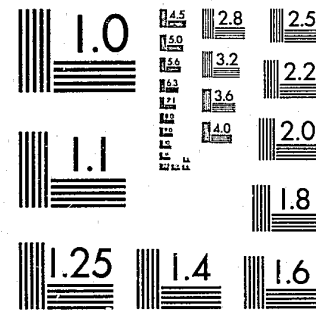


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A Case Study

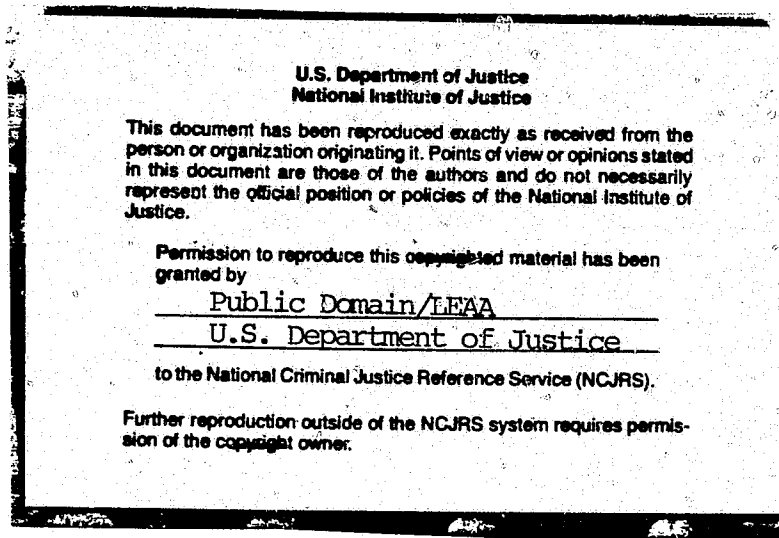
by

Katryna J. Regan

December 1977


THE URBAN INSTITUTE

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Neighborhood Team Policing in
Elizabeth, New Jersey:
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Katryna J. Regan
December 1977

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

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Contract Report 9-5054-12



THE URBAN INSTITUTE

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- Chief Michael Roy;
- Deputy Chief Patrick Maloney;
- Captain Fred Grimm who commanded the team during the first fifteen months of operation;
- Lieutenant Joseph Hennings, Team Police Project Director; and,
- Craig Wanner, Team Analyst.

In July 1977, I made a final visit to Elizabeth to review a draft of this case study with representatives of the department. Their assistance in the review and verification is greatly appreciated.

The citizen survey was conducted and analyzed by Alfred Tuchfarber and his staff at the Behavioral Sciences Laboratory, University of Cincinnati. They also provided analytical support for the patrol officer survey.

Katryna Regan
The Urban Institute

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PREFACE

In 1975, the Office of Technology Transfer (OTT), part of the National Institute of Law Enforcement and Criminal Justice in the United States Law Enforcement Assistance Administration (LEAA), awarded grants to six demonstration sites to demonstrate the concept of "full service neighborhood team policing." Generally speaking, this concept involves decentralizing police work to the community level, where groups of 20 to 40 officers become familiar with area residents and handle cases from start to finish. The assumption is that the law enforcement officials can then prevent and control crime better.

The sites LEAA chose for this demonstration were Boulder, Colorado; Elizabeth, New Jersey; Hartford, Connecticut; Multnomah County, Oregon; Santa Ana, California; and Winston-Salem, North Carolina.

In 1975, The Urban Institute received a grant to evaluate this project. Between the last quarter of 1976 and the third quarter of 1977, the Institute visited the sites several times and evaluated their implementation of team policing.

Eight separate reports document the evaluation. Six are case studies of each site that describe background and setting, planning and implementation of team policing activities, and program results. The seventh report describes how OTT designed and ran the team policing program, and the last report summarizes evaluation findings for all sites.

The eight Urban Institute reports are:

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

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I. INTRODUCTION AND SUMMARY OF TEAM POLICING IN ELIZABETH

A. INTRODUCTION

There has been interest in team policing within the Elizabeth Police Department since 1970. Department administrators felt that their budget could not accommodate the training, overtime and team office rental expenses associated with such a program. In January of 1976, funded by a \$179,000 LEAA grant, the Elizabeth Police Department implemented a team policing program. Police operations in the northeastern section of the city were decentralized as full service neighborhood team policing was implemented.

The implementation of team policing in Elizabeth resulted in few departures from traditional police policy. Those changes which were instituted seem to have had the greatest impact on police at the supervisory level. Patrol officers experienced a lesser effect. For example, the team commander was given 24-hour responsibility for providing police services in the team area. Also, sergeants undertook more responsibilities within the team structure. The detectives were no longer under the command of the central detective division and the location of their office changed from headquarters to the team storefront. The major change in their actual work was to broaden their interaction with patrol officers. Team policing enabled the patrol officers to conduct their own follow-up investigations. However, it is interesting to note that, in two surveys of Elizabeth team members (before

program implementation and a year later), officers reported no significant changes when describing their work.

The surveys also showed that the officers' feelings about their job did not change during that time--they were satisfied before team policing and continued to like their jobs after the program was implemented.

Police Director Joseph Brennan plans to implement team policing citywide in the near future. He feels it is time to stress the fact that maintaining a safe city is a responsibility to be shared by the citizens and the police:

"We gave them crime prevention and Operation Identification. They have a responsibility and if they don't follow our directions as police professionals, they'll have to suffer the consequences."

He also noted that the police cannot be held responsible for problems which are beyond their control such as thefts from unlocked cars or homes.

B. SUMMARY OF IMPLEMENTATION AND OUTCOMES

The Urban Institute has identified 20 team policing elements in the literature the LEAA Office of Technology Transfer (OTT) sent to the team policing sites. These elements encompass characteristics of team policing ranging from defining neighborhood boundaries and forming teams of 20 to 40 personnel to specifying the "full service" activities and community orientation of the team police approach. Since Elizabeth had been planning to implement some form of team policing for several years, most of their plan for the program was derived from sources other than the literature supplied by OTT.

During the demonstration period, a police team of 50 personnel was established to work within one geographic area. Included as members of the team were five investigators who were responsible for investigating team area

cases and for training team patrol officers to conduct investigations. A captain (and later a lieutenant) was given 24-hour responsibility for delivering police services in the team area. To assist them, team sergeants assumed a greater managerial role than they had in their previous positions. An attempt was made to deploy team personnel according to crime and service demand, but it was unsuccessful.

For this evaluation, eleven outcome changes were identified in the OTT team policing literature. The Elizabeth proposal mentioned seven of these elements as local objectives; namely,

- improve police/community relations,
- increase flow of crime-related information to the police and reporting rate of crime,
- increase quality and quantity of investigations and number of criminals apprehended and prosecuted,
- improve police service,
- improve crime prevention and control,
- decrease crime rates, and
- decrease citizen fear.

During the demonstration period, certain crimes were down in the team area, but were down for the nonteam areas of the city as well. The team commander reports that citizen fear is down and police service has improved. We did not measure citizen satisfaction with police services after implementation of team policing because a good relationship already existed between the police and citizens in the team area and the residents already had a record of cooperating with the police. Since the police initiated no special activities in either of these areas, no changes were anticipated. Crime prevention activities were primarily the responsibility of the crime prevention officer who concentrated his efforts in the team area. No special crime prevention was undertaken by the team. Data on the performance of the team detectives as compared with that of the central detective division members are being collected by the local evaluator at this writing and are not yet available.

II. THE ORIGINS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING IN ELIZABETH

A. THE ELIZABETH SETTING

Elizabeth, New Jersey lies 12 miles south of New York City. It is an industrial and commercial community of about 112,000 which covers 11.7 square miles. Port Elizabeth, the center for the largest containerized shipping operation in the world,¹ is located within the city limits as are a number of factories which manufacture products ranging from sewing machines to wine goods.² Since 1970 there has been a sizable influx of Spanish-speaking residents and by 1977 they comprised 25 percent of the total population. An additional 15 percent is black and the remaining population is white.³

The total crime index in Elizabeth has been climbing steadily since 1963, dipping only once in 1972. In 1975, there were 72 Uniform Crime Report (UCR) Part I crimes per 1,000 population, which is higher than the national average of 56 Part I crimes per 1,000 but lower than the 77 per 1,000 for cities of 100,000 to 250,000.

The team area covers about one-fifth of the total land area of the city and nearly 23 percent of the population is located there. In 1974, almost 26 percent of the Part I crimes were committed in what is now the team area.

1. Elizabeth Team Policing Proposal, May 1, 1975, p. 17.
2. Elizabeth Police Patrol Operations Staff Assistance Study. John L. Redden, New Jersey State Training Commission, p. 3. (undated)
3. According to Lt. Joe Hennings, October 1976.

