Juvenile Law Enforcement

A Manual for Improving Productivity

Arthur D. Little, Inc.
Washington, D.C.

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FOREWARD

This manual presents a new perspective on old issues in police management. The guidelines included in this document are applicable to small, medium and large law enforcement agencies because they deal with fundamental issues of resource management.

The terms police and law enforcement are used interchangeably throughout this manual for convenience. Readers should not assume that the use of these terms excludes sheriff's departments special purpose law enforcement or private security operations. Any agency that delivers law enforcement and crime prevention service may benefit from the use of POLICY concepts.

Finally, specified references to programs and projects have been omitted. The omission was due, in part, to a desire to avoid overlooking worthy programs. Moreover, the omission of specific project references was due more to the underlying concern of this manual. That is, there is a growing alarm over the volatile nature of police juvenile programs in America. Many excellent examples of police juvenile operations may not survive the first printing of this manual. So, only generally accepted and well proven methods and techniques are presented. Additional guidelines and materials are provided in the references and in the supplementing POLICY training program documents.

INTRODUCTION

A. Purpose of the POLICY Manual

The scene of a police car stopped along a public street and an officer talking to a small group of young people is a situation that occurs many times daily in each American community. The contact is nearly always informal and represents more than 90 percent of all interactions between police and young people. It is easy to surmise that this contact forms the basis for attitudes that affect future reactions and behavior.

Unfortunately, few programs have effectively addressed the issue of informal police-juvenile contacts, preferring instead to address themselves to the more formal contact between young people who may be facing criminal charges or custody and the police. So much attention has been given to the formal area of police-youth contact that police have unwittingly abrogated their responsibility to maintain a reasonable level of competency in juvenile law enforcement matters. Juvenile law enforcement matters are generally poorly understood and often overlooked in the planning of departmentwide services.

The POLICY program, which stands for Police Operations Leading to Improved Children and Youth Services, was developed to meet the needs of law enforcement agencies and communities committed to reversing the decline of police productivity and the atrophy of juvenile programs. POLICY is based on well-proven police organizational development activities and a realistic understanding of the magnitude of juvenile law enforcement matters.

This manual is designed to address the problems of declining police productivity and the absence or neglect of departmentwide juvenile programs. The basic premise of this manual is that improved overall police productivity is a prerequisite to an expanded and improved police juvenile program. This manual is not a technical manual for juvenile officers. It is a management oriented manual that is intended to assist the police agency and its juvenile officer(s) develop a departmentwide juvenile program.

Another underlying premise of this manual is that the key to improved police juvenile services lies at the first point of contact. It is often said that "a chain is only as strong as its weakest link." Accordingly, the strengths of police juvenile operations are deeply affected by the largely unknown and uncontrolled point of initial contact between the police and young people.

This manual attempts to go against the current tide of declining juvenile programs and cutback management. It is able to combat this current tide effectively because everything that is presented in the POLICY concept works well, particularly within the context of ongoing police programs and existing resources. The challenge exists for the juvenile officer or commander to introduce the new POLICY concepts to the rest of the department in a manner that is likely to gain acceptance.

This task, however, may more difficult where current juvenile operations are weak, or where leadership from the unit is not well respected within the department. This document will address these issues and will examine the aspects of POLICY as it relates to improving police juvenile services.

B. Scope of Juvenile Matters

Many law enforcement professionals tend to recognize only formal juvenile involvements (cases assigned, arrests and referrals) as the official workload in juvenile matters, even though they know intuitively that the actual figures are much higher. Formal contacts are easier to account for and control while informal contacts and juvenile precipitated service problems are either difficult to document or next to impossible to assess.

A simple operations analysis of any police department will reveal the following major areas of police service which directly involve young people:

- disturbances - police patrol officers spend 30-40 percent of their time handling disturbances, which include many juvenile complaints.

- family violence - 20 percent of all family fights involve parent child disputes; the remainder have a direct impact on youth who are most always present. Truancy has been associated with the incidence of family problems in many studies.

- home burglaries - as much as 30 percent of home burglaries are committed by juveniles, especially during the school year when the offenders are often truant.

- vandalism - nearly all vandalisms are juvenile related and vandalism is one of the crimes with the lowest solution rate.

- elderly complaints - juveniles account for most of these complaints, whether they are founded or unfounded.

- traffic enforcement - ranging from school crossings and violations to just plain traffic management, juveniles account for a large consumption of police time.

- offenses against children - juveniles are the victims of abuse, exploitation, extortion, assault and theft; the degree of victimization is largely understated in statistical reports and remains to be uncovered by current programs centering on the school and family life.

These major areas of demand account for at least 50 percent of the total requirement for police service. This figure grows significantly when estimates for informal contacts and general order maintenance services are added.

It is clear that juvenile related law enforcement matters consume a major portion of police time. It also is clear that most of these services and contacts are handled by patrol officers who are generally not supported or guided by a departmentwide juvenile program. Guidance and control are limited mostly to a few general orders which dictate formal handling procedures.

C. Impact on Police

Police approaches to handling juvenile services have been forced to become specialized over the past two decades to meet the demands of a shift in judicial and social attitudes. However, the shift toward special attention to special problems also resulted in diminishing concern for the sheer bulk of services and activities involving children and youths. Organizational competency has diminished accordingly, which places many police agencies in a position in which few individuals are confident in their understanding of juvenile service problems and in the methods of dealing with them.

The net result of the diminishing competence and confidence has been the tendency to avoid juvenile problems instead of bringing them to the forefront. A rapid growth of community programs in the 1960's and 1970's provided an outlet for police agencies to shuffle the problem to someone else. Cutback management and stepped-up criticism of police served only to hasten their retreat from community responsibility.

Community programs unwittingly served the purpose of speeding-up the police retreat. Funding sprang out of many sources by the mid-1960's and the competition to grab a share was fierce. Program designers and planners were quite literally competing with the police for clients as well as dollars. In their naivete, community planners adopted a competition-oriented marketing technique, instead of client-oriented. That is, they focused their pitch on how poorly the competition (the police) were doing with youths, rather than marketing solid solutions that fit client needs. Many harried police administrators made proforma public gestures of defense, while gladly shifting their program priorities.

By the 1980's, the combined effects of program failures, politics and a sagging economy stripped away many local programs, leaving the police and the juvenile justice system essentially on their own. Police are now being forced to re-assume responsibility for things long forgotten. Field police officers are now, for the most part, young and have been socialized into a system of policing that precludes such items as juvenile work, crime prevention, vehicle safety, crisis intervention and community service. "Real police work" has a different and limited connotation.

There are many obstacles to overcome if police are going to be effective in dealing with juvenile law enforcement matters. Identifying these obstacles is perhaps the first step. The following are many of the basic issues and obstacles that can be addressed through the POLICY approach:

- extreme confusion - juvenile processing procedures and rules applying to police are generally misinterpreted, misunderstood and misperceived. The procedures and rules are generally much less restrictive than police believe. Police tend to react passively and rigidly to the process, instead of actively working out procedures and activities which benefit all interests.

- removal of the field officer from the decision link - existing procedures tend to exclude the field officers from the decision process once the initial decision is made to take formal action. The absence of a vested interest in what happens has a direct, negative effect on the attitudes of the field officer and the youth, which affects their subsequent interactions (field versus station adjustments are part of the issue).

- diminished competency - both the field officer and the department suffer from the absence of a departmentwide program, regardless of the quality of the juvenile units specific projects. It becomes a self-fulfilling prophecy that field officers handle juveniles poorly because they have no practice in proper programs.

- declining juvenile arrests - the difference in arrest and citation procedures for adults and juveniles accounts for a lower rate of juvenile arrests as well as a significant portion of the present decline in juvenile arrests nationwide. Field officers will avoid formal contact in many cases because they perceive it to be more time-consuming and nonproductive. Contacts are, therefore, not documented and poorly controlled. Consequently, the officer has less leverage in an informal contact and finds it more difficult to have a positive impact on the youth.

- missed opportunities - passive or direct avoidance of juvenile problems by patrol and investigations causes the department to miss the opportunity of using time wisely to prevent or contain problems of vandalism, nuisance calls and elderly complaints. These problems become calls-for-service (CFS) which are rarely resolved to anyone's satisfaction. Patrol time is spent less wisely responding to CFS and writing reports, then it would be working the problem before it becomes a CFS.

- conflict between field officers and the juvenile unit - the conflict may be direct or subtle, but it exists often because of ignorance and frustration. Subtle conflict is more damaging because it results in avoidance behavior. Both sides will carve out their turf and avoid contact, which is inconsistent with the needs and realities of juvenile services.

- abrogation of responsibility - the existence of special projects or juvenile officers can lead to the "not my job" mentality. Coordination of programs degenerates to a matter of "dumping" problems, which reduces officer competency and effectiveness in dealing with young people.

- limited socialization of officers - cutback management and the problem avoidance mentality have produced an environment where existing veteran patrol officers (those with 5-7 years experience) possess a limited viewpoint of "what is real police work". This perception is now institutionalized in middle management, thus presenting problems for anyone promoting change.

- limiting effect on other police programs - the turf questions and the rigid reaction to misperceptions of juvenile law and procedure have tended to restrict other police programs. For instance, crime analysis and intelligence units are forced to miss half or more of the raw information that could make them more effective (e.g. offender records, MO/suspect files, raw intelligence, field contacts and probation reports). Crime prevention, narcotics and property crime programs are hampered similarly.

- restrictive attitude of the prosecutor, court and probation agencies - these agencies have adopted a working rapport with juvenile officers and resent or resist dealing with a broader group of officers. Working relationships and procedures have developed on a personal basis, rather than on a functional basis with clear procedures. Moreover, the procedures have been developed too often in a vacuum that was/is inconsistent with broader law enforcement objectives. Resistance to change is usually due to inconvenience or lack of accustomization and is due rarely to substantive reasons. Many procedures can be improved for the benefit of all parties if the improvements are developed in an organizational context. For instance, police field contact cards are a significant aid to juvenile probation counselors who also may provide police with suggested areas to work. This requires an understanding of the aims and functions of both organizations to develop.

- insufficient goals, objectives and guidelines - most police procedures (S.O.P.'s) are limited to formal processing criteria. The S.O.P.'s focus on proscribing officer behavior and limiting activity, instead of prescribing options or reflecting the mission or objectives of the department's juvenile program. It is rare to find a clearly articulated mission statement for the department or for the juvenile unit's role. Where a mission is indicated, it is generally passive and restrictive, covering sensitive areas only.

Not all police agencies will suffer from all of the preceding problem areas, nor will everyone agree that these problems exist. While some police agencies may have philosophical differences with these problem areas, others may simply be unaware of what is going-on in their own departments.

Regardless, some conclusions are inescapable. Police budgets and personnel levels will not grow appreciably in the foreseeable future. Productivity improvement efforts will center on the one area where most police resources are allocated--patrol. Special units and special assignment officers will increasingly be relied on to assist the rest of

the department in developing programs. Cost factors and limited success will prevent the resurgence of many community programs. Finally, the traditional juvenile justice system agencies (police, prosector, court, probation and correctional agencies) will bear the near total responsibility for juvenile services. How these conclusions affect the development of improved operations is discussed in the following pages.

D. Dichotomy in Juvenile Programs

There are many examples of excellent juvenile projects operated by police departments. Many of these projects provide diversion and referral management services for youths who are neglected or who have committed minor offenses. These projects usually save patrol officer time by providing another individual in the department to relieve the officer of responsibility for processing and transporting a youth once he/she has been placed in custody. The patrol officer, therefore, is free to go back into service with only minimal disruption of time. The ease of this activity is supposed to, in theory, increase the likelihood of juvenile contact. It is also supposed to improve the quality of service to the young person by putting him/her into the hands of a trained individual who has the time to deal with the needs of the child.

These and other examples of juvenile projects, including school liaison, athletic leagues, gang diversion and juvenile incentive activities, have two things in common:

- they are designed to relieve the burden of juvenile services on patrol; and

- they are designed to expand and improve services to young persons.

This occurs when an activity or program is supplemental to a departmentwide juvenile program. Where a departmentwide program does not exist the results can be detrimental.

First, these programs attempt to deliver a service that is a citywide requirement and which represents a major portion of police service demand. A small number of persons assigned to these activities do the job for the whole department. Second, these programs are designed to take the field officer out of the picture, thereby further reducing his/her competency in dealing with youths. The lower the competency, the lower the confidence, which has a direct impact on policies that further impede or reduce police productivity.

The dichtomy or conflict in the direction of police juvenile programs is that an inverse relationship exists between the quality of a department's juvenile projects and the competency of its juvenile programs. Many projects divert attention and responsibility away from the need to deliver competent juvenile related services on a citywide and routine basis. Experience is demonstrating that the better the juvenile unit or its projects, the worse the department in its ability to perform well in juvenile services.

The key to this problem is whether or not the juvenile unit or juvenile officer is attempting to deliver or manage juvenile services. A recent trend toward eliminating the juvenile unit or specialist, or dispersing the juvenile officers to other units, leaves the police department with nothing. The institutional memory regarding juvenile law enforcement and its capacity to maintain competency has been destroyed.

E. The Integrated Criminal Apprehension Program (ICAP)

ICAP is now a generally recognized program for police productivity improvement. Contrary to what its name implies, the ICAP concept has grown to include all aspects of police work. ICAP represents the collective results of all major developmental activities in contemporary policing. It is now being used in various forms in several hundred police jurisdictions nationally and internationally.

ICAP is discussed here and elsewhere in this manual because it forms the basis for the assessment of juvenile services. The ICAP Program is an approach to organizational development that stresses the importance of structured decision processes and the involvement of individuals, at all levels of the department, in the identification and planning of activities and services. The ICAP approach to decisionmaking embraces the total spectrum of requirements for police service, including crime, crisis and order maintenance. Its utility for American police systems is timely, since it is a productivity-oriented program that is most effective where budgets are tight. The impetus for ICAP implementation comes mainly from the requirement "to do more with less, and do it better."

The ICAP concept has four major components in its logic flow, which can be depicted as follows:

Data collection----▶ analysis----▶ planning----▶ service delivery

Its success is based on the assumption that a simplification and formalization of these four steps will lead to improved productivity. That is, the data or information that is provided by citizens or police officers should be analyzed and used to make decisions that guide and direct police activities, in an active manner. This is in contrast to the current tendency to react to problems once they have become a community concern. ICAP helps to shift the police emphasis from a passive or reactive use of resources to an active style. Considerable emphasis is placed on improved problem analysis and on the use of a wider range of police methods.

ICAP's integral relationship to juvenile services may not be overstated. An analysis of the total requirement for police service reveals that as much as 55 percent relates directly to children and youths as victims, witnesses, offenders and service users. Thus, juvenile services must be viewed as a departmentwide problem, not just the bailiwick of a special unit or section. Unfortunately, attention is usually focused on a small portion of the juvenile matters that are of

concern to outside groups or agencies, most often to the exclusion of the broader need. The ICAP emphasis on problem analysis influences the police agency to define juvenile matters and services in a broader and more productive context.

The guidelines contained in this manual for productivity improvement, organizational development and juvenile program development are based on ICAP. ICAP was developed and tested successfully over an eight year period by the Law Enforcement Assistance Administration (LEAA) and it now forms the basis for Congressionally recognized programs in crime prevention, police management, property crime programs and career criminal apprehension. Later sections of this manual provide guidance in the use of ICAP methods.

F. Tasks for Implementing a Departmentwide Juvenile Program

This manual covers the basic POLICY techniques and contains assessment formats and guidelines. Any department may use them to identify productivity improvements and implement a departmentwide juvenile program. Following are the key steps in this process:

1. Appoint a Steering Committee to conduct a self-assessment of the police department using the guidelines provided in the manual.

2. Establish a formal police policy or program statement which identifies the central role of juvenile law enforcement matters in the workload of the police.

3. Conduct an operations analysis assessment to clearly delineate the actual breakdown of the police department's workload.

4. Assess the current management and performance goals of the police agency to determine if they are consistent with resource allocation.

5. Use the available information to define the productivity levels of units in the police agency.

6. Conduct a comparative analysis of productivity levels between the department's present calls-for-service (CFS), case screening/assignment approaches and the expanded models presented in the manual.

7. Implement the expanded models of CFS management and case assignment.

8. Redefine the roles of special units and primary units to meet the criteria of a program management system.

9. Develop a clear set of priorities for the department and the juvenile unit for the performance monitoring of juvenile law enforcement services.

10. Develop a formal response and operational statement for each of the juvenile law enforcement issues.

11. Initiate a directed activities program using strategies and tactics that are identified in this manual.

12. Implement the ICAP, or a similar approach to organizational development (if the self-assessment identifies a need for improvement).

G. Implementation Issues

Police work is serious business. So is public administration and the accountability for public resources. Merely doing things in a certain manner because "it seemed to be a good idea," or "we have always done it this way," does not hold advantages for anyone-the department or the public. Likewise, anyone who diverts the public good to retain personal power or influence initiates detrimental results for the individual and the department. Professionals in law enforcement must be flexible and honest -- ready to compromise their personal objectives for the good of the organization, or for the sake of an individual program or task. Accordingly, the following issues must be dealt with objectively:

- Management versus advocacy - Who is going to take the lead and which opinion should prevail? Anyone who is approaching the POLICY programs ought to take stock of "where they are coming from" and recognize that a balance must be struck between the law enforcement mission and the goals of a juvenile program.

- Ignorance - One may assume that ignorance is a function of proximity and time away from a job or function previously performed. Any blissful assumption about how things work, or the feasibility of a particular idea is dangerous, because it is usually wrong. Special unit personnel suffer from this malady as often as do management or command staff.

- "Rubber-gunners" - This is a real fact of life in policing which needs to be faced and dealt with now. Avoiding the problem is unfair both to the public and to other officers. No one should be allowed to leave a legacy of incompetency, so it is important to move these persons out if they have "beached their boat" in a special job or assignment that takes on new importance under the POLICY concept.

- "Unconscious command staff" - Every organization in any field suffers from this problem. One never knows what it is like to be a senior executive until it happens. But the rank and file often perceive management to be in a state of "rigor". If this situation exists and is real, then there are organizational techniques to deal with it. The key is to recognize it and deal with it, instead of using it as an excuse for inactivity.

- "Charismatic leadership" - A whole program will sometimes evolve around one strong individual who carries the program or unit. What happens when the individual leaves, is promoted or transferred? Any program that is run on the strength of one individual is doomed. Structure must be developed and program concepts must be institutionalized (made routine) with the assumption that average persons will be generally running things.

Whoever takes the lead in developing a POLICY program needs the support of command staff and special unit personnel. Identifying the strengths and weaknesses of each situation is important in planning an implementation strategy. Moreover, it is the duty of each professional who is interested in POLICY to recognize and overcome his/her own areas of ignorance of police science. Improved juvenile services require the manipulation of the entire police system. It is, therefore, imperative that POLICY planners equip themselves with an open mind and knowledge, in place of assumption. The following section deals with the issue of police productivity, an essential ingredient when developing and implementing any type of management system.

POLICE PRODUCTIVITY

A. Evaluating Police Performance

Police operations are usually evaluated on the basis of impact on numbers of reported crimes, arrests and clearances of crimes. This is a general practice partly because these items are quantifiable and, partly because it has never occurred to many public officials to use other, more appropriate means of evaluation.

Three areas of evaluation are important for supporting the development of good public policy concerning law enforcement. These areas are:

1. Organizational competency
2. Productivity
3. Impact

Organizational competency is perhaps the most overlooked measure, yet the basis for most community controversy about law enforcement. Organizational competency relates to the adequacy of programs, overall management and the development of the ability of individuals and groups. The depth of employee talent and skills is an indication of current and future performance. It is an indicator of the priorities of the leadership within the police agency and in the community. The development of organizational competency is an investment in community protection.

Productivity is another measure that is overlooked because it is poorly understood. It is a measure of how well resources (in this case - human resources) are used. Productivity means more than mere efficiency or effectiveness. It is concerned with the value of decisions in terms of a combination of short and long-term results. Thus, many decisions about police services that are based solely on efficiency or effectiveness often may come into conflict with broader notions of productivity.

Impact may not be subjugated as a measure, as long as it is placed in context with competency and productivity. The latter two are essential to the maintenance of community values, but the former (impact) is a measure of the agency's performance in achieving its fundamental mission of service delivery.

Productivity is linked strongly to improved police competency and impact in juvenile related problems. Few police departments will grow significantly in terms of personnel. Even when a few officers positions are added to the police budget, the impact is usually less than 5 percent of the total budget. Moreover, by the time the officers are on the line (six months to one year), the department has probably lost an equivalent number due to natural attrition.

The only avenue left for police agencies to increase or to expand services is to obtain more from their existing resources. Cutback management opened the door for police to reduce services as a means of improving efficiency but at a tremendous cost to the public. Productivity management concepts assist police departments to reassume the delivery of services that were previously dropped and to better use managed time to increase and expand services with existing resources.

The productivity methods presented in this section will help a police department to increase productivity by as much as 30 percent, at no cost to the public.

B. Definition of Productivity

Productivity may be defined simply as a measure of the results gained from a specific amount of effort. In its purest form, the word productivity implies the achievement of results.

A notion of value or quality added is implicit in productivity, which differentiates it in meaning from measures of efficiency or effectiveness. An efficient use of resources alone may not be effective, or meet a desired need. An effective use of resources may not be efficient, or sufficient in overall impact. Productivity planning helps to strike a balance, between efficiency and effectiveness, that is guided by an overall desire for value.

An example of a productivity measure may be something as simple as determining what percent of the time available to patrol officers is spent conducting valuable or high priority services. Productivity measures will almost always compute results or outcome in the context of the input of effort. The added notion of value is the key. Productivity planning requires the comparison and assessment of different methods.

Each method may be computed in terms of its efficiency, its effectiveness and its productivity. Likewise, a notion of productivity may lead to a re-examination of the goals and objectives for services. For instance, a police department may decide that case resolvability is more productive as a goal than solvability. Preventing continued victimization may be more valuable than a large expenditure of investigation time handling a case that is not solvable.

Productivity is a predominant concern for police, since most police resources are "labor-intensive" and, therefore, expensive. Over 90 percent of police budgets are for personnel. Nearly 70 percent of these personnel are assigned to direct service functions. So, how their time is used is the key to police productivity.

C. Impediments to Productivity

The greatest impediments to improved police productivity are:

- absence of measurement or comparison;
- lack of alternative methods;
- failure to account for employee incentive and job satisfaction in policy and program development; and
- a pre-occupation with sophisticated analytical processes and hardware systems.

Police departments collect more information than any other service function or business. The collection, processing and storage of information routinely accounts for as much as 55 percent of employee time. Yet, very little of this information is ever used, particularly to assess performance. The process of measurement, which is often referred to as operations analysis, is simple. A police department needs to know three basic things: What is the requirement for service? How are time and resources expended? What are the results?

Modern day police departments use fewer methods than were ever used in the history of policing. Police are now limited to dispatching patrol cars to all CFS and assigning all criminal complaints to investigative follow-up. Contemporary efficiency programs have been limited to "dumping" or reducing police services, instead of using more appropriate measures.

It is a paradox that the greatest and most expensive resources in policing -- field officers -- are the least considered and most poorly used assets in a police department. Records, reporting, dispatch, case-follow-up and many administrative procedures revolve, by design, around the efficient use (and attitudes) of support personnel, to the exclusion of field personnel. The motivation for positive performance in the field is dampened by procedures and requirements which fail to take behavioral factors into consideration.

Contemporary police of techniques are caught-up in a pre-occupation with sophistication. It is assumed that scientific measures and high-technology devices are the key to productivity. The improper use or application of technology has been a major stumbling block for police productivity. Many departments continue to use expensive high-technology devices, out of embarassment, long after they have proven to be useless. Regardless of its value, technology tends to divert police attention away from the basic and fundamental issues of "what they are supposed to be doing."

D. Traditional Versus Contemporary Policy Styles

A common point of controversy and popular excuse for inactivity in police improvement is the "traditional versus contemporary" argument, which attempts to validate belief as a sole justification for practice. It is unfortunate that this is so often relied upon to cloud the issues because it is a fallacy. It would be difficult for anyone who is still

active in law enforcement to be old enough to claim to have practiced traditional law enforcement.

The argument really centers on differences in contemporary policing styles, which are nothing but variations of high technology law enforcement. References to traditional policing are generally what twenty year veterans thought they did in their first five years of experience, compared to what they think field officers do now. However, the only thing that has changed since about 1930 is a greater emphasis on constitutional safeguards, which many people believe helps to improve police investigations rather than hindering them.

Traditional policing styles were those which occurred prior to the widespread use of vehicles and radio technology. They were characterized by the following:

- Most CFS were blocked and held for beat officers who came periodically to a callbox or to a station.

- Immediate dispatch was reserved solely for emergencies and was limited to reserves held at the station for that very purpose.

- Patrol officers handled many functions and were held accountable for what happened in their beats; they relied heavily on community involvement and exercised wide discretion.

- Traditional policing used alot of methods and operated in a "bottoms-up" system oriented around the basic field officer (which was and continues to be the primary investment).

Demands or requests for service were screened and citizens were advised as to "what type of service" to expect. Field officers received their assignments in batches and managed their time accordingly. It is interesting to note that all service industries use these methods today, except for police and fire departments.

The principal difference between traditional and contemporary policing is linked to response techniques. Contemporary police styles use less methods in handling the wide range of demand for service than were used traditionally. The efficient and effective use of police resources is now controlled by self-imposed limitations on the mission of the agency. CFS are handled by the immediate dispatch of a patrol car and criminal complaints (cases) are assigned to investigators. The appropriateness of these techniques is rarely questioned.

E. Police Organization

How did contemporary policing get into the position it is in? Afterall, this is the age of high-technology and sophistication. Millions have been spent in the last fifteen years on police improvements by the federal government. Research and development efforts have been widely discussed and police training is extensive. How does one, therefore, contend that contemporary policing is somehow not on target?

Contemporary policing styles got into trouble for a number of reasons. Some of these are:

- Technology - Police have been adapting to new technologies, rather than adapting the technologies to policing. Hardware and electronic systems have dictated a narrowing of procedures, often obviating quality control functions (e.g., phone-in dictation of reports eliminates the immediate role of the field supervisor in maintaining and assuring the adequate performance of patrol officers).

- Growth of demand - Increasing population and dispersion in housing have added to the requirements for basic police services faster than the growth of police resources.

- CFS manages police - Technology induced limitations on CFS handling have forced police to orient patrol activities and other services around CFS. Police budgeting approaches, which developed on the basis of response requirements for CFS, have unwittingly undermined improved productivity. The requirement to maintain a maximum availability for responding immediately to any CFS leaves police with only short segments of time (10-20 minutes) in which to conduct other activities.

The combined effects of the introduction of technology and the growth of demands for service began to make it a difficult and contentious task for police managers to maintain accountability. Accounting for time and performance in patrol divisions became confusing. Since everything revolved around responding to CFS, patrol divisions were evaluated by measures of response time. The performance of other patrol services had to take a back seat to CFS.

CFS were easy to count and measure. City budget officers could estimate police budget needs using CFS data. Local politicians and government leaders fixed their attention on CFS as the barometer for assessing citizen satisfaction with police service. The cheapest service in the world, "a police car in the citizen's driveway", cost only a dime, (now twenty-five cents) for the price of a phone call. Police happily supported the general belief that what citizens wanted was the immediate dispatch of a patrol officer as the best and sole means of handling requests for service.

The predominant emphasis on CFS response in patrol management reduced the opportunity for patrol officers to practice other skills, except for the so-called function of "preventive patrol." Community contact, investigations, tactics, traffic enforcement and work with juveniles became less and less a part of a patrol officer's day. When not responding to a CFS, the patrol officer generally made him-or-herself available, while awaiting the next dispatch assignment.

It was a natural reaction of administrators and specialists in police departments to begin to lose confidence in the abilities and competence of patrol officers. Problems seemed to stem from some shortcoming in

patrol. Preliminary investigations were "lousy", often having to be repeated by detectives. Civil rights and evidence were handled improperly and officers tended to behave immaturely by overreacting to some situations. Some veterans in police agencies came to think that the "patrol officer just could not be trusted" to do anything correctly. It was easier to "write the patrol officer into a corner" with procedures that proscribed, rather than prescribed behavior. If they (patrol) would just learn to "hold the scene and wait for the smart guys," things would be better.

The growing lack of confidence affected attitudes, which, in turn, created animosities. Patrol began to refer to non-patrol officers as "those guys who sit around and drink coffee all day." Non-patrol officers reacted to their poor perceptions of patrol competency by pushing internally for more personnel. Guidelines and policies were written carefully to protect the perogatives of non-patrol units. Patrol divisions responded by passively allowing their responsibility to be transferred piece-by-piece to special units.

Similar situations were developing in other, non-police organizations. Productivity was failing and managers were finding that they simply could not achieve an acceptable level of compliance or performance from the bulk of the employees. Management plans and performance standards were often thwarted by conflict in "time and task" planning that introduced confusion and inefficiencies. Police suffered from this shortcoming simply because the CFS dominated patrol management. The patrol officer's workday was broken into such small segments of time that little could be recovered for significant activities.

Police administrators were under pressure by the late 1960's to handle more CFS and to do a better job in dealing with special problems. So, it became easier to create special units to handle special problems than to expect patrol to cover CFS and be responsive, as well, to special concerns. The initial performance of special units was gratifying. Personnel were handpicked and motivated. Their performance was easier to stimulate and monitor since their assignments were problem focused. Moreover, the existence of a special unit was a visible sign to community leaders of their influence on public policy.

The success of special units spread. Special units or assignments in police administration grew, including some of the following common types in existence today:

- planning and research
- community relations
- juvenile
- narcotics
- training
- crime prevention
- tactics
- vice

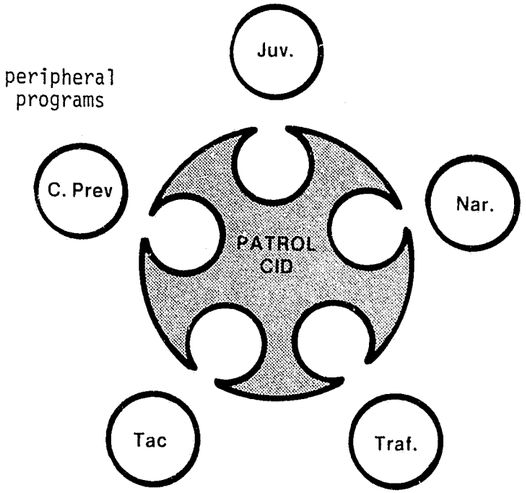
- criminalistics
- organized crime
- crime anaysis
- major case squads
- FTO
- forgery
- beer inspectors
- inspections
- major events
- victim assistance
- battered women
- operations analysis
- crisis intervention teams
- SWAT
- career criminal teams
- pawnshop
- traffic analysis
- internal affairs
- missing persons
- warrants

Special units began to deliver services and tended to shield the lack of effectiveness of the bulk of the police organization. The special units often competed with the main force for tactical opportunities and became quite "possessive" about their turf.

The illustration in Figure 2-1 depicts a model of contemporary police organizational style. Functions from within the bulk of the organization have been pulled-out to the periphery for special attention and visibility, leaving gaps in the capability and competency of the main force. Some of the problems with this model are:

- The special units are attempting to <u>deliver</u> special services, instead of <u>managing</u> the delivery of services;
- The special units are shielding the rest of the organization from a lack of productivity;
- Approximately 70 percent of the sworn personnel of any department are in line operations (uniform or general assignment investigations), yet they usually run at a productivity level of only 10-30 percent.
- Less then 30 percent of sworn personnel are allocated to special assignments or units. They function usually at a high (80-90 percent) productivity level, since they are trying to deliver a service for the whole department.
- The volume of service requirements for juvenile problems (as well as other special concerns) is citywide, reflecting as much as 55 percent of what the police agency should be doing. Yet, only a small number of personal are attempting to deliver the service.

Figure 2-1. Illustration of Contemporary Style of Police Organization with Special Units



- functions pulled-out of the mainframe of the organization to receive special attention and visibility
- special units or assignments are staffed by handpicked persons
- special unit staff develop special access to top executives which produces problems in the chain of command
- productivity and competency drop in the main body of the organization
- special units begin to deliver the key services for the police agency, thus shielding its lack of effectiveness
- special units are the first to go in cutback management -- and the competency of the organization goes with them

SPECIAL UNIT STYLE

OF POLICING

- The lack of involvement of field officers reduces their competency over a period of time. This results in a lowering of confidence in their capabilities, which has a negative impact on management decisionmaking.

- The development of future managers and specialists in the police department is affected negatively by their experience (or lack thereof) and socialization to policing that is gained during the formative years in patrol.

The trend toward specialization has been interrupted in the last 15-20 years by attempts to develop alternative programs and, ultimately, by cutback management. Some program alternatives were developed loosely under labels such as generalist/specialist, team policing and full-service policing. These program approaches generally were failures because they were oriented around a theme that was not flexible enough to survive the rigors of implementation. Moreover, as themes they failed to apply to the total police system. The themes were simplistic attempts to explain how the entire police system should work, but they ended up as the proverbial "tail wagging the dog."

The problem with thematic approaches was that they attempted to organize the system of policing and explain it within the context of an advocacy position, or a specific set of beliefs. The story of the "blind men feeling the elephant" is appropriate in this description, because each tried to describe the elephant based on where he was located. Likewise, advocacy or thematic approaches failed because they revolved around the philosophical position or crusade of the founder. The result was that they produced incomplete, often conflicting models of policing.

Cutback management simplified the issues in policing. Majority rule prevailed and funding priorities focused on the basics. Special interests and concerns fell by the wayside, especially where they had not been integrated into the mainstream of police activities. That is, whatever patrol and investigations were doing already probably survived.

The special unit style of police management usually undergoes four phases. These are:

- Phase one - A unit or assignment is created to respond to a problem or a public policy decision. The staff are handpicked and quickly develop their program. High connections and considerable influence are enjoyed.

- Phase two - The normal turnover, promotion or "burnout" of staff results in the assignment of persons who are less controversial or charismatic. This is done to bring the unit into line and heal some internal difficulties.

- Phase three - Cutback management forces the reduction of resources in all special units and peripheral programs. Token positions are retained and unit responsibility is curtailed, usually under the

guise of reorganization. The final blow is the reassignment of "rubber--gun" types to the function.

- Phase four - The unit or function disappears quietly, after a key staff retirement or resignation.

Contemporary police administrators must develop a more functional viewpoint of the organization. Citywide service needs demand organizational approaches that produce volume. The source of major productivity potential has to be where the greatest investment in resources is placed. Finally, the competence of the organization is the major factor in developing citizen satisfaction and support of the police operation.

F. Program Management

Program management is not a new concept to public administration, in general, nor to the police field. Program management was introduced initially to law enforcement through budget processes. It was a weak attempt to improve management of resources by forcing police to move away from the old "line-item" budget to a system of presenting costs in terms of major areas of service or programs.

Program management is emerging as an extremely valuable tool in building organizational competency and improving productivity. It has often been said that "structure precedes essence." It is now becoming clear to management experts that the structure of an organization and its work determines individual behavior and performance. Program management is a simple means of structuring a complex work environment.

The approach to managing a police operation must strike a balance between:

- The differentiation of the unique and special demands on law enforcement, and

- The integration of resource management into a system to assure control and coordination.

Somehow, the law enforcement agency must get the most out of its resources without losing its edge on quality in any major service area. These aims are often divergent.

The term program may be defined as any primary function or service of the law enforcement agency. By contrast, the term project is defined commonly as a specific activity, or set of activities, that are part of an individual effort to implement a program, or deal with an ad hoc problem. For instance, a department may conduct an ongoing property crime program which is implemented through a variety of projects. The projects could be STING's, a neighborhood campaign, or a special tactical operation.

Program Management may be defined as an approach to improved organizational effectiveness which identifies the importance of fixing responsibility for coordinating each major activity at a single point. These activities are either top priorities of the organization, or are most often requirements for service that cross-cut unit lines. The concept behind program management for police is that the major functions or service need areas are identified formally as programs. Special units or individuals may then be assigned to plan, manage and monitor the department's performance in carrying out the goals and objectives of the program area.

The illustration in Figure 2-2 on the following page depicts a model of a program management style of police organization. Programs have been identified separately within the organization, but the program units are retained as part of the main delivery system. The job of the program management unit is to coordinate the agency's response to a particular program need. The illustration suggests a simplistic notion of matrix management which is a method of interfacing responsibility for program coordination with the need to maintain strong levels of authority and control.

Matrix management is an approach to implementing program management that provides balance between authority and responsibility. Organizations cannot survive, nor achieve their mission, without clear lines of authority and responsibility. Yet, the complex requirements on organizations tend to result in structures and command hierarchies where authority and responsibility may become confused. It is not always possible for authority and responsibility for programs to follow the hierarchy of the organization chart. The chain of command is often violated through exceptional means, or what is referred to as peripheral programming. This often places special units outside of the mainstream of departmental activities, thus contributing to reduced productivity and a diminishment of competency. Matrix management helps special units overcome interpersonal rivalries and helps the organization deliver better services, instead of attempting to provide the services alone. A matrix model that is imposed on the organization chart would appear as follows:

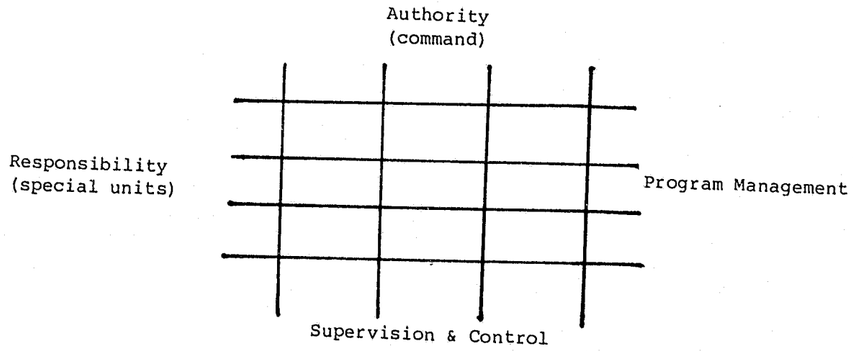
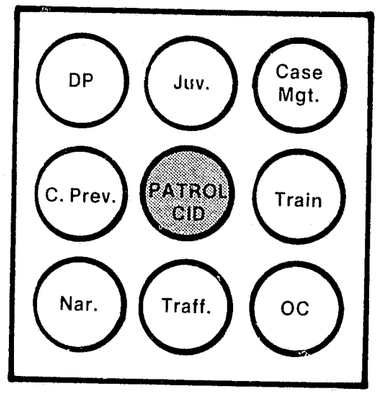


Figure 2-2. Illustration of Program Management Style of Police Organization



- departmentwide programs are established formally by general order
- program management units are retained in the service delivery system
- the job of the program management unit is to coordinate program activities horizontally across the sub-divisions of the law enforcement organization
- the program management system is a means of balancing the need for vertical authority and control with the need for a horizontal coordination of programs across unit lines

PROGRAM MANAGEMENT STYLE

OF POLICING

By adopting a program and matrix management approach, a police agency is depersonalizing the formal interaction between commanders and program managers. This reduces the friction and resistance that was generated by the perception that special units were trying to impose their desires on line units. Goal consensus is much easier to achieve when it is clear that the line commander or supervisor and the program manager share the responsibility for the department's performance within a given program area.

The mission of a special unit changes significantly when it assumes a program management function. Time has to be allocated properly among the following functions:

- planning, managing and monitoring the program
- deliverying the highly complex or unique services that require specialist attention
- conducting internal and external liaison and problem solving services

The temptation to take on large caseloads has to be avoided. Clear guidelines and procedures must be developed for assuring that work is distributed properly according to the volume and substantive requirements of the program. The program management unit has to be perceived by line personnel in a collaborative role, instead of evaluative. Experience has shown that clear goals, objectives and performance reporting are the keys to the successful implementation of program management.

A law enforcement agency may adopt any number of programs. Most will overlap to some degree. The type of programs should reflect the needs of the community and the unique requirements that are endemic to the different types of agencies. Some general categories and examples of programs within each category are:

- Service Management
  - CFS and referral management
  - case management
  - directed patrol (or services)
- Technical
  - crime prevention
  - juvenile
  - narcotics
  - victim/witness
  - community relations
  - family violence
  - property crime
  - violent crime
  - major events

- organized crime and conspiracies
- referral networks
- volunteers

- Support

  - crime analysis
  - operations analysis
  - intelligence analysis

- Organizational Development

  - multi-year plans
  - inspections
  - human resources (personnel, training, career development)
  - capital improvement (buildings and equipment)

G. CFS and Referral Management

1. Relevancy of CFS and Referral Management to Policy

POLICY concepts are based on the desirability of improved police productivity as a prerequisite to expanded and improved juvenile services. Very little is going to be accomplished unless and until police manage CFS in lieu of being managed by CFS. The large amount of uncommitted time in patrol that is needed for POLICY is tied-up by the present CFS management systems. Improved CFS management is, therefore, fundamental to POLICY.

POLICY also recognizes communications as a service to the public. Police communications centers are the intake point for community problems and needs. It is the point where people are matched with a service. The mission of communications is to provide a dependable resource to the community to:

- furnish a direct service (information or reporting)
- arrange for the delivery of a field service (dispatch of assistance)
- refer the request to another helping service
- follow-up on problems and needs.

Police are the intake point for most problems in the community. Referral management is a major responsibility of law enforcement. Referral is a bonafide service, not a means of "dumping" CFS or getting rid of people who have a need that "is not real police work." Diversion of CFS, therefore, is not a service. It merely benefits the law enforcement agency in lieu of assuring that the caller receives help.

Referral management can directly save police time while improving police service. Referrals may be made as appropriate terminal responses

in crime, crises and order maintenance activities. They may represent at least 10 percent of all dispatched calls and could reduce high repeat calls which represent as much as 30 percent of the present dispatches. A properly handled referral may replace a problem that has produced repeat CFS.

2. Role of Communications in Police Productivity

The function of communications receives special attention in POLICY. Modern police communications have been forced into a position of heavy reliance on technology and on sometimes overly rigid procedures. Rigidity in the screening and handling of messages is a direct result of increases in CFS and a preoccupation with CFS as the police department's workload measure.

Because CFS were the easiest part of police workload to measure, response times and strict accountability in sending mobile police units to all citizen calls became the principal means of controlling police productivity. Police were forced into the assumption that answering CFS meant solely the dispatch of a mobile unit. Only recently have police recognized that there are a variety of methods that may be used to answer or respond to calls--many of which are more efficient and effective than dispatching a unit.

Until now, improper perception of the role of communications has produced a limited definition of this function. Communications was primarily concerned with the assignment of CFS and the protection of police officers in the field. This limited definition produced an unclear role for communications, especially with regard to workload management. As numbers of CFS went up drastically in the early 1970's, communications came into conflict with patrol forces. Increasing dispatch loads produced delays and citizens' complaints that resulted in a lot of "finger-pointing."

Communications centers were rarely controlled by field units or commanders, so they were perceived as the source of problems. Moreover, the high-pressure atmosphere resulted in unacceptable turnover rates among communications personnel (call-takers and dispatchers) and a further loss of confidence in the communication process. This loss of confidence naturally resulted in rigid policies affecting communications center personnel and the interaction of the center with field commanders. Adding to these problems has been the continued practice of police organizations of placing the communications center in an administration or service bureau, thereby isolating this function even further.

POLICY presents a different perspective on police service delivery which, by necessity, