### PROGRAM

- Match resources with need
- Calls for service Management
- Directed Patrol Concept
- Work Demands Analysis  
(time consumed approach)

#### IMPACT

- substantial workload shift  
(GEO-temporal)
- decisions made on routing and  
dispatching of work
- dispatch changes/procedures
- teleserve demands
- supervisory demands increased.
- increase in workload
- increase in coordination of  
field support elements
- dispatch complications.
- more data collection required
- better control/records to  
capture "directed patrol"  
activities.

Etc.

## COMMUNICATIONS CENTER TODAY

Today, the communications center is much more than a routine telephone call processing operation--it could be viewed as an operations center in some respects.

It actually provides the needed coordination for an ever increasing number of proactive patrol activities which must be monitored. It:

- assists in managing the demand for patrol services
- monitors and coordinates patrol dispatch
- communicates directives to patrol units
- collects important workload data
- coordinates patrol and support unit efforts.

"The modern communication center is many times more sophisticated and complicated in its operation than those of just a decade ago. The modern control console may have multiple-frequency operations, with switches for mode receivers, tone alert, simulcast, intercom and other functions. Computer terminals require fast and intelligent operation to access formats in a matter of seconds while telephones are being answered or vehicles dispatched. Requests for information from patrol officers must be handled with accuracy and speed or the entire service delivery function will deteriorate with time." /1/

/1/ "The Communication Process: A Perspective on the State-of-the-Art,"  
James Evans, 1978.

## ORGANIZATIONAL PLACEMENT OF COMMUNICATIONS CENTER

The placement of the communications function in the organization has generally been related to the size of the agency. Historically, communications and records functions have been grouped together.

- Small Agency - communications/records may be one person
- Moderate Sized - records may be in service division  
- communications may be in patrol division
- Large Agency - records and communications typically in a services division--though they are separate units.

There is no clear rationale for the grouping of records and communications to be found in the literature. The thought seems to be that because communications takes "complaints" and generates record information that it is a "records" types function. Nor is the reason for placing "communications" in a services division clearly stated.

With the substantial changes which have occurred that substantially impact upon the operations of the communications function, it would make sense for the police administrator to re-examine whether the communications center should be placed in:

- SERVICES DIVISION
- or
- PATROL DIVISION.

## SUMMARY

The manager has an obligation to manage "noncommitted" patrol time so that the activities undertaken make a real contribution to the achievement of established objectives--whether they be short- or long-term objectives.

By applying the principle of the critical few the programs selected for implementation will have the greatest potential for a high payoff and will act as a disciplining force to prevent the dilution of energy and time by doing too much and thus too little.

Recognition of the two categories of activities within the concept of directed patrol will also serve to concentrate energies on high payoff programs and minimize the waste attendant to preparation of written plans for all activities.

Finally, the manager should recognize the need to develop sufficient organizational capability (staff) to support field operations and programs and the organizational placement of critical support units should be carefully considered and evaluated.

## TASK ACTIVITY

### Background

Compared with the first six months of last year, there has been a 21 percent increase in reported robberies in the city (509 vs. 420). As a consequence, the citizens, and in particular the shopkeepers in the downtown shopping district, are alarmed and fearful that violent crime is getting out of hand. The advent of warmer weather gives rise to ever increasing concerns.

The newly created crime analysis unit has analyzed the problem. In a nut shell their findings are:

- the entire increase of eighty-nine robberies have occurred within the last two months (May and June)
- of the 242 robberies which occurred in those two months (May, 110 and June, 132) eighty-five percent, or 206 robberies, were "street" robberies
- 124 of the "street" robberies (sixty percent) were committed in the downtown shopping district area
- the vast majority of the crimes occurred on Thursday, Friday, and Saturday between 7:00 PM and 12 midnight with Thursday accounting for more than half of the total
- for the most part, the victims were women shoppers and elderly persons
- many of the victims were robbed ("mugged") on the side streets as they walked to/from their parked autos
- the robbers are young men in their late teens/early twenties who often are wearing "sneakers"
- while not of the "street crime" type, it was noted that the liquor store has been robbed three times in the past two months and the drug store has been burglarized twice (both of these stores are located in the shopping center area).

Upon receipt of the analysis the Chief convened an Executive Committee to discuss the problems and develop a program of action.

Based upon the deliberations of the Committee, several outcomes emerged:

### PROBLEM FORMULATION:

The problem to be addressed was "street" robberies throughout the city and, in particular, the concentration of those crimes in the downtown shopping district.

### OBJECTIVES:

Three objectives were established:

- reduce street robberies in the city by 25%
- effect on arrest for robbery in 33% of the reported crimes
- interview 100% of the shopkeepers in the downtown shopping district.

### POLICY STATEMENT:

All available personnel and equipment resources of the detective and special operations division (as well as other appropriate divisions or units) may be drawn upon by the patrol commanders in the development and implementation of the action plan to address the street robbery problem in this city.

The Chief of Patrol, who has participated in the Executive Committee discussions, has been asked to form a working task force to formulate strategy and develop tactics. Because this is the first time the agency has initiated such a formal process, the Chief of Patrol has been asked to assume the lead in the project.

### INSTRUCTIONS:

Each group will develop an action plan to address the problems stated above. (Sixty minutes for this task).

Each group will select a reporter who shall be prepared to present a 10 minute overview of the plan developed.

ACTION PLAN

Composition of Task Force:

- Vertical resources (line):

- Horizontal resources (staff):

Description of problem to be addressed:

Refinement of Objectives: (Be sure to include cost and duration elements)

Strategies to be employed:

Supplemental resources to be drawn upon (i.e., resources other than patrol:

Title of Project Leader:

Geographic area of concentration:

## 216B

ACTION	TACTIC	WHO IS RESPONSIBLE	RESOURCES COMMITTED	DISPATCH AVAILABILITY



ACTION	TACTIC	WHO IS RESPONSIBLE	RESOURCES COMMITTED	DISPATCH AVAILABILITY

216C

APPENDIX

SELECTION AND USE OF VARIOUS TACTICS

#### SELECTION AND CHOICES OF TACTICAL RESPONSES

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

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

THE ATTACHED MATERIAL WAS EXCERPTED FROM A  
REPORT PREPARED BY THE CHARLOTTE, N.C. POLICE DEPARTMENT

CRIME / TACTIC CAPSULE

<u>TARGET CRIME</u>	<u>TACTICAL ALTERNATIVES</u>
Street Robbery	Uniformed Tactical Patrol; Area Surveillance; Suspect Surveillance; Decoy Operations; Crime Prevention.
Commercial Robbery	Uniformed Tactical Patrol; Area Surveillance; Suspect Surveillance; Physical Stake-outs; Electronic Stake-outs; Crime Prevention.
Residential Burglary	Uniformed Tactical Patrol; Area Surveillance; Suspect Surveillance; Electronic Stake-outs; Crime Prevention.
Commercial Burglary	Uniformed Tactical Patrol; Area Surveillance; Suspect Surveillance; Physical Stake-outs; Electronic Stake-outs; Crime Prevention.
Auto Theft	Uniformed Tactical Patrol; Area Surveillance; Suspect Surveillance; Decoy Operations; Crime Prevention.
Larceny From Auto	Uniformed Tactical Patrol; Area Surveillance; Decoy Operations; Physical Stake-outs; Crime Prevention.