When LEAA was selecting sites for the team policing demonstration, Elizabeth was one of three sites proposed by the New Jersey State Planning Agency. The other two sites were eliminated and Elizabeth was notified that it was nominated by the LEAA regional office for funding by OTT.⁴ The Public Safety Research Institute's (PSRI) site assessment report stated that,

"The Elizabeth Police Department might have the potential to implement the functions of Team Policing. Although there is insufficient data to demonstrate their capabilities, there are some good indicators such as: adequate, although not computerized, records; an awareness of the importance of systematic approaches to problems reflected in their small but never-the-less present Planning Division; enough men and equipment to complement Team Policing without interrupting normal police service; some college education by some key staff members and specialist training having been received by the remainder; apparently no major corruption or internal problems present, and a Director who seems sincerely interested in improving the delivery of police services."⁵

PSRI said that if certain conditions were met, team policing could be implemented in Elizabeth. PSRI's primary concern was avoiding any conflicts or the appearance of conflicts between team policing program and the goals of the Police Benevolent Association. PSRI felt that "the patrolmen would support the Team Police Project provided that management dealt fairly with the rank and file in implementing the project and did the proper groundwork at the start by keeping everyone fully informed of the project and its aims."⁶

4. Horst, Pamela. "The National Role in Neighborhood Team Policing," p. 11, Working Paper 5054-09, Washington, D.C., The Urban Institute, September 1976.

5. PSRI Site Visit Report by J. P. Morgan, Jr. and Richard Korstad, March 21, 1975, p. 2. (unpaginated)

6. *Ibid.*, p. 4. (unpaginated)

B. DEPARTMENT PERSONNEL AND BUDGET

No new police employees have been hired in Elizabeth since 1974 when the city council put a hiring freeze on the department. During that time, the number of police employees, notably sworn officers, has been dropping, as shown in Table 1. This decrease was against the trend of other cities with a population between 100,000 and 250,000 as shown in Figure 1.

TABLE 1: ELIZABETH POLICE DEPARTMENT EMPLOYEES

Year	Sworn Officers	Civilians	Total
1974	336	125	461
1975	318	129	447
1976	308	120	428

Law enforcement expenditures per capita in Elizabeth were \$46.20 for 1974. This is higher than comparable expenditures for other cities in the same population range of between 100,000 and 250,000. (See Figure 2.)

Personnel costs (salary and fringe benefits) in the department from 1974 to 1977 are shown in Table 2.⁷ Given the growth rate of under 9 percent

TABLE 2: PERSONNEL COSTS^a

Year	Personnel Cost
1974	\$5,111,745.49
1975	\$5,061,893.37
1976	\$5,550,000.00 ^b
1977	\$5,605,139.00 ^c

a. Excluding fringe benefits.
b. Budgeted costs (actual did not exceed budgeted costs by more than \$25,000).
c. Budgeted costs (actual will not exceed budgeted costs by more than \$25,000).

7. Typically, personnel costs comprise between 80 and 90 percent of the total police budget.

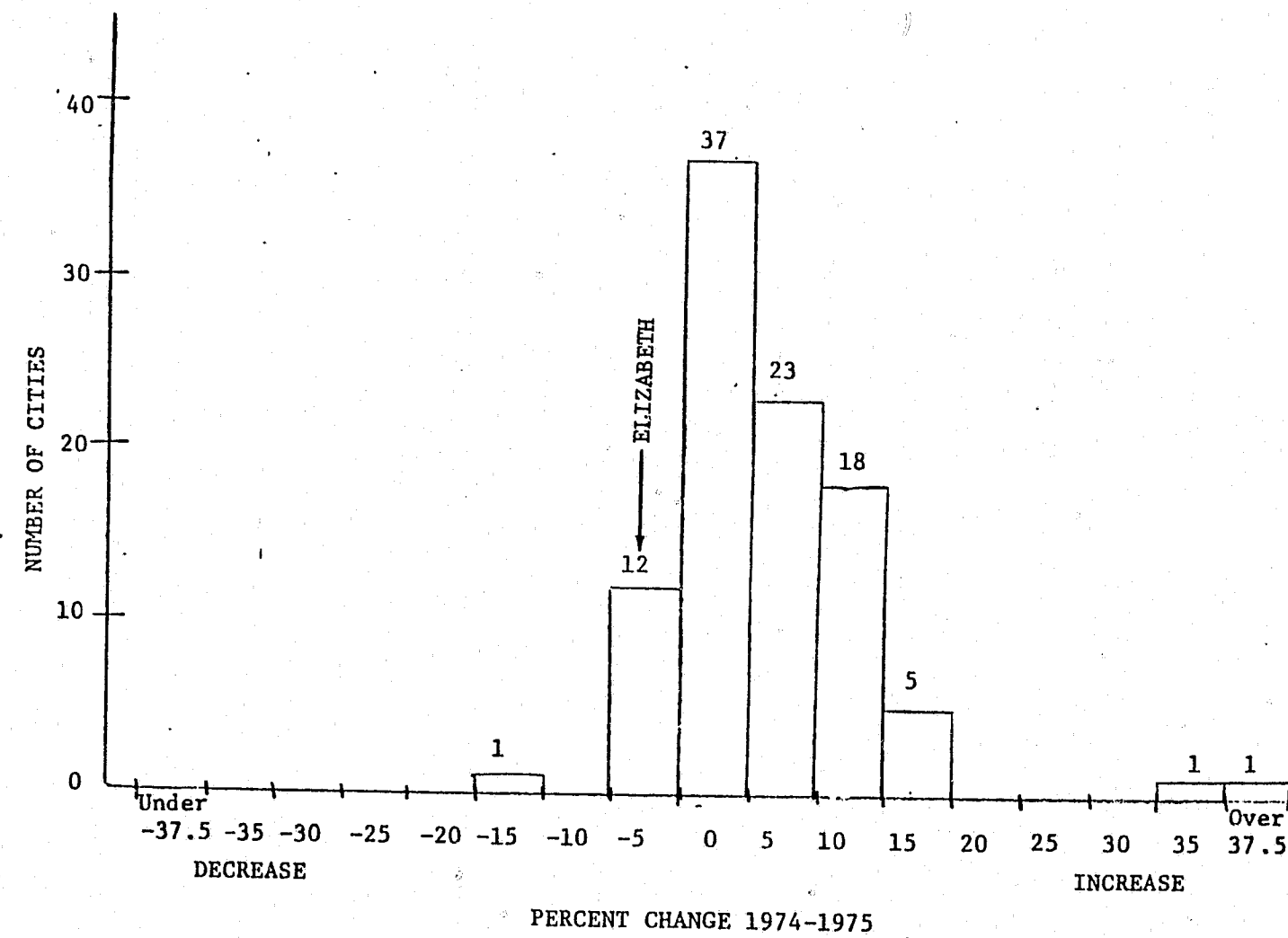


FIGURE 1: GROWTH IN NUMBER OF FULL-TIME LAW ENFORCEMENT EMPLOYEES IN 98 CITIES, 1974-1975

Source: City Employment in 1975, GE 75 No. 2, U.S. Department of Commerce, Bureau of the Census, Issued July 1976.

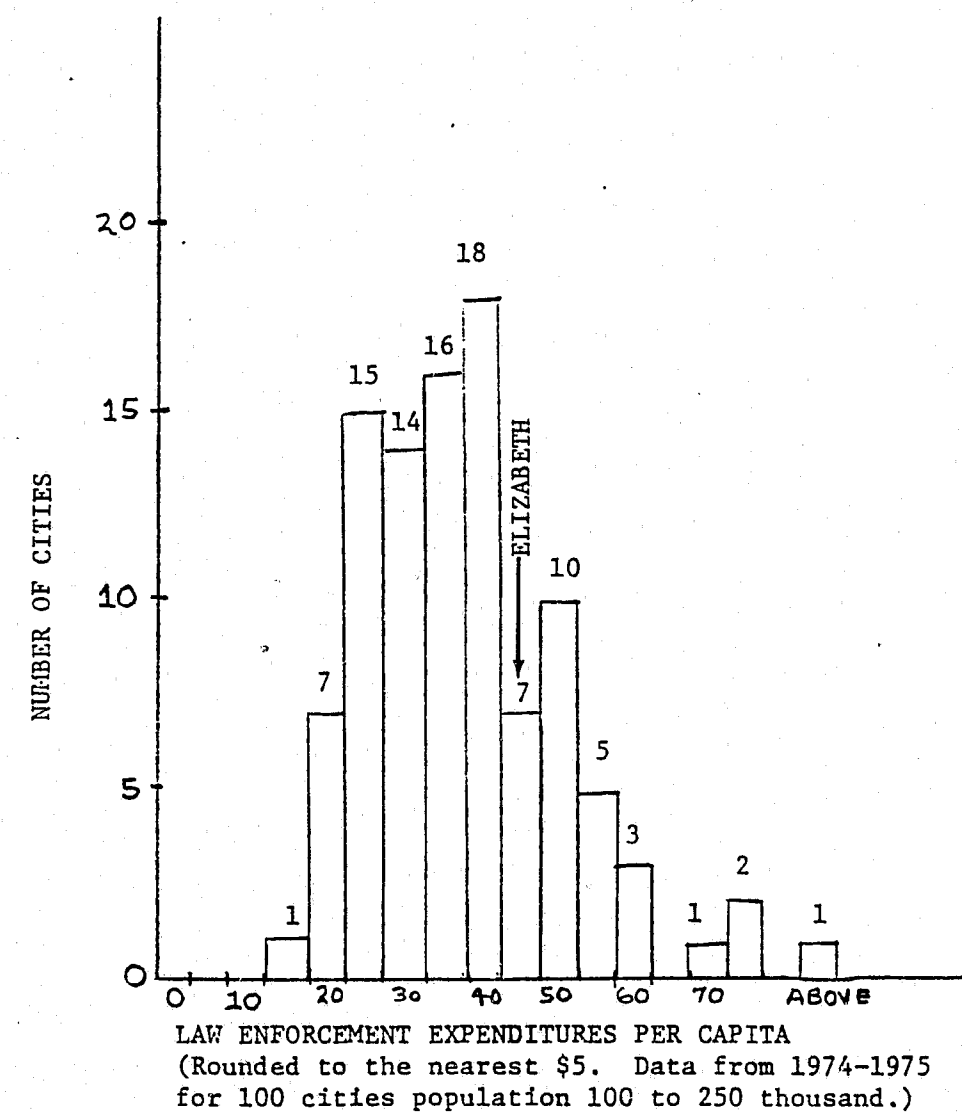


FIGURE 2: DISTRIBUTION OF CITIES ACCORDING TO PER CAPITA EXPENDITURES ON LAW ENFORCEMENT, 1974-1975

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

between 1974 and 1977, even with the decrease in personnel, it is unlikely that the budget is keeping up with the increase in the cost of providing police services.

C. PLANNING FOR TEAM POLICING

In 1970, Police Director Joseph Brennan first became aware of the potential benefits of team policing based on the experiences of the New York City Police Department.⁸ Other department executives were aware of the team policing concepts and had been planning the implementation of such a program in Elizabeth since the early 1970s, but had not formally taken any action in that direction because they felt that they could not implement it within their budget.

Deputy Chief Patrick Maloney, who oversees the planning unit, noted that the LEAA demonstration grant funding enabled Elizabeth to implement team policing earlier than would otherwise have been possible. Maloney said that OTT did not shape Elizabeth's program implementation plan, with the exception of some information the department received at the spring 1975 OTT-sponsored demonstration cities workshop in Denver, Colorado. Rather, the department relied on three other sources to shape its plan--Maloney's visit to three team policing projects in California, the results of the Elizabeth Police Patrol Operations study and senior department officials' cumulative knowledge of team policing. Planning unit staff concur with this picture of the

8. Bloch, Peter B. "Site Summary Through April 20, 1976 for Elizabeth, New Jersey," p. 2.

background of team policing in Elizabeth but note that, during the preassessment visit, PSRI staff also made some suggestions on team size and how to go about setting objectives.

D. TEAM POLICING GRANT BUDGET AND EXPENDITURES

The team policing demonstration in Elizabeth was supported by a grant for \$179,000. The major expenses were for salaries; services (overtime and consultants); and equipment and facilities. Table 3 summarizes the grant expenditures.

TABLE 3: TEAM POLICING GRANT EXPENDITURES IN ELIZABETH

ITEM	EXPENDED AS OF JULY 1, 1977
Personnel ^a	\$65,634.31
Purchase of Services ^b	39,978.17
Travel	4,962.19
Consumable Supplies	3,549.06
Facilities	14,944.64
Equipment ^c	<u>49,908.33</u>
Total	\$178,976.70

a. Includes one lieutenant and the team analyst.
b. Includes \$24,328.17 for overtime and \$15,650 for the local evaluation.
c. Includes purchase of a mobile home, three radio cars, two scooters and five radios.

III. IMPLEMENTATION OF TEAM POLICING ELEMENTS

A. SUMMARY OF ELEMENTS

The features of the Elizabeth team policing program are examined here in light of the 20 elements identified by The Urban Institute. Table 4 lists the elements and briefly answers the following questions:

- Was the element operational prior to the team policing grant application? In Elizabeth only one team policing concept, emphasis on foot patrol, was already in operation prior to the demonstration period.
- Was there a plan to implement the element during the demonstration period? Elizabeth demonstrated their intent to institute full service neighborhood team policing concepts by planning to implement 15 of the 20 elements.
- What was the source of the plan? Elizabeth already had a basic plan for implementing team policing when they heard of the demonstration.
- Was the element implemented during the demonstration period? Elizabeth implemented 12 of the 15 elements they planned to address.
- What are the post-grant plans for the element? The demonstration period for Elizabeth was extended until June 30, 1977. On July 1, 1977, the department received a 12-month \$100,000 grant from the State Law Enforcement Planning Agency to introduce their team policing program.

TABLE 4: SUMMARY OF ELIZABETH POLICE DEPARTMENT EXPERIENCE WITH IMPLEMENTATION OF TEAM POLICING ELEMENTS

Element No. in Federal Model	Description of Elements In Federal or Local Team Policing Model	Was The Element Operational Prior To Team Policing Grant Application?	Was There A Plan to Implement The Element During The Demonstration Period?	What Was The Source Of The Plan?	Was The Element Implemented During The Demonstration Period?	What Are Plans For Post-Grant Use of Element	Comments
1	Define Neighborhood Boundaries for Team Areas	No	Yes	Prior police department planning.	Yes	define boundaries for rest of city	team area formed by combining two radio patrol districts
2	Establish Teams of 20 to 40 Personnel	No	Yes	Los Angeles, Oxnard & Richmond, Calif. Police Depts.	Partially	establish teams for rest of city	1 team of 50 men established
3	Teams Deliver Services in Neighborhood Only	No	Yes	PSRI on pre-assessment visit.	Yes	continue	
4	Training for Team Policing	No	Yes	Prior police department planning.	Yes	plan training for rest of department	40 hours training conducted for team-- 8 hours for rest of department
5	Assign Detectives to Teams	No	Yes	Los Angeles, Oxnard & Richmond, Calif. Police Depts.	Yes	continue	five detectives assigned to team
6	Detectives Train Team Officers	No	Yes	Denver Conference	Yes	continue	3 team officers rotated to work with team detectives every two weeks
7	Team Officers Conduct A Degree of Investigation	No	Yes	Existing practice for limited number of cases	Yes	continue	officers conduct limited followup investigations because of time constraints on patrol officers
8	Make Linkages With Social Services	No	Yes	Prior police department planning	No	none	
9	Make Systematic Referrals	No	Yes	Prior police department planning	No	none	
10	Emphasize Service Activities	No	No	not applicable	No	not applicable	

TABLE 4: SUMMARY OF ELIZABETH POLICE DEPARTMENT EXPERIENCE WITH IMPLEMENTATION OF TEAM POLICING ELEMENTS
CONTINUED

Element No. in Federal Model	Description of Elements In Federal or Local Team Policing Model	Was The Ele- ment Operational Prior To Team Policing Grant Application?	Was There A Plan to Imple- ment The Element During The Demonstra- tion Period?	What Was The Source Of The Plan?	Was The Element Implemented During The Demonstration Period?	What Are Plans For Post-Grant Use of Element	Comments
11	Use Street Stops, Field Inter- rogations Sparingly	No	No	not applicable	No	not applicable	there is a very ag- gressive policy toward streets stops and field investigations
12	Emphasize Foot Patrol	Yes	Yes	Safe and Clean Streets Program	Yes	continue	foot patrol emphasized prior to team policing
13	Encourage Community Contacts	No	Yes	Prior police department planning	Yes	emphasize citywide	
14	Establish Continuity of Assignment to Teams	No	No	Grant application	Yes	none	team personnel retained assignments
15	Deploy Personnel Based On Crime and Service Demand	No	Yes	Elizabeth police patrol operation study	No	uncertain	
16	Decentralize Authority/ Accountability to Team Leader	No	Yes	Prior police department planning	Yes	decentralize citywide	team commander views himself as chief of mini-police department
17	Eliminate Quasi-Military Style of Command	No	No	not applicable	No	not applicable	
18	Use Participative Management to Set Objectives, Plan and Evalu- ate Team Performance	No	Yes	PSRI training	Yes	do citywide	team meetings scheduled monthly
19	Set Incentives Compatible With Team Policing	No	Yes	Denver Conference	No	none	no new evaluation criteria generated under team policing
20	Increase Team Interaction and Information Sharing	No	No	not applicable	No	establish channel of communication among teams and between teams and headquarters	

With the implementation of team policing in Elizabeth on January 12, 1975, certain changes were immediately evident.

- A lieutenant, four sergeants, thirty-seven patrol officers and five investigators were assigned to the team police unit under the twenty-four hour command of a captain.
- Team members began working out of a storefront in the team area and no longer attended roll call at police headquarters about a mile away.
- The patrol beat size was almost doubled (from about one and a half square miles to about three miles) when two radio car districts were combined to form the team area.
- Officers began patrolling the streets in cars marked with a team police emblem.

A number of other, less readily visible, changes also occurred as a result of team policing. They are discussed in the following sections.

The following sections also discuss the elements as they were planned, implemented and experienced in Elizabeth. The 12 elements of team policing fully or partially implemented by the Elizabeth department include the following:¹

- General
 - Define Neighborhood Boundaries for Team Areas
 - Establish Teams of 20 to 40 Personnel
 - Teams Deliver Services in Neighborhood Only
 - Training for Team Policing
- Change in Officer Role
 - Assign Detectives to Teams
 - Detectives Train Team Officers
 - Team Officers Conduct a Degree of Investigation
- Change in Service Delivery
 - Emphasize Foot Patrol
 - Encourage Community Contacts
 - Establish Continuity of Assignment

1. Although the emphasis on foot patrol predated the team policing demonstration, it is included here.

- Change in Management Style

- Decentralize Authority/Accountability to Team Leader
- Eliminate Quasi-Military Style of Command

The titles in the following section give our conclusions about the department's experience with the elements discussed.

B. DATA AVAILABILITY

This case study examines the Elizabeth team policing project in light of what was implemented and what the outcome was. The primary data sources for the case study were interviews with Elizabeth Police Department personnel, both team members and headquarters staff. Table 5 summarizes the other data sources and notes how they were used.

The main data sources for answering questions about implementation activities were:

- interviews with department personnel;
- team schedules;
- The Urban Institute patrol surveys administered in 1976 and 1977;
- department annual reports;
- quarterly grant reports; and
- demonstration grant application.

Questions pertaining to the outcome of the program were answered mostly from the following data sources:

- interviews with department personnel;
- crime maps;
- Uniform Crime Reports for Part I crime statistics; and
- The Urban Institute patrol surveys administered in 1976 and 1977.

TABLE 5: SUMMARY OF DATA SOURCES--ELIZABETH POLICE DEPARTMENT

Type of Data	Desired Use
Telephone Survey of Citizens (by The Urban Institute)	Planned pre/post administration and analysis of survey results to measure changes in citizen attitudes, etc.
Patrol Officer Survey (by The Urban Institute)	Planned pre/post administration and analysis of survey results to measure changes in job satisfaction, etc. First wave (N=80) administered January 1976. Second Wave (N=27 officers who were assigned to teams) administered February 1977 (4 months before end of grant period).
Annual Reports (1974, 1975, 1976)	To determine changes in department structure and strength.
Crime Maps	To ascertain changes in crimes in team area versus the rest of the city before and during team policing.
Grant Application	To identify process for implementing team policing and statement of local level goals and objectives.
UCR Part I Crime Statistics	To ascertain changes over time.
Reports Prepared by Craig Wanner (team analyst)	Analysis of crime trends and timing of calls for service.
Team Schedules	To determine manpower allocation patterns over time.

The team analyst, Craig Wanner, produced two reports from which the data used to examine service demand were extracted. He plans a third report measuring any changes in crime rates over time in the team area and the rest of the city.

C. SITE FORMS TEAM AREA BY COMBINING RADIO PATROL DISTRICTS (ELEMENT #1)

Two Elizabeth radio patrol districts were combined to form an approximately three square mile team area encompassing several neighborhoods and splitting others in the downtown part of the city just south of Newark (see Figure 3). The team area contains several residential, commercial and industrial neighborhoods. It was chosen by the department because it is characteristic of the city as a whole, with residents from all income levels and from a variety of ethnic backgrounds.

Consistent with the decentralization associated with team policing, the team has opened two offices in the team area. The team headquarters is a storefront located near the Newark line on a commercial street. Officers report for duty at team headquarters and maintain lockers there, a privilege they did not enjoy at main headquarters. The storefront headquarters has one small office that is shared by the team commander and assistant commander, a second office with a desk for the civilian clerk and an additional office for the sergeants. A large room in the back is used for roll call (one corner is partitioned off for lockers, something headquarters personnel do not have) and contains four desks for

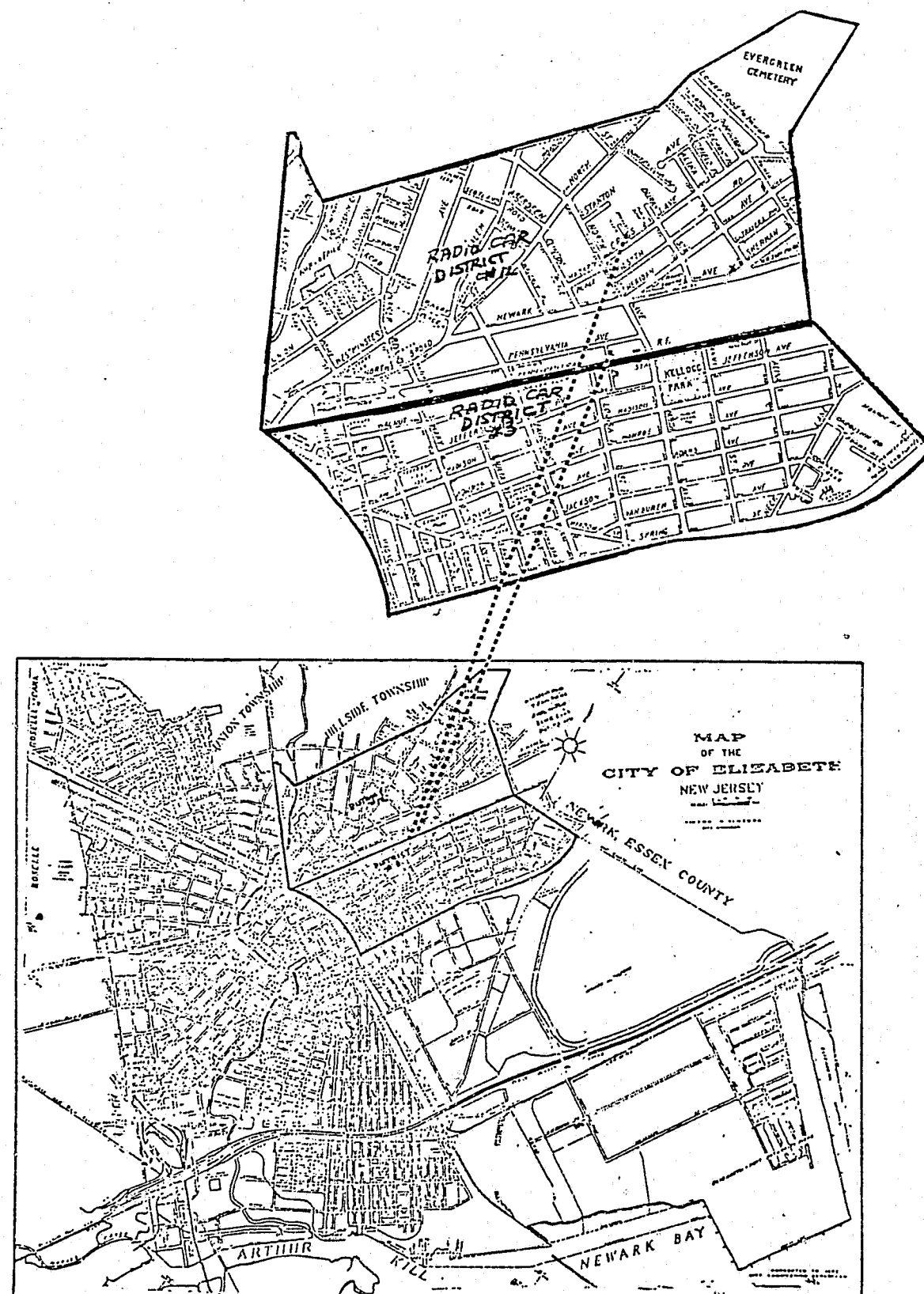


FIGURE 3: CENSUS TRACTS, TEAM POLICING AREA, CITY OF ELIZABETH

the detectives and one spare for anyone who needs it.² The second team office is located in an apartment complex which a local bank owns as a result of a foreclosed mortgage. A two-bedroom apartment is provided to the team free of charge. The department crime prevention specialist uses it regularly and team members occasionally use it for meetings with area citizens.

D. TEAMS WERE ESTABLISHED AND
CONTINUITY OF ASSIGNMENT STARTED
(ELEMENTS #12 AND #14)

In the site assessment report, PSRI stated that the department intended "to change from one team of approximately 55 men to two teams of approximately 30 each" to fit federal guidelines for a team strength of 20-40. This willingness to adjust team size was cited as an indicator of Elizabeth's interest in the demonstration.³ The grant proposal stated that 22 men and 2 team leaders will be used in each district of the team area.⁴ In fact, Elizabeth set up one team of fifty men distributed as shown in Table 6.

During the preimplementation planning, Lt. Joseph Hennings was designated project director and team commander. On December 16, 1975, three weeks before team policing was to begin, Captain Fred Grimm was named team commander, replacing Lt. Hennings who became assistant commander. On April 6, 1977, Grimm was reassigned to a patrol platoon and Hennings assumed command of the team as had been originally planned. Both men came from the patrol division.

2. There is no separate room for conducting interviews or working uninterrupted which the team detectives say makes their work more difficult due to overcrowding and noise.

3. Public Safety Research Institute, "Site Assessment Report," Elizabeth, New Jersey, March 21, 1975.

4. Elizabeth Proposal, *op. cit.*, p. 39.

TABLE 6: NUMBER OF TEAM PERSONNEL--JANUARY 1976

Team Commander (captain)	1
Lieutenant	1
Sergeants	4
Radio Patrol Officers	21
Walking Officers	14
Traffic Officers	2
Investigators	5
Criminal Analyst (civilian)	1
Clerk Typist (civilian)	1
TOTAL	50

According to Captain Grimm, most team members were selected because they already worked in one of the two radio patrol districts in the team area. He noted, however, that approximately 10 percent of the team were volunteers from other patrol units. The team members are representative of the rest of the department in seniority and education.

Grimm and Hennings stress their belief that the Elizabeth team was not "stacked" for success by staffing it with the best officers from around the city. They feel that by retaining the officers who already had worked in the area and adding volunteers, they were able to maintain a mix of personnel representative of the department as a whole. When asked in a January 1976 survey of patrol officers if "the best officers have been assigned to the neighborhood police team to support the new program," those who disagreed with the statement outnumbered those who agreed by almost 2 to 1. However, when asked the same question about supervisors, the responses were almost exactly the opposite; they felt that the best supervisors were assigned to the team. See Table 7.

TABLE 7: PERCEIVED QUALITY OF PERSONNEL ASSIGNED TO TEAM

	Team Has Best Supervisors (%)	Team Has Best Officers (%)
Strongly Agree	7	1
Agree	25	15
Agree Somewhat	36	22
Disagree Somewhat	18	22
Disagree	13	29
Strongly Disagree	1	10
TOTAL	100% (N=80)	99%* (N=80)
*Does not equal 100 percent due to rounding.		

According to team leaders, team assignments have been very stable. As a result, police have had time to learn the neighborhood and for residents to become familiar with individual team officers. Table 8 shows that the number of officers who recognized most or some of the people who live in the team area increased during the demonstration and the number of police who recognized only a few of the area residents dropped to only 4 percent.

TABLE 8: POLICE OFFICERS' RECOGNITION OF TEAM AREA RESIDENTS

Proportion of Residents Recognized	Winter of 1976 Percent	Winter of 1977 Percent
Most	15	38
Some	53	58
Few	32	4
Total	100% (N=34)	100% (N=26)

E. POLICE SERVICE DELIVERY BY TEAM IN DEFINED AREA
(ELEMENT #3)

Having a team which is responsible for the provision of major police services in a specific area is a basic principle of neighborhood team policing. Prior to the implementation of team policing in Elizabeth, all follow-up investigations were conducted by the headquarters detective division and all traffic functions were handled by the traffic division. Also, patrol officers generally did not participate in community meetings. The Elizabeth grant proposal specifies functions reserved for the team and those shared with headquarters personnel as shown in Figure 4, "Functional Responsibilities of Neighborhood Team Police, Headquarters Personnel and Detective Personnel at the Elizabeth, New Jersey, Police Department."⁵

The original plan was to have the team turn over all investigations to headquarters personnel after 48 hours. The plan was subsequently dropped, according to the team commander, because there was a consensus that the team was adequately staffed to handle complete follow-up investigations. During the demonstration period, all follow-up investigations were handled by team personnel.

One problem encountered during the demonstration was in dispatching procedures. During peak hours, dispatchers were supposed to implement a predefined stacking system which gave priority to emergency calls and suspended work on routine cases until team officers were available. However, during the grant period, the centralized stacking procedure was unsatisfactory. As a result, excess calls were referred to the team sergeants who in turn were required to determine priorities themselves.

5. Elizabeth Proposal, op. cit., pp. 35-37.

FUNCTIONAL RESPONSIBILITIES OF NEIGHBORHOOD TEAM POLICE,
HEADQUARTERS PERSONNEL, AND DETECTIVE PERSONNEL AT THE
ELIZABETH, NEW JERSEY POLICE DEPARTMENT

THOSE RESERVED FOR THE NEIGHBORHOOD TEAM POLICE EXCLUSIVELY:

- | | |
|---|---------------------------------|
| • traffic functions | • family crisis intervention |
| • juvenile problems with the exception of psychological counseling to be conducted by the juvenile office | • break and entries |
| • basic patrol | • disorderly persons |
| • community meetings and interaction (with residents) | • auto thefts |
| • crime prevention (techniques) | • stolen bicycles |
| • domestic family disputes | • violations of city ordinances |
| • industrial accidents (other than homicide) | • larcenies |
| | • minor gambling |

THOSE SHARED WITH HEADQUARTERS PERSONNEL:

Investigations of all incidents, with the exception of those covered by section #3 (reserved exclusively for Detective Personnel at Headquarters), will be initiated by Team Police Personnel and investigated in depth by them for a period of 48 hours from the inception of the incident. At that time, the on-going investigations will be turned over to Headquarters Personnel. Progress in the investigation of shared incidents during the next 72 hours, for evaluation purposes will be shared by both Units. They will include the following:

- | | |
|---|--|
| • communication functions | • serious accidents, where dismemberment or fatalities occur |
| • field identification will be a cooperative effort with few exceptions | • arson investigations |
| • minor frauds, involving misrepresentation | • all other sex offenses |
| • flim flams | • internal affairs investigations |
| • missing persons | • training |
| • major disasters | • recordkeeping (permanent) |
| • conflict management (civil disobedience) | |

THOSE RESERVED EXCLUSIVELY FOR HEADQUARTERS PERSONNEL DETECTIVE BUREAU:

- | | |
|--|---|
| • investigation of homicide | • investigation of checks and large-scale frauds |
| • investigation of rape | • investigation of organized crime operations |
| • investigation of robbery (with firearms) | • investigations of large-scale narcotic operations |
| • investigation of kidnapping | • investigation of industrial accidents (homicides) |
| • investigations of thefts from interstate shipments | |

Source: Elizabeth Police Department Proposal, May 1, 1975

FIGURE 4: FUNCTIONAL RESPONSIBILITIES OF NEIGHBORHOOD TEAM POLICE, HEADQUARTERS PERSONNEL, AND DETECTIVE PERSONNEL AT ELIZABETH POLICE DEPARTMENT

The Urban Institute patrol survey, administered before and after team policing was implemented, asked "How good a job do you feel the dispatchers are doing?" The proportion of team members who were satisfied stayed the same, but those who were somewhat unsatisfied increased 28 percent during the demonstration and the proportion who were very satisfied dropped from 29 percent in 1976 to 7 percent in 1977. Furthermore, when asked if they had any problems with the work of the dispatchers, 41 percent said yes as the program was beginning; a year later 72 percent of the team members said they had problems with the dispatchers' work. All calls for service are dispatched from police headquarters. Figure 5 outlines the communications and dispatch procedures to be followed under team policing.

F. TEAM MEMBERS GIVEN 40 HOURS OF TRAINING (ELEMENT #4)

The team policing literature emphasizes the importance of training in team policing principles, participative management and organizational development. The Elizabeth proposal notes the need to provide all members of the department an overview of team policing and what effects its implementation would have on team and nonteam members. To this end, eight hours of training were planned for all nonteam department members. The team members were scheduled for 48 hours of training. Specifically, the team members' courses were planned to include:

- Team police concept: structure, responsibility, motivation
- Police and the public
- Professionalism in team policing
- Dynamics of team policing
- Contemporary police problems

COMMUNICATIONS AND DISPATCH

The first responsibility of communications under neighborhood team policing is to determine whether a call involves:

1. A crime in progress or just committed.
2. Any other emergency requiring immediate attention.

If the call is not an emergency, then the police team unit will be sent when it becomes available. Although this may result in a backlog of assignments, the receiver of the complaint must be given an explanation so that the complainant will be made aware of the department's policy to delay services slightly in order to have the Neighborhood Team Police Unit handle most of the calls for service in the Team Police area.

When reports of stale crimes are received, i.e., thefts from auto for insurance purposes, lost property, lost credentials, etc., and there is no immediate unit available, this information should be taken by phone by the headquarters reserve officer. These reports will be referred to the Team Police Unit. In all instances when applicable, on non-emergency calls, foot units will be dispatched.

It is very essential that the radio room personnel are apprised of the extreme importance of their tasks. They must be cognizant of the assigned beats on a given tour. At no time are they to commit the Team Police Unit to immediate response to a call for service until it is determined that:

1. Manpower is available.
2. It is a priority call of a nature that must be answered immediately.

These are the duties and functions of the dispatcher and his responsibility alone. The telephone operator must be courteous and professional in his manner at all times.

Source: Neighborhood Team Police Procedural Guidelines

FIGURE 5: COMMUNICATIONS AND DISPATCH

Team members received 40 hours⁶ of training during the first week of the grant period. The training was conducted by the team commander, assistant commander and team sergeant, with special presentations by other department staff and the director of the Health, Housing and Welfare Department for the city of Elizabeth. Figure 6, a training agenda, shows the subjects covered. The rest of the department received the eight-hour team policing overview training as planned.

When team members were interviewed prior to the training, only slightly over half felt they had been provided as much information as they would like concerning team policing. A year later, 87 percent of the team members felt they had been provided as much information as they would like. Since much information about team policing was presented during the training, it can be concluded that the team members believe they benefited from the training.

Elizabeth was one of the demonstration sites which took advantage of the training offered by OTT's training contractor, PSRI. At the end of September 1975, Ronald Lynch of PSRI conducted a week-long "very basic training" workshop there. Thirty-five of the department's fifty-six superior officers (captains, lieutenants, sergeants and other managers) attended the workshop which stressed:

- a review of different styles of management;
- basic concepts in neighborhood team policing;
- management by objectives;
- the Johari window, a communications technique; and
- the managerial grid.⁷

6. Total hours equal more than shown on the schedule because sessions ran late every day according to Hennings.

7. Horst, op. cit., p. 37.

TIME	MONDAY 1-5-76	TUESDAY 1-6-76	WEDNESDAY 1/7/76	THURSDAY 1/8/76	FRIDAY 1/9/76
9:00 to 9:50	Orientation Lt. J. Hennings	Team Workshop Setting Of Objectives	Field Identification	Emphatic Dynamics Of Team Police	Social Problems Lt. Froelich
10:00 to 10:50	Team Police Concepts	"	Homicide Investigations Det. J. Kornicki	Police and Community as a Team	Basic Psychology for Police Lt. R. Baum
11:00 to 11:50	Structure and Responsibility of Team Capt. F. Grimm	Team Schedules Capt. F. Grimm Sgt. Highsmith	Auto Squad Det. Luxich Det. Scutro	Family Crisis Intervention Lt. R. Froelich St. Highsmith	"
12:00 to 1:00	LUNCH	LUNCH	LUNCH	LUNCH	LUNCH
1:00 to 1:50	Motivation Workshop Team Sergeants	Tips on Public Speaking Lt. J. Hennings	Team Investigation Procedures Team Investigators	Referral Services Dir. J. Surmay	Program Monitoring Team Staff
2:00 to 3:00	Role of Supervisor Sgt. Highsmith	Bicycle Registration Mr. F. Puma	Crime Prevention Techniques Off. M. Scott	Community Panel	Critique Team Staff
3:00 to 3:50	Para Supervision Sgt. Highsmith	Team Procedures Arrests Records Team Staff	"	"	Awarding of Certificates

FIGURE 6: TEAM POLICING TRAINING AGENDA--ELIZABETH, NEW JERSEY

The only systematic ongoing training for team officers is in investigations. It is reported that team members occasionally use the training keys distributed by the International Association of Chiefs of Police on such topics as report writing, information gathering and investigative techniques. No information was readily available on the frequency with which those keys are used.

G. TEAM DETECTIVES TRAIN TEAM PATROL OFFICERS TO CONDUCT INVESTIGATIONS
(ELEMENTS #5, #6 AND #7)

The Elizabeth proposal stated that detectives would be assigned to the team and would serve a dual role. They would investigate crimes and they would train other team members in investigative work. Then patrol officers would be expected to conduct investigations themselves.

At the beginning of the demonstration, five investigators (detectives) were assigned to the team; an additional investigator was assigned six months later. The majority of follow-up investigations are handled by these investigators. Initially, patrol officers were expected to do more follow-up work, but experience showed that other demands on the radio patrol car officers' time took precedence and it has been the foot patrol officers who have had the opportunity to do follow-ups.

The team has its own procedure for assigning investigations. All cases are reviewed by the sergeants and assistant team commander and then forwarded to police headquarters for entry into the case log book. The Central Detective Bureau supervisor reviews all cases each morning and separates them by department unit, e.g., gambling, narcotics, juvenile, team police, etc. All team cases are returned and again reviewed by a sergeant and

either assigned for follow-up or "non-assigned" which means the case is no longer being actively investigated. The team commanders and sergeants report that the review procedures and solvability factors are not specified. Decisions on further action depend on police judgment concerning the merits of individual cases. At this time, the department is considering adapting the preliminary investigation report form developed by the Rochester, New York Police Department in an attempt to better manage the investigative function.

In order to train patrol officers for investigative work, every two weeks three team officers are rotated to work directly with the team investigators. One week, these officers work the day shift (9:00 a.m. to 5:00 p.m.) and one week they work the evening shift (3:00 p.m. to 11:00 p.m.). The detectives first discuss interviewing, taking statements, report preparation and other relevant topics with the officers, then the officers are responsible for working a case all the way through under the guidance of a detective. However, the team detectives retain primary responsibility for atrocious assaults, holdups involving a shooting, and rape cases.

The quality of patrol officers' preliminary investigations was discussed with three team investigators on February 23, 1977. They noted that the quality of the officers' preliminary investigation reports has improved under team policing. A possible reason for this is an increased awareness of the importance of the forms on the part of the officers. One officer present during part of these conversations commented that he was willing to take part in the investigative rotation because it is part of team policing but he would not like to do detective work on a regular basis. Another officer noted that he likes the variety it brings to his work routine.

H. NO SYSTEMATIC LINKAGES WERE ESTABLISHED AND REFERRALS
TO SOCIAL SERVICE AGENCIES WERE NOT EMPHASIZED
(ELEMENTS #8 AND 9)

The team policing literature mailed to the sites called for an increased emphasis on diversion tactics by establishing strong linkages with social service agencies and developing systematic referral procedures.⁸ The Elizabeth proposal addresses these elements in two ways. One of Elizabeth's basic program objectives is to "make the public aware of the availability of governmental, state, county, and social agencies that may serve their needs on a referral basis."⁹ Also, one of the functional responsibilities of the team is an on-going dissemination of information which includes "aid to youth programs, referral services and security of self and property."¹⁰

The city director of the Health, Housing and Welfare Department participated in one team policing training session and presented an overview of the social services available.¹¹ However, no systematic social service linkages or referral procedures have been developed as part of team policing. Rather, referrals are done on an officer's or investigator's own initiative if a problem occurs during the social service agencies' working hours. If something occurs after hours, a regular report is submitted and the referral is picked up the next business day. No records are kept of those referrals made. The team commander noted that most police officers do not feel that "social work" is part of their responsibility. However, when team members were asked if they felt referring a citizen to a social service, health or welfare agency is a waste of a patrol officer's time, 90 percent disagreed.

8. Horst, op. cit., p. 27.

9. Elizabeth Proposal, op. cit., p. 30.

10. Ibid., p. 41.

11. Only the Safe Streets foot patrol officers had received such specialized training in the past. When their unit was formed in 1974, they spent two days at Elizabeth General Hospital being trained in how to recognize and deal with mental cases.

I. COMMUNITY CONTACTS EMPHASIZED BY TEAM
(ELEMENT #13)

The Elizabeth proposal cites community contact as an important mechanism for promoting cooperation between the police and the team area neighborhoods. When interviewed just prior to program implementation, team members said they thought that team policing would improve community support and citizen involvement.¹² Team members also were asked how many times they or a member of their shift had attended a meeting with community residents--nearly 90 percent answered "none." One year later, more than half the team members interviewed had been to one or two community meetings in the past month.

Community contacts were fostered primarily through the scheduling of periodic community meetings. Team representatives (usually the commander or assistant commander) talked about such subjects as the team policing program (what the public should expect from the police and what the police expected from the public), significant crime problems in the team area and some crime prevention tips. Further discussion would result from questions or comments by the audience. In practice, however, establishing and maintaining community contacts was a one-sided effort; according to the team commander, some 90 percent of the contacts have been police initiated. A letter sent by the team to both area city councilmen suggesting the formation of a police advisory committee has gone unanswered. Monthly meetings at a local church were discontinued when the officers no longer made the arrangements and the local residents did not pick up this responsibility.

To provide the team with a portable facility for team area community meetings, the grant proposal included \$7,800 for the purchase of a portable

12. On the other hand, a statistically significant number of nonteam members interviewed did not think the program would improve community support and citizen involvement.

trailer. The proposal stated that the trailer "could also be used as a command post in the event of a major disaster or police problem."¹³ Purchase of the vehicle was delayed until February 1977 when the city council approved spending the grant funds for a 24-foot used mobile home which cost \$5,800. The mobile home had to be refurbished at an expense of about \$5,000 before it could be used.

J. FOOT PATROL CONTINUED AND STREET STOPS EMPHASIZED BY TEAM
(ELEMENTS #11 AND 12)

Since late 1973/early 1974, Elizabeth has participated in the Safe and Clean Streets Program. Like team policing, this program emphasizes foot patrol. The Safe and Clean Streets Program provides funding for 50 percent of the salaries of patrol officers with fixed walking beat assignments and street cleaners. The team has six Safe Streets officers and eight other walking patrolmen. The Safe Streets officers must walk their duty tour or the city will not receive funds to pay their salaries.¹⁴ The other eight foot patrol officers occasionally patrol in radio cars if the scheduled patrol officer is out sick or injured.

The January 1976 Urban Institute survey of citizens¹⁵ in Elizabeth showed that 67 percent of the interviewees saw a police officer patrolling in their neighborhood in the previous week. About half the people who did see an officer said that the officer was on foot.

Street stops and field investigations are used regularly in Elizabeth as a way of checking suspicious persons who the police don't recognize as

13. Elizabeth Proposal, *op. cit.*, p. 12.

14. *Ibid.*, p. 22.

15. Citizen Telephone Survey, The Urban Institute, January 1976. (A survey of 100 citizens from the team area contacted by random digit dialing.)

residents or workers in the team area. Police officials feel that, used properly and not as methods of harassment, street stops and field investigations are among the most effective tools they have.

K. PERSONNEL NOT DEPLOYED ACCORDING TO DEMAND
(ELEMENT #15)

Team policing theory calls for the deployment of officers based on service demand. The Elizabeth grant proposal states that the "initial concentration of manpower will be based on results of a recent staff assistance study of the Elizabeth Police Patrol Operation."¹⁶ It goes on to say that assignments will be changed as patterns of activities requiring police response are revealed by daily analysis of team area problems. It should be noted here, however, that the police union contract requires that, unless officers volunteer to do otherwise, they must be scheduled to work one week of day shift assignment every three weeks.

The staff assistance study discusses the patrol function, present manpower deployment and patrol manpower allocation and distribution. It proposes an alternative allocation of radio car patrol based on work load (calls for service) and personnel available. An analysis of radio car deployment between July 1972 and June 1973 revealed a significant variance between the proportion of personnel assigned per shift and the proportion of total work load per shift. (See Table 9.)

The grant application cites the Elizabeth Patrol Operations Study, and proposes to allocate manpower in response to actual workload, as Table 10 suggests. However, team personnel were not assigned as planned.¹⁷ Table 11 shows that in March 1976, the first year of the demonstration, more than

16. Elizabeth Proposal, *op. cit.*, p. 39.

17. A similar analysis could be done for day of week or area of city.

TABLE 9: PERCENT OF TOTAL WORK LOAD AND PERCENT RADIO CAR PERSONNEL ALLOCATED BY SHIFT, JANUARY 1972-JULY 1973*

Shift	% Work Load**	% Radio Car Personnel
7:00 A.M. - 3:00 P.M.	30	36
3:00 P.M. - 11:00 P.M.	45	34
11:00 P.M. - 7:00 A.M.	24	30
TOTAL	99%***	100%
* Source: Elizabeth Police Patrol Operation Staff Assistance Study, John L. Redden, New Jersey State Training Commission, p. 36. Undated copy attached to Elizabeth Proposal. ** Based on a 20 percent sample of work load records. *** May not equal 100 percent due to rounding.		

TABLE 10: PROPOSED WORK LOAD AND MANPOWER*

Shift	% Work Load	% Manpower
7:00 A.M. - 3:00 P.M.	33	33
3:00 P.M. - 11:00 P.M.	46	44
11:00 P.M. - 7:00 A.M.	21	22
TOTAL	100%	99%**
* Source: Elizabeth Police Patrol Operation Staff Assistance Study, John L. Redden, New Jersey State Training Commission, p. 54. Undated copy attached to Elizabeth Proposal. ** May not equal 100 percent due to rounding.		

half the personnel were on duty for the 7:00 a.m. to 3:00 p.m. shift which experienced less than a third of the major calls for service. During the evening shift (3:00 to 11:00 p.m.), 46 percent of the major calls for service came in, but only 19 percent of the team members were on duty. A year later, almost half the team was still on the day shift and the evening remained understaffed in relation to demand. Based on this evidence, it must be concluded that this element was not implemented.

TABLE 11: PERCENT MARCH 1976 WORK LOAD FOR 11 MAJOR SERVICES^(a) AND PERCENT MARCH 1976 and 1977 AVAILABLE TEAM PERSONNEL BY SHIFT

Shift	% Calls for Service* March 1976	% Personnel** March 1976	% Personnel** March 1977
7:00 A.M. - 3:00 P.M.	30	53	44
3:00 P.M. - 11:00 P.M.	46	19	15
11:00 P.M. - 7:00 P.M.	24	28	41
TOTAL	100% (N=92 calls)	100% (N=798 personnel shifts)	100% (N=720 personnel shifts)
* Source: Memorandum from Craig Wanner, Team Analyst, to Captain Fred Grimm, dated January 12, 1977, and titled, "Timing of Calls for Service." ** Source: Team Schedules March 1976 and 1977. (a). Major services defined as: disorderly persons, assault and battery, breaking and entering, larceny, alarms, suspicious persons, juveniles, malicious damage, auto accidents, stolen vehicles and service to citizens.			

L. MANAGEMENT STYLE CHANGED (ELEMENTS #16, #17, #18, #19)

There are four management principles commonly associated with neighborhood team policing. They deal with decentralization of authority to the team commander; elimination of the traditional quasi-military command style; use of participative management to set team objectives and plan and evaluate team performance; and setting of incentives compatible with team policing. The Elizabeth proposal addressed itself to all but the elements calling for the elimination of quasi-military style of command.

Typically, an Elizabeth patrol captain is in charge of a platoon of officers for the duration of his shift only. Once the eight-hour shift is over, he relinquishes his command responsibility. The proposal states: "the team leader will be responsible for the provision of full-time police services in the team area."¹⁸ In practice, the team commander has 24-hour responsibility for the provision of police services in the team area. Captain Grimm stated that he considered himself the commander of a small police department and, in fact, the team unit is larger than some of the police departments surrounding Elizabeth.

In discussions with two of the team sergeants on February 23 and 24, 1977, some details about how their roles have changed and their responsibilities increased under team policing were provided. These sergeants report enjoying broader responsibilities than they had in the patrol division, including:

- supervising detectives
- assigning follow-up investigations
- reassigning officers based on needs in the field
- authorizing days off
- sole responsibility for team area during night shift

One sergeant summarized his feelings when he said, "At headquarters you have responsibility only; here you have responsibility and authority with less red tape."

With respect to participative management, the Elizabeth proposal says:

"An in-depth analysis of police records to determine the major causes of concern within the confines of [the] neighborhood and a summary presentation of the above analysis to the members of the team to establish immediate goals and to review methods to best achieve these very same goals."¹⁹

18. Elizabeth Proposal, op. cit., p. 25.

19. Ibid., p. 43.

No formal presentations of team area crime analysis were made to the team members so that particular opportunity for participative management did not materialize. However, team meetings were held on one evening a month during which time team members' suggestions for dealing with area crime problems were solicited. At the same time, work schedules were discussed as were any officers' complaints. The meetings, which usually lasted about two hours, were paid for out of the team policing grant.

An Urban Institute survey of team officers at the beginning of the demonstration and one year later showed that officers felt that they had somewhat more influence on what goes on in their job during the demonstration. The officers reported feeling they could influence decisions about things which concerned them and that they did participate in decisions affecting how they carried out their work.

The Elizabeth proposal stated that the team members would "be evaluated on their ability to achieve the team objectives"²⁰ However, in Elizabeth, police personnel do not receive formal performance evaluations. Promotions to supervisory positions are governed by a list generated by results of a test administered by the state Civil Service Commission which has nothing to do with team policing.

20. Elizabeth Proposal, op. cit., p. 43.

M. INFORMATION FLOW INCREASED
(ELEMENT #20)

The Elizabeth proposal made no reference to plans to increase interaction and information flow, another principle of team policing. The team commander does think that information sharing among team members is not a problem--they keep in touch at shift change, during team meetings and by posting notices as needed. This is verified by results of a survey of team members at the beginning of the demonstration and a year later. When first interviewed, only 36 percent of the respondents reported having met formally with their team or platoon during the past month to discuss problems or develop solutions. A year after team policing began, 84 percent of the respondents said they had participated in such meetings. According to the commander and line team members; however, the formation of the team does seem to have resulted in a lack of communication between team and nonteam personnel.

IV. OUTCOME CHANGES

Eleven elements reflecting the expected benefits of team policing were identified by The Urban Institute in a review of the literature OTT sent to the demonstration sites. Table 12 lists the elements and summarizes the experience with each one in Elizabeth. Seven of the eleven elements were cited in the proposal as local objectives of the Elizabeth team policing program, but no mention was made of how the department would measure whether the objectives were met. The Urban Institute collected data to measure two of the anticipated changes:

- improve police/community relations; and,
- decrease crime rates.

Data about officer job satisfaction also were collected.

The local evaluation team and The Urban Institute planned to collaborate on answering the other questions about the outcome of the Elizabeth team policing program. However, since the contract for the local evaluation was not signed until March 1977 due to difficulties in insuring student interviewers, the report was not available until after this case study was completed.

From examining available data, we find that certain crimes are down in the team area, but this holds true for the nonteam areas of the city as well. Also, Lt. Hennings reports that citizens in the team area have less fear of crime than they did prior to team policing--we did not measure this.

TABLE 12: SUMMARY OF ELIZABETH POLICE DEPARTMENT EXPERIENCE WITH OUTCOME CHANGES

Elements of Outcome Change in Federal or Local Team Policing Model	Was Element Stated As a Local Objective	What Were The Types Of Measures For The Change Used In The Local Objective	Considering the Number, Timing and Magnitude Of The Implementation Changes, Is A Significant Outcome Change Plausible?	What Data Were Collected To Measure Change?	Do The Data Indicate A Change? What Direction?
1 Improve Police/Community Relations	Yes	Not Specified	No--police/community relations already good	UI Pre-Citizens Survey	--
2 Increase Officer Job Satisfaction	No	--	Perhaps	UI Pre and Post Patrol Surveys	Fewer officers dissatisfied, more neutral about their job
3 Increase Productivity	No	--	--	None	--
4 Increase Flow of Crime-Related Information to Police, Increase Reporting Rate of Crime	Yes	Not Specified	Perhaps	None	--
5 Increase Quality and Quantity of Investigations, Increase Number of Criminals Apprehended and Prosecuted	Yes	Not Specified	Perhaps	None	--
6 Improve Police Service	Yes	Officers become generalists	Using department criteria--yes	None	Officers conduct a degree of investigations
7 Improve Crime Prevention and Control	Yes	Not Specified	No	None	--
8 More Effective Law Enforcement	No	--	--	None	--
9 Decrease Crime Rates	Yes	Not Specified	Perhaps	Crime Maps	Some crime went down throughout the city
10 Decrease Citizen Fear	Yes	Not Specified	Perhaps	None	--
11 Improve Community Services	No	--	--	None	--

A. POLICE/COMMUNITY RELATIONS ENCOURAGED
(OUTCOME #1)

"Under the Team Policing concept, the Department will strive for community interaction between the police and public in serving their needs and getting to know its residents, the Neighborhood Team Officer will try and emulate the thinking of the neighborhood as the 'Corner Candy Store' has done for years."¹

The January 1976 Urban Institute survey of citizens in the team area of Elizabeth indicated that police/community relations already were good there; 91 percent of the citizens said they felt the police were doing a very good or good job providing police services in the neighborhood. Furthermore, about half the respondents reported that they recognized the police who worked in their neighborhood. Specifically, 9 percent recognized most of the police there; 15 percent recognized some; and 23 percent recognized a few. Also, more than half the respondents said they respected the police in their neighborhood a great deal (an additional 37 percent said they respected the police "some").

When surveyed by The Urban Institute at the beginning of the demonstration and a year later, team members were asked, "How good a job of working with the community would you say your unit is doing now?" As can be seen in Table 13, even before team policing began, more than two-thirds of the team members felt they were doing an average or better job. However, a year after team policing began, no one reported doing a poor job and those who thought they were doing a good job increased.

It is interesting to note that in January 1976, 34 percent of the citizens interviewed in Elizabeth reported having talked informally with a policeman in their neighborhood during the previous month. This indicates an

1. Elizabeth Team Policing Proposal, pp. 23-24.

TABLE 13: TEAM MEMBERS' RATINGS OF HOW CONSTRUCTIVELY THEY WORK WITH THE COMMUNITY

	Very Poor	Poor	Somewhat Poor	Average	Somewhat Good	Good	Exceptional
	%	%	%	%	%	%	%
Winter 1976 N=33	3	3	12	33	15	33	0
Winter 1977 N=26	0	0	0	15	38	42	4

already frequent rate of informal contact between the citizens of Elizabeth and the police prior to the implementation of team policing. In the other five demonstration cities, only 14 to 19 percent of the citizens reported having talked informally with a police officer in their neighborhood during the previous month.

Because citizen opinion of the police in Elizabeth already was high, and since specific activities to improve police/community relations were limited, a second wave citizens survey was not administered.

B. JOB SATISFACTION (OUTCOME #2)

The Elizabeth proposal did not list "increase officer job satisfaction" as one of the program's objectives. However, job satisfaction was examined here as an indicator of team members' reaction to team policing after one year of operation.

When surveyed just prior to program implementation, team members said that they expected team policing to give them more choices on their job. A year later they reported that, in fact, they do have more choices--their expectations of the program, in that respect, were met.

Team Policing is expected to broaden the scope of a police officer's job. Table 14 is a scale showing how the team officers categorized their job scope prior to program implementation and one year later.

TABLE 14: TEAM MEMBERS' CATEGORIZATION OF JOB SCOPE

	Narrow Job Scope	1 %	2 %	3 %	4 %	5 %	Wide Job Scope
Winter 1976 (N=34)		38	12	3	26	21	
Winter 1977 (N=26)		12	8	23	46	12	

The proportion of team members who felt their job was narrow in scope decreased 26 percent during the demonstration. At the same time, the proportion of those who felt their job had an especially wide scope decreased by 9 percent. Both shifts were to the middle of the scale. This would seem to indicate that the team members are developing more realistic expectations about what they can expect to do within the scope of their work.

The same survey mentioned above also asked, "How do you feel about your job?" Once again, after one year of team policing team members' responses shifted somewhat to the middle. As Table 15 shows, the people who were dissatisfied disappeared and those who were neutral increased.

When asked "How do you feel about your job this year compared to last year?," there was no change between the two years. Overall then, it appears that the team members are satisfied in the work and feel that the work they do is compatible with what they expect from their job.

TABLE 15: TEAM MEMBERS' JOB SATISFACTION

Response	Winter 1976 %	Winter 1977 %
completely satisfied	0	8
well satisfied	68	54
neutral	18	38
a little dissatisfied	12	0
very dissatisfied	3	0
	N=34	N=26

C. CRIME INFORMATION AND ARREST (OUTCOMES #4 AND #5)

One of the program objectives stated in the Elizabeth grant proposal was to improve the public's attitude toward the police and increase the flow of crime-related information from citizens to the police. A Neighborhood Watch Program was mentioned as one way of accomplishing this objective. There was no Neighborhood Watch Program started during the demonstration period, but at community meetings team members stressed the importance of crime-related information they receive from the public. Captain Grimm said he was unaware of an increase in such information since team policing began.

Since no specific activities were undertaken to increase the flow of crime-related information to the police, Grimm's observation is not surprising. It is interesting to note, however, that when Elizabeth citizens were asked if residents in their neighborhood would report crimes they observe to the police, 72 percent said "usually" they would. In three of the other demonstration cities, just under two-thirds of the citizens made the same response

as in Elizabeth; one city had the same rate of response and in the sixth city, 84 percent of the citizens said they would usually report to the police.

Data on team area arrests and dispositions are being collected by the local evaluator and are not available at this writing. As a result, it is not possible at this time to judge whether Elizabeth was successful in achieving this outcome.

D. IMPROVEMENTS IN POLICE SERVICES (OUTCOME #6)

The Elizabeth proposal states that the team policing program "will seek to improve police service through the development of generalist police officers, capable of determining realistic goals through participation in the decision-making process."² The proposal defines a generalist as one who performs more diversified functions over time.³ In fact, our observations show that team officers' functions have diversified with their involvement in follow-up investigations, and the team structure does allow for participative management. Because the Elizabeth department defines "improved services" as synonymous with the existence of generalists, Lieutenant Hennings reports that the team policing objective of improving police service has been met.

2. Elizabeth Proposal, op. cit., p. 25.

3. Ibid., p. 40.

E. CRIME PREVENTION
(OUTCOME #7)

Most team crime prevention work is done at community meetings where team members discuss ways for citizens to increase their personal security at home and on the street. A crime prevention officer has office space in the auxiliary team office. He is responsible for crime prevention activities citywide, but spends most of his time in the team area and accompanies team members to community meetings. Also, burglary victims are urged to contact him for information on how to prevent future break-ins. Since the team did not mount a specific crime prevention campaign, one would not expect a significant deterrence impact to occur.

F. SELECTED CRIMES DOWN THROUGHOUT CITY, CITIZEN FEAR DOWN
(OUTCOMES #9 AND #10)

A heightened sense of security for residents of the team area is one of the goals of the program expressed in the proposal. At a team policing technology transfer conference in Winston-Salem during late February 1977, the assistant team commander reported that it appears that crime in the team area is going down with the exception of auto thefts. He noted that fear of crime in the neighborhood seems to have gone down. As evidence, he cited the fact that 12 new businesses have opened up and nearby liquor stores are closing at 10:00 p.m. rather than 5:00 p.m. The "post" citizen survey, which would have provided data on the question of citizen fear among others, was cancelled because no specific activities of a magnitude expected to produce a change in citizen attitude were implemented by the police.

Table 16 shows the percent change in four crimes between 1974 and 1976 in the team area and in the rest of the city. The most striking difference between the team and nonteam areas is the offense rate for breaking and entering, where the city experienced a 7 percent increase between 1975 and 1976 while the team area rate increased 31 percent. However, since most of the crime rate changes in the team area are not markedly different from those in the rest of the city and since no specific team activities against these crimes were initiated, there is no reason to expect the crime rate changes resulted from the team project.

TABLE 16: PERCENT CHANGE IN FOUR CRIMES IN
TEAM AND NONTEAM AREA

CRIME	1974-1975		1975-1976	
	Team	Rest of City	Team	Rest of City
Robbery	+ 4%	0	-40%	-33%
Aggravated Assault and Battery	- 6%	- 8%	-15%	-12%
Breaking and Entering	+13%	+22%	+31%	+ 7%
Auto Larceny	+12%	+12%	0	+10%
*Source: Yearly Crime Maps, Elizabeth Police Department Annual Reports 1974-1976.				

END