UNIFORM TACTICAL PATROL:

Uniformed tactical patrol is the most traditional and one of the most widely used forms of directed patrol. It involves constant visible movement to generate a sense of police presence in an area, careful observation of street activity including both vehicle and pedestrian stops, and citizen contacts.

Uniformed tactical patrol is often used to saturate an area that has been identified as experiencing a serious crime problem. It can be used to control any type of suppressible crime, including both street and commercial robbery, residential and business burglary, and vehicle theft. A variety of techniques exist which tend to both increase police visibility and enhance the citizens' perception of a police presence.

SATURATION PATROL:

Deployment of many marked police units in the target area with instructions to maintain a steady movement within the area.

FOOT PATROL:

Deployment of foot patrol officers in a significantly smaller area enables officers to more thoroughly check the area for criminal activity.

UNMARKED PATROL UNITS:

Deployment of uniformed officers in unmarked patrol units strikes a balance between covert and overt police patrol with a goal of realizing the advantages of both. While unmarked vehicles are generally less visible than marked vehicles, they are indeed readily recognizable to large segments of the community as police officers.

TANDEM PATROL:

Deployment of two marked police units travelling in tandem. Usually by having one vehicle following the other at an interval of one block or more or by travelling side by side on parallel streets.

FOOT & VEHICLE PATROL:

Deployment of uniformed officers in marked police vehicles. This tactic involves officers parking their vehicles in conspicuous locations and patrolling on foot in either the immediate area or one nearby.

FIELD INTERROGATION:

Deployment of uniformed officers in marked police units and on foot conducting both vehicle and pedestrian stops. These stops generate information about possible suspects and enhance the awareness of police activity within the target area.

The primary purpose of uniformed tactical patrol is crime deterrence. The use of this tactic is based upon the assumption that a visible, active patrol will deter potential offenders, particularly if it employs aggressive tactics including frequent vehicle and pedestrian stops. While uniformed tactical patrol can have a positive impact on the level of suppressible crime, it may simply lead to displacement from one area to another or from one time period to another.

#### COVERT SURVEILLANCE

Covert surveillance can be used against all types of suppressible crimes. There are two basic types of such surveillance. Suspect surveillance concentrates on criminal suspects and area surveillance concentrates on high-crime areas. The objectives of both types are to make on-scene arrests for crimes and to develop information to aid in later apprehensions.

#### SUSPECT SURVEILLANCE:

This tactic should be undertaken only when there exists sufficient probability for believing that a particular suspect is an active criminal who commits offenses with a frequency that a close monitoring of his activities would lead to a probable apprehension. This is an appropriate tactic to use when the identity of the offender(s) is known but the target and its location do not form a predictable pattern.

Suspect surveillance is not an easy tactic to use. Studies have shown that it takes a special kind of officer to use this tactic effectively. They also reveal that a known offender who qualifies for this type of surveillance, namely robbery and burglary suspects, was extremely "tail conscious."

However, there are several steps that can be taken to minimize the difficulties involved in the use of this tactic. First, a profile of the suspect should be developed. It should include both his home and business addresses, his criminal history, his method of operation, vehicles used, known associates, places frequented, and his picture. Second, adequate resources should be devoted to any such surveillance effort. Personnel, vehicles, and equipment are among those resources.

The difficulty and expense involved in maintaining a suspect surveillance deems that it should be attempted only when there exists sufficient reasons for believing it will be productive.

#### AREA SURVEILLANCE:

This tactic merely involves the covert patrol of a target area and the observation of suspicious activities. Covert patrol and surveillance of target areas can be used to make apprehensions for crimes when no particular suspects exist, known suspects are too numerous to permit personal surveillance, decoys are inappropriate, and the targets are too numerous to conduct either physical or electronic stake-outs. Examples of such targets will be residential

burglary, vehicle thefts, and larceny from auto. A variety of techniques could be employed in the use of this tactic. Among them are:

- A- Mingling with citizens at a crime scene with the possibility of obtaining suspect information.
- B- Roof-top surveillance of a shopping center parking lot to locate larcenies from vehicles. This tactic can also be used at night in an area where there are numerous business burglaries.
- C- Surveillance of a housing project or apartment complex by posing as a maintenance man or yard worker.
- D- Use of a vacant apartment to observe other apartments where numerous burglaries have taken place.
- E- Use of a male/female officer team in plainclothes to surveil either a housing project or apartment complex for burglaries.
- F- Use of a male/female officer team in plainclothes and an unmarked vehicle to surveil shopping centers and observe potential crime victims.

Care should be taken when employing this tactic to insure that the surveillance is truly covert. Vehicles used should not have permanent tags, or identifiable tags, and they should blend in with the area to be surveilled. Officers assigned to such tactics should also dress to blend in with the area. In addition, they should have legitimate non-police reasons for being in the area if confronted. It should be emphasized that specific techniques of covert patrol should be tailored to the specific crime problem and to the area involved.

Studies have shown that suspect surveillance may be the most practical approach in attempting to apprehend offenders who do not necessarily specialize in a particular type of crime. Similarly, area surveillance has been shown to be helpful in dealing with crime problems where it is difficult to identify either the targets or the suspects.

#### DECOY OPERATIONS:

Decoy operations can be used effectively against crimes for which police officers can convincingly pose as likely "victims." Decoys are frequently used to combat street robberies, purse-snatchings, rapes, and thefts from vehicles. The primary purpose of decoy operations is to make apprehensions for targeted crimes. However, by publicizing the use of decoys, there can be derived a deterrent effect.

The fundamental idea behind the use of decoys is to attract an offender to a prepared "victim." To conduct such an operation, one simply disguises an officer to resemble a likely victim of a target crime and places the officer in a location where the crime is likely to occur. The decoy is then watched closely by back-up officers and when a "hit" occurs the officers move in to arrest the suspect. It should be remembered that although the basic concept of this tactic is simple, serious complications involving citizen and/or officer safety can arise if the tactic is not employed in a safe, legal, and effective manner.

The type of decoy to be used should be determined by an analysis of the characteristics of previous victims in the targeted area. The size, race, age, dress, sex, and demeanor of a decoy should closely resemble that of previous victims. In selecting a decoy, it is important to consider an officer's ability as an actor. Considerable skill at role-playing is required. In general, a decoy should try to act like a potential victim and present an attractive target without being too obvious. For example, overacting can arouse the suspicions of potential offenders. In addition, the display of large amounts of cash, expensive jewelry, or camera equipment, or the decoy who appears to be "falling down drunk" could provide arrested suspects with the opportunity to use the defense of entrapment.

Back-up officers should also be either disguised or concealed so that they can stay close to the decoy without being recognized. They should develop techniques for watching the decoy without giving the appearance of doing so. Many criminals are particularly adept at identifying police officers as decoys or back-ups. For the most part, communications between back-up officers and the decoy are visual, with great reliance placed upon pre-arranged signals to indicate when a "hit" has taken place.

After identifying areas in which decoy operations might be effectively used based upon proper analysis, a decoy team should look for places which appear advantageous from a potential offender's viewpoint while at the same time provide the officers with an opportunity to observe the decoy and to control any "hit" situation. In all cases when this tactic is employed, the officers regularly assigned this area should be informed that decoy operations are being undertaken in their area.

The use of this tactic can be highly effective in making quality arrests for the target crime. However, the time and effort involved in the use of the tactic could bring the cost effectiveness of it into question.

#### STAKE-OUTS:

Stake-outs are used primarily to make apprehensions. Their purpose is to have officers at the scene of a crime when it happens, or soon enough afterwards to enhance apprehension capabilities. This tactic can also provide a significant deterrent effect if the general public is informed that it is being used. Both media exposure or posting stake-out notices in the target area can accomplish this.

There are two basic types of stake-outs, physical and electronic. Physical stake-outs require the placement of officers in positions where they can observe a specific location previously identified as a likely target. An electronic stake-out most often involves the use of alarms, such as the PARBAS unit, and occasionally cameras similar to those used in banks. While both types of this tactic could be used in any type of suppressible offenses, they are most often used to cope with robbery and burglary.

#### PHYSICAL STAKE-OUTS:

This tactic involves the covert placement of officers either inside or in the immediate vicinity of the target. The use of two officers is desirable at a stake-out site to insure both their's and the citizens' safety. Most often, other units are positioned outside the stake-out target and when a "hit" is made they are notified by a pre-arranged signal. A desirable advantage of this type of deployment is that it allows for the arrest to be made in the street. This method is considered safer than confronting an armed suspect inside a crowded store and reduces the opportunity for hostages to be taken.

It is most important that physical stake-outs be truly covert if they are to result in apprehensions. Officers should be instructed to remain in place until either the target crime or an equally serious offense takes place. They should not "blow their cover" attempting arrests for minor offenses. Employees should be briefed on the proper procedures to follow should a "hit" occur. These instructions should include an admonition not to take any actions which might tip the officers' presence, to cooperate during a robbery, and under no circumstances to attempt to assist the officers make an arrest.

It should be noted that physical stake-outs are extremely time-consuming and costly. They should be undertaken only when analysis provides strong indications of a target crime or upon the receipt of solid information that a target crime will occur.



#### ELECTRONIC STAKE-OUTS:

This tactic generally provides officers with an early warning of a crime to enable them to respond quickly enough to effect an on-scene arrest. Such stake-outs are labor-saving devices and very cost effective compared to the physical stake-out.

Alarm systems are most effectively used when a number of targets are in close proximity to one another and have been identified as likely targets. This is particularly true when a dedicated (directed patrol) unit is responsible for monitoring the alarms.

The effective use of electronic stake-outs requires the fullest cooperation of the owners and employees of target businesses. This cooperation is essential if we are to maintain the covert nature of electronic stake-outs. Similarly, it is important to develop a covert procedure for installing such devices. Installation should be made when officers are least likely to be observed. Posing as cash register repairmen or electricians is a suggested method.

#### CRIME PREVENTION:

The primary objective of any Crime Prevention Program is to bring the resources of both the police and the public to bear in coping with and solving crime problems. Promoting and coordinating security measures that will provide residents, business owners, and individuals with information that will help in the safe-guarding of their premises or persons should increase community safety and reduce and/or displace crime over a period of time.

Following is a series of Crime Prevention tactics directed toward specific crime targets. Implementation of these tactics before and/or after the fact of the crime will be noted when applicable.

#### RAPE:

- A- Conducting rape prevention programs, utilizing the "Female Security Handbook", related films and brochures, to female groups. (before the fact)
- B- Conducting female security programs (on street, in car, at home) utilizing the "Female Security Handbook", related films, and brochures to female groups. (before the fact)

#### ROBBERY:

- A- Installing PARBAS unit with bill trip at retail establishment, either in high crime area (before the fact) or after repeated offenses. (after the fact)
- B- Conducting robbery prevention seminars for retail clerks and shopowners, utilizing related films and brochures. (before or after the fact)
- C- Conducting business security evaluations on retail establishments, concentrating on visibility of cashier, merchandise location, transportation/storage of monies, etc., utilizing films and brochures. (before or after the fact)
- D- Distributing robbery prevention printed material to area businesses on an individual basis. (before or after the fact)

#### ADW & ASSAULT:

- A- Conducting personal security programs (on street, in car, at home) to interested groups, utilizing related films and brochures. (before the fact)

#### STOREBREAKING & LARCENY:

- A- Installing PARBAS unit with window/door trip at business either located in a high crime area (before the fact) or after repeated offenses. (after the fact)

- B- Exposing and explaining burglar alarm displays to business owners (using either portable displays or Crime Prevention vans' displays. (before or after the fact)
- C- Distributing prevention printed materials to area commercial establishments on an individual basis. (before or after the fact)
- D- Conducting business security inspections of business site, utilizing CPD Forms A-1 or T-3. (before or after the fact)
- E- Completing CPD Form A-44 (Business Burglary Evaluation Report) after break-in has occurred to be used as security weakness assessment aid. (after the fact)
- F- Distributing "Operation Owner Identification Program" electric engravers for use on office machines and equipment accompanied by related brochures and decals. (before the fact)
- G- Updating old and issuing new emergency CPD Numbers on an on-going basis. (before or after the fact)
- H- Utilizing CPD Form A-2, unsecure premises form, on 2nd & 3rd Shifts. (before the fact)
- I- Enforcing city ordinance 10-14 (vacant lot clearance) when next to a business site. (before the fact)
- J- Utilizing business security films at programs directed towards business owners/managers. (before and after the fact)
- K- Police involvement in environmental design -building planning/pre-construction phase. (before the fact)
- L- Police input and involvement in city governmental processes concerning the drawing of ordinances affecting the security of business establishments. (before the fact)

#### HOUSEBREAKING & LARCENY:

- A- Setting up and conducting "Neighborhood Watch Programs" in interested neighborhoods, utilizing related films and brochures. (before and after the fact)
- B- Distributing "Operation Identification Program" electric engravers to individuals or groups, accompanied by related brochures and decals. (before and after the fact)
- C- Distributing prevention printed materials to residents on an individual or group basis. (before or after the fact)
- D- Exposing and explaining burglar alarm displays to home owners/apartment dwellers, either on an individual or group basis, utilizing either portable displays or C.P. Van displays. (before or after the fact)

- E- Utilizing residential security films at programs directed toward home owners/apartment dwellers. (before or after the fact)
- F- Conducting residential security inspection (CPD Form D-4) of private residences. (before or after the fact)
- G- Encouraging participation in "zone check" service to temporarily vacant houses. (before the fact)
- H- Enforcing city ordinance 10-14 (vacant lot clearance) when lot in next to a residential site. (before the fact)
- I- Police input and involvement in city governmental processes concerning the drawing of city ordinances affecting the security of private residences. (before the fact)

#### LARCENY FROM AUTO:

- A- Conducting personal security programs (in the car) utilizing related films and brochures. (before the fact)
- B- Distributing flyers directed to out of town visitors regarding vehicle security - for use by hotels, motels, airport, Coliseum, etc. (before the fact)
- C- Police involvement in environmental design concerning street and parking lot lighting, landscaping, shrub placement, etc. (before the fact)
- D- Supplemental use of Police Reserves in patrolling public parking lots. (before or after the fact)
- E- Police involvement in decision-making process surrounding placement of "reminder signs", ie: lock your car, secure your valuables, etc. on both public and private parking areas. (before the fact)
- F- Distributing "Operation Identification Program" electric engravers to groups or individuals, accompanied by related brochures and decals. (before or after the fact)
- G- Soliciting coverage by the printed and electronic media on vehicle security at Christmas time (PSA's). (before the fact)

#### LARCENY OF BICYCLE:

- A- Enforcing bike registration ordinance. (before the fact)
- B- Conducting school and residential security programs about engraving DL number on bikes, and on bike security in general, utilizing related films and brochures. (before or after the fact)
- C- Distributing related printed materials to school children and parents on an individual basis. (before or after the fact)

#### LARCENY:

- A- Conducting "Operation Identification Program" with electric engravers. (before the fact)
- B- Conducting "zone checks" of construction sites after hours. (before the fact)
- C- Conducting security inspections of construction sites during working hours. (before the fact)

#### AUTO THEFT:

- A- Enforcing the "key in ignition" ordinance and distributing related flyers. (before the fact)
- B- Conducting security evaluations of key control systems at both new and used car lots. (before the fact)
- C- Supplemental use of Police Reserves to patrol public parking lots. (before or after the fact)

#### ELECTRONIC SURVEILLANCE EQUIPMENT:

##### PARBAS:

The Department presently has thirty-two (32) PARBAS (Portable Automatic Robbery/Burglary Alarm System) units which are operable. These units are used by the Department to facilitate electronic stake-outs. These units are small self-contained electronic alarm systems that can be installed in either businesses or residences. The unit is activated by remote control (panic button), a bill trip, a floor mat switch, or by a magnetic window/door trip. Any combination of these triggering devices may be used to arm and activate these units. Once activated, the unit transmits a pre-recorded message giving the location of the unit and the type of crime in progress.

##### RADAR:

Radar units are utilized by patrol officers to electronically monitor the speed of vehicles. These units are designed to detect the speed of vehicles from a fixed location on selected highways or near intersections. The Department presently has nineteen (19) such units in operation.

##### BODY TRANSMITTER:

This small radio transmitter is designed to be strapped to the body and can be utilized for two purposes.

- A- To record conversations which may be used as evidence.
- B- To monitor conversations between an undercover officer and a suspect in order to determine if the officer is in any danger or needs assistance.

This equipment is presently being held in storage and cannot be released or used without the permission of the Police Attorney.

##### BOOM MICROPHONE:

Commonly referred to as a "shotgun mike", this equipment is a long range directional, condensor microphone which is capable of collecting sound from a distance. This equipment is presently being held in storage and cannot be used or released without the permission of the Police Attorney.

## OTHER SURVEILLANCE EQUIPMENT:

### HELICOPTER:

The Department's Bell Jet Ranger II helicopter is a very versatile piece of equipment that can be utilized as a surveillance tool. This aircraft is capable of travelling at speeds up to 150 MPH, and is an excellent tool for viewing streets, parking lots, and roof tops for possible criminal activity.

### NIGHT VISION SCOPE:

The Department owns one Zeniscope Model NVC-100, which is a viewing device that enables one to see clearly in the dark. This unit amplifies existing light several thousand times. As a result, an area that is completely dark to the naked eye would be visible when viewed through this scope, a battery-powered instrument. This equipment weighs less than three pounds and is approximately ten inches long. It can be used to view subjects in alleyways, unlighted store interiors, forests, wooded areas, and warehouses. It is presently stored in the equipment room of the Special Investigations Bureau.

## SESSION 8

### DAY III

11:15-12:30

### MANAGING CHANGE

Most progressive managers today are deeply concerned with the problem of developing managerial strategies appropriate to the changing conditions. The word "change" is no longer even a buzz word. It has become part of our everyday language. Managers are continually working on the problems of how to develop a flexible organization which can move with changing requirements, which can be "proactive" (influencing the environment) rather than reactive. Managers are seeking ways to establish a work climate in which increasingly complex decisions can be made by people with the information regardless of their location in the organization. Managers are looking for ways in which increasingly complex technologies can be managed and in which people who have an ever higher sense of freedom and autonomy can be encouraged to want to stay and work in their organizations. The search for ways of concurrently increasing collaboration among the members of organizations and at the same time increasing the rationality of decisions occupies many hours of management time and many chapters in management books. (Beckhard, 1969)

The statement above articulates well the challenges common to public and private organizations and the people who manage them. Managers at Exxon and Chrysler, along with their counterparts in federal, state, and municipal government, are dealing with an environment of constant change.

In the previous sessions, some of the critical issues faced by police agencies were raised and discussed. Budgets shrink while the expectations of police personnel, the public and municipal management expand. Often, each group is headed in a different direction. It is the police manager whose task at hand is to deal with these and a variety of other complex problems. The manner in which this can be done is through application of innovation and change through a careful management process.

The management of change allows the police executive to introduce innovations directed at greater efficiency and/or constituent satisfaction. It attends to the information, knowledge and adoption requirements of the groups and systems components critical to the implementation of innovation and change.

Earlier sessions in this program have addressed specific police programs, policies, and innovations. In this session, we will review and apply key concepts of planned change as they relate to the development of a strategy outline for a program change which may be describe within your agency. The material to be covered is drawn from a broad range of sources. An important one is Richard Beckhard's Organization Development: Strategies and Tactics. It is a source of a great deal of material presented here and should be considered essential reading for anyone interested in organization development.

#### Why Manage Change

Through the application of a careful process to manage change, it is possible to realize considerable benefits through the implementation of new programs and policies. Not only is it possible, it is the only reasonable course of action for today's police executive. Maintenance of the status quo is the impossible task for we know that change occurs by itself every day. Unfortunately, random change or change left to chance seldom contributes to the successful accomplishment of an organization's mission or goals.

#### What is Managed Change?

- Planned
- Systemic
- Top-down management.

#### What are its goals?

Managed change seeks to establish or restore organizational health and effectiveness with the following characteristics:

- work managed against goals and plans for achievement of goals
- problems, tasks, or projects dictate organization of human resources
- sources of information dictate where decisions are made
- managers and supervisors are rewarded for system performance, growth, and development of subordinates, creating a viable working group
- communication (lateral and vertical) is relatively undistorted
- conflict between individuals and groups is treated as a problem subject to problem-solving methods
- high "conflict" about task and project and low conflict regarding interpersonal difficulties
- organization and its parts perceive themselves interacting with each other and with a larger environment
- management support of each person or organizational unit to maintain integrity and uniqueness in an interdependent environment
- feedback mechanisms exist so that individuals and groups can learn from experience.

**CONTINUED**

**3 OF 4**

### Characteristics of Managed Change Efforts

In managing change, there are a number of characteristics which direct the efforts of top-down management such as:

- consonant with organization's mission
- long-term
- action oriented
- focus on changing attitudes and/or behavior
- rely on experience-based learning activities
- group oriented.

### Barriers to Change

No discussion of planned change can be considered complete without some discussion of the constraints to the change process. If one adheres to Kurt Lewin's force field concept that organizational structures are not static but dynamic, one believes that the equilibrium of the organization is maintained by a balanced field of forces working against each other. In order for change to take place, the driving forces (those seeking change) must increase in strength or the restraining forces (opposing change) must be weakened, or both. In order to do either, it is important to have some understanding of the forces resisting change. They may include:

- force of habit
- challenge to authority
- increased/decreased workloads
- appearance of failure or inadequacy
- unclear or misunderstood goals
- ripple effect
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### Conditions Which Require the Management of Change

Among the list of needs which typically require managed change responses are:

- change a managerial strategy
- improve intergroup collaboration
- open up communication system
- 
- 
-

### How is Planned Change Managed?

Earlier in this session, planned change was described to include the systematic diagnosis of the organization, development of strategic plans for improvement, and the mobilization of resources to carry it out. At this point, we will briefly examine each of these areas separately. Later presentations will provide greater detail in these areas as they apply to specific police programs, policies, and innovations.

#### Organizational Diagnosis

This management activity usually occurs at two levels within an organization. The first level of diagnosis examines the groups within the total organization. For example, in a police agency, they may include top management teams, patrol or detective divisions, communications, etc. The second level of diagnosis includes the processes which occur within the organization. Included in this category may be the decisionmaking process, communication patterns and styles, management of conflict, and goal setting.

In Diagnosing Your Organization (1976), Marvin Weisbord identifies six areas of inquiry which may be used in the diagnostic phase of managed, planned change:

- purpose
- structure
- rewards
- helpful mechanisms
- relationships
- leadership

Among the important tools and sources of information police managers have available for the effective diagnosis of their agencies are several which are addressed elsewhere in this program:

- work demand data
- crime analysis data
- personnel policies
- statements of departmental goals
- others.

### Selection of Remedies and Formulation of Plans

Having completed the analysis of available information and diagnosed the organizational needs or ills, the next management activity of a planned change process is the selection of an appropriate remedy and the formulation of strategic plans for implementation. In evaluating the relative merits of a particular change, it is important that the readiness of the organization to adopt that change be measured. The literature on this subject is voluminous and contains hundreds of variables which may be examined to determine the suitability of a particular innovation for the host organization. A useful tool for that measurement, however, is the A VICTORY formulation of H. Davis:

- Ability
- Values
- Idea
- Circumstances
- Timing
- Obligation
- Resistance
- Yield.



#### OPERATIONAL GOALS

- To develop a self-renewing, viable system that can organize in a variety of ways depending on tasks
- To optimize the effectiveness of both the stable and temporary systems through built-in, continuous improvement mechanisms
- To move toward high collaboration and low competition between interdependent units
- To create conditions where conflict is brought out and managed
- To arrive at the point where decisions are made on the basis of information rather than organizational role.

#### PHASES OF ADOPTION

- Awareness
- Interest
- Evaluation
- Trial
- Adoption.

#### SPECIFIC STRATEGIES

The range of specific strategies which may be pursued to implement change is enormous. It may be useful, however, to look at some of the categories of strategic interventions appropriate to this type of change process:

- working with teams on team development
- working on intergroup relationships between subsystems
- working on planning and goal setting for individuals, teams, and larger systems
- working on educational activities to upgrade knowledge, skills, and abilities of key personnel at all levels.

## Mobilization of Resources

The final phase of the change process is the mobilization of resources necessary to carry out the desired changes. The basic building blocks or resources of an organization are groups or teams of people. Therefore the basic units of change are groups and not individuals. Running parallel to that assumption is another; groups and individuals within them require a sense of "ownership" if adoption of change, rather than passive acceptance, is to occur. At various points in the planning process, it may be desirable or essential to solicit input from groups or subsystems within the organization. In the diagnostic phase, staff surveys may be necessary to have sufficient information for a correct diagnosis of the organization's ills. In the planning process, it may be important to establish a task force (or collaboration group) composed of representatives of the affected groups. The input of such groups is generally invaluable in determining common concerns, attitudes, and directions regarding change strategies, etc. During the implementation stage of the change process, the involvement of groups directly and indirectly affected by the proposed change is essential. Therefore, it may be useful to look at ways in which groups might be effectively dealt with during this phase of the process.

Let us assume that, as the result of a directed patrol program, new teams have been organized with the patrol division. It is fairly safe to assume that the following conditions exist among the new teams:

- fair degree of confusion as to roles and relationships
- fairly clear understanding of short-term goals
- team members have the competence needed to carry out tasks and that the tasks are sufficiently challenging to draw on these competencies
- team leaders' attention will be focused on the task rather than on the relationships between members.

Experience in working with new groups in a variety of settings has shown us that, if left to its own devices, the new team will focus its early efforts on task and work problems. Overtime, relationship problems surface as they do in any human interaction. By the time this occurs, working out those relationships may be time-consuming, costly and/or impossible.

Considerable benefits have accrued to organizations when new groups take a short period at the beginning to examine collaboratively how they will work together, and their methods, procedures, work relationships, and priority concerns.

One model, consisting of a one to two-day retreat, which has been effective in a number of new team development efforts, include the following components:

- a statement, discussion, and clarification of the group mission--its goals, timetable, work task
- a discussion of the concerns and hopes of the group members for the joint effort
- a presentation by the group leader of his plan to organize the work--the organization structure, system inter-relationships, and general ground rules
- a discussion of major areas of responsibility and authority of each member
- development of communication mechanisms
- where appropriate, planning for the training of the rest of the organization
- arrangements for follow-up meetings.

Other models may be appropriate to different groups. Work teams which are not new, for example, but which are taking on different or new responsibilities should also go through a development exercise. In that case, it will be important to elicit information from group members prior to the meeting regarding the effectiveness of team operation and obstacles to optimal use of group resources. That information can be used to establish an agenda which begins with a resource person feeding back the data collected from team members. The major activity of the meeting is to work through the data, solving those problems which can be adequately addressed at that time and developing action plans for dealing with others which may take longer. The focus of such a meeting is on action planning based on the information produced. The team should leave the meeting with a list of follow-up activities, including meetings and a timetable of actions.

Whatever the nature of the group or the intervention, the point can not be overstressed that in order for proposed change to become reality, affected groups must be clear regarding the nature of the change and its implications, their roles and functions, and the inter-relationships important to successful implementation.

## SUMMARY

Earlier in this session, one of the characteristics of planned change was its action-orientation. As a fitting conclusion, we would like to share a number of axioms for action derived from the literature of planned change as well as the conventional wisdom of practitioners.

- Gather complete, precise information
- Know exactly what innovation is sought
- Enlist the support of power figures
- Inform and involve all concerned
- Know your opposition
- Focus on the local level
- Let others take the credit
- Provide feedback on both successes and setbacks
- Listen to those who resist
- Remember that temporary changes are more readily accepted
- Be mindful that people seldom change immediately under pressure, but they seldom change without pressure
- Do not expect adoption to come in the form or the time you anticipate
- Acknowledge that adoption of innovation will occur at the pace of the person or organization
- When you confront a stalemate, look for higher ground.

## BIBLIOGRAPHY

1. Organizational Development: Strategies and Models, Richard Beckhard, Reading, Mass., Addison Wesley Publishing Company, 1969.
2. Diagnosing Your Organization, Marvin Weisbord, Wynnewood, Pa., Organization, Research and Development, 1976.
3. A Checklist for Change: In National Institute of Mental Health, A Manual for Research Utilization, H.R. Davis, Washington, D.C., Government Printing Office, 1971.

### TASK ACTIVITY

Select a category of patrol workload to which you are going to apply one of the alternative decision options listed on page 80 of this handbook. Of course, you may select any category of patrol workload and are not limited to those in the "sample" workload presented during this training event.

The program change selected should be one that can benefit the agency most (and be one that can be implemented).

Once you have made your selection, carefully consider the suitability of the particular innovation for your agency as well as the forces of resistance which might be encountered.

To assist you in these deliberations, appropriate formats have been developed.

You are expected to devote the balance of this session to those deliberations.

CATEGORY OF WORK SELECTED: \_\_\_\_\_

OPTION SELECTED: \_\_\_\_\_

### APPLICATION OF A VICTORY

COMPONENT

COMMENT

### ABILITY:

organizational resources and capabilities sufficient to implement/evaluate innovation; sanctions of decisionmakers to adopt change.

### VALUES:

degree of accord with organization's philosophy and operating style.

### IDEAS:

adequacy of knowledge about the innovative procedure and the proposed action steps.

COMPONENT	COMMENT
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CIRCUMSTANCES:

features of the organization environment relevant to successful adoption or adaption of the innovation.

TIMING:

readiness to consider the innovation; the particular combination of events at a given time that might affect the likelihood of innovation.

OBLIGATION:

the felt need to change from the existing modus operandi, or at least to try the proposed change.

COMPONENT	COMMENT
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RESISTANCE:

inhibiting factors, the organizational or individual disinclination to change.

YIELD:

the benefits or payoff from the innovation, as perceived by potential adoptees and by those implementing the innovation at the operating level. (Davis, 1971)

Listed below are several forces which lead to resistance to change. All should be considered in developing your implementation plan. Briefly describe the actions you will take to overcome the resistance:

FORCES	ACTION TO OVERCOME
1. Force of Habit	
2. Challenge to authority	
3. Increased/decreased workload	
4. Appearance of failure or inadequacy	

FORCES	ACTION TO OVERCOME
5. Unclear or misunderstood goals	
6. Ripple effect	
7. Others	

SESSION 9

DAY III

12:30-12:45

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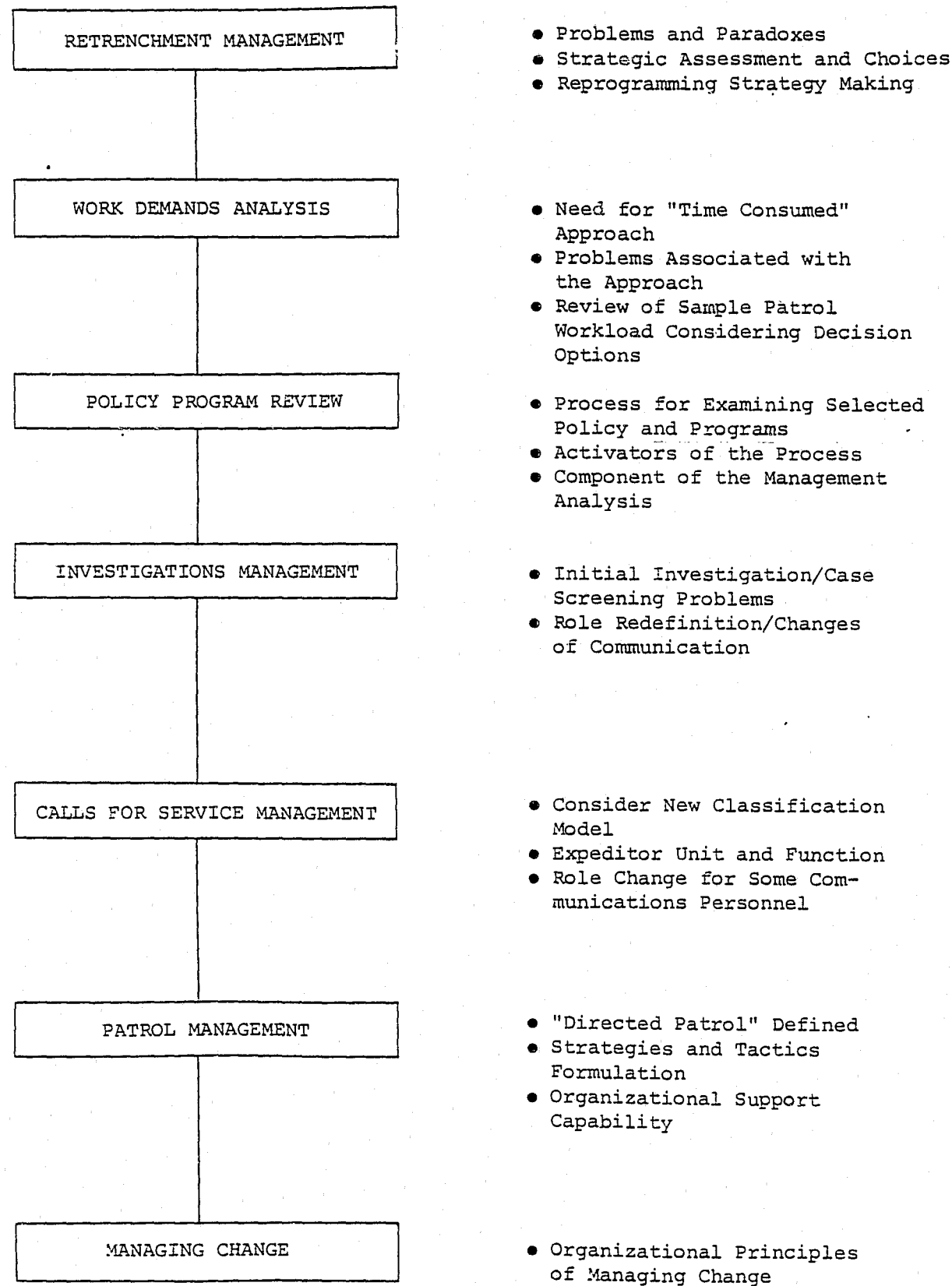
SYNTHESIS/SUMMARY

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In this session we will review the highlights of each of the components in the training program and consider the important linkages which exist.

There will be time to raise questions for discussion by the group.

# IMPROVING POLICE MANAGEMENT - FLOW OF TRAINING



## Research Utilization Program

Workshop on

IMPROVING POLICE MANAGEMENT

Orlanda, Florida - May 18-20, 1981

EVALUATION FORM

State: \_\_\_\_\_

Current Job Title: \_\_\_\_\_

No. of years with the agency: \_\_\_\_\_ No. of years in current position: \_\_\_\_\_

Your responses to the following questions will help us improve the delivery of this workshop. Read each item carefully, circle the rating which most accurately reflects your assessment and please provide any comments, suggestions or recommendations.

### INDIVIDUAL SESSIONS

Please rate each session presented by:

1. assessing on a 5-point scale (5 = excellent; 1 = very poor) the material and presentation from the following perspectives: clarity--was the information clearly presented, specificity--was it at an appropriate level of detail, new information/different perspective--did the content include any new ideas, approaches or did the presentation suggest another approach to you, applicability--is the information practical for your agency, and presenter's delivery style.
2. indicating on a 5-point scale (5 = greatly, 1 = not at all) the extent to which the information presented in the session increased your understanding of the concepts or requirements for application.

Session 1: Overview

1. Assessment of presentation:

clarity	5	4	3	2	1
presenter's delivery style	5	4	3	2	1

Comments: \_\_\_\_\_



Session 2: Retrenchment Management

## 1. Assessment of presentation:

clarity	5	4	3	2	1
specificity	5	4	3	2	1
new information/different perspective	5	4	3	2	1
applicability	5	4	3	2	1
presenter's delivery style	5	4	3	2	1

## 2. Increased understanding or knowledge of:

- the problems/paradoxes associated with retrenchment management. 5 4 3 2 1
- the strategic choices which must be considered. 5 4 3 2 1
- several of the duties to be performed by the planner/analyst. 5 4 3 2 1

Comments (e.g., concepts, strategies): \_\_\_\_\_

Session 3: Work Demands Analysis

## 1. Assessment of presentation:

clarity	5	4	3	2	1
specificity	5	4	3	2	1
new information/different perspective	5	4	3	2	1
applicability	5	4	3	2	1
presenter's delivery style	5	4	3	2	1

## 2. Increased understanding or knowledge of:

- why a "time consumed" approach to workload analysis is desirable. 5 4 3 2 1
- application of selected decision options to the categories of patrol workload. 5 4 3 2 1

## 3. Assessment of task activity:

applicability of task	5	4	3	2	1
relevancy of discussion	5	4	3	2	1
opportunity for participation	5	4	3	2	1

Comments (e.g., concepts, strategies): \_\_\_\_\_

Session 4: Policy/Program Review

## 1. Assessment of presentation:

clarity	5	4	3	2	1
specificity	5	4	3	2	1
new information/different perspective	5	4	3	2	1
applicability	5	4	3	2	1
presenter's delivery style	5	4	3	2	1

## 2. Increased understanding or knowledge of:

- the six stages of the policy/program review process presented. 5 4 3 2 1
- how to apply the process to identified problems. 5 4 3 2 1

Comments (e.g., concepts, strategies): \_\_\_\_\_

Session 5: Investigations Management

## 1. Assessment of presentation:

clarity	5	4	3	2	1
specificity	5	4	3	2	1
new information/different perspective	5	4	3	2	1
applicability	5	4	3	2	1
presenter's delivery style	5	4	3	2	1

## 2. Increased understanding or knowledge of:

- the scope of the impact upon the organization which occurs with the implementation of MCI. 5 4 3 2 1
- several of the steps which can be taken to improve patrol officer/detective relationships. 5 4 3 2 1
- the changes which occur in the inter-communications requirements for detective personnel with the establishment of a "case screening" system. 5 4 3 2 1

## 3. Assessment of task activity:

applicability of task	5	4	3	2	1
relevancy of discussion	5	4	3	2	1
opportunity for participation	5	4	3	2	1

Comments (e.g., concepts, strategies): \_\_\_\_\_

Session 6: Calls for Service Management

## 1. Assessment of presentation:

clarity	5	4	3	2	1
specificity	5	4	3	2	1
new information/different perspective	5	4	3	2	1
applicability	5	4	3	2	1
presenter's delivery style	5	4	3	2	1

## 2. Increased understanding or knowledge of:

- the component parts of a CFS management program.	5	4	3	2	1
- the categories used in a new model of call classifications.	5	4	3	2	1
- the scope of the changes in the role of the call intake operator under a CFS management program.	5	4	3	2	1

## 3. Assessment of task activity:

applicability of task	5	4	3	2	1
relevancy of discussion	5	4	3	2	1
opportunity for participation	5	4	3	2	1

Comments (e.g., concepts, strategies): \_\_\_\_\_

Session 7: Patrol Management

## 1. Assessment of presentation:

clarity	5	4	3	2	1
specificity	5	4	3	2	1
new information/different perspective	5	4	3	2	1
applicability	5	4	3	2	1
presenter's delivery style	5	4	3	2	1

## 2. Increased understanding or knowledge of:

- the meaning of the term "directed patrol."	5	4	3	2	1
- management decisions required for effective "specific/proactive" programs.	5	4	3	2	1
- the need for key organizational support units in the management of patrol programs.	5	4	3	2	1

## Session 7 (continued)

## 3. Assessment of task activity:

applicability of task	5	4	3	2	1
relevancy of discussion	5	4	3	2	1
opportunity for participation	5	4	3	2	1

Comments (e.g., concepts, strategies): \_\_\_\_\_

Session 8: Managing Change

## 1. Assessment of presentation:

clarity	5	4	3	2	1
specificity	5	4	3	2	1
new information/different perspective	5	4	3	2	1
applicability	5	4	3	2	1
presenter's delivery style	5	4	3	2	1

## 2. Increased understanding or knowledge of:

- the change variable formulation (A VICTORY).	5	4	3	2	1
- phases of planned change.	5	4	3	2	1

## 3. Assessment of task activity:

applicability of task	5	4	3	2	1
relevancy of discussion	5	4	3	2	1
opportunity for participation	5	4	3	2	1

Comments (e.g., concepts, strategies): \_\_\_\_\_

Session 9: Synthesis/Summary

## 1. Assessment of presentation:

clarity	5	4	3	2	1
presenter's delivery style	5	4	3	2	1

Comments: \_\_\_\_\_

WORKSHOP OVERALL

Please indicate your assessment on a 5-point scale (5 = completely, 1 = not at all) to what extent the objectives of the workshop were met on the basis of how well you are able to:

- indentify/describe the current state of the art of selected critical components of the MCI/MPO program. 5 4 3 2 1
- understand the problems to be addressed and strategic choices to be made in the develop-ment of rational management strategies which are both proactive and reactive. 5 4 3 2 1
- conduct a review of current departmental patrol workload demands considering using categorical "time-consumed" information in determining alternatives to current policies and practices. 5 4 3 2 1
- apply a policy/program review process to the ongoing examination of the existing policies and programs. 5 4 3 2 1
- understand the organizational principles of managing change in order to facilitate ini-tiation and successful implementation of desired policy and/or program alternatives derived from MCI/MPO field test site experience. 5 4 3 2 1
- understand a strategy and development process which has proven successful in implementing "directed patrol" programs in the MPO Field Test Program. 5 4 3 2 1

Please indicate your level of satisfaction on a 5-point scale (5 = very satisfied, 1 = very dissatisfied) with the activities and processes of this workshop listed below.

Lectures

- Relevancy of visual aids (transparencies) 5 4 3 2 1
- Time allocated 5 4 3 2 1
- Opportunity for questions 5 4 3 2 1

Task Activities

- Usefulness of task activity 5 4 3 2 1
- Time allocated 5 4 3 2 1

Workshop Flow

- Sequency of sessions 5 4 3 2 1
- Transition from one session to next 5 4 3 2 1

Materials

- Handbook 5 4 3 2 1
- Supplementary materials 5 4 3 2 1
- Task worksheets 5 4 3 2 1

How useful was the TOTAL workshop to you?

- Very useful 5 4 3 2 1 Useless

How appropriate was the information presented in this workshop to your agency?

- Very appropriate 5 4 3 2 1 Very inappropriate

Please be specific when answering the following questions:

1. What information presented at this workshop has the greatest relevancy to your agency?

Why?

What from above has the greatest application potential in your agency?

2. What information presented at this workshop has the least relevancy to your agency?

Why?

3. Other comments and suggestions:

Please circle the Planning Group to which you were assigned: A B C D

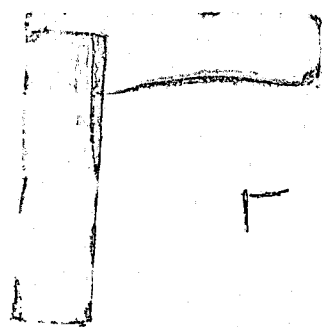
Did you attend any of the following workshops?

Managing Pressures of Inflation (MPI) \_\_\_\_\_

Managing Patrol Operations (MPO) \_\_\_\_\_

Managing Criminal Investigations (MCI) \_\_\_\_\_

THANK YOU FOR YOUR COOPERATION



**END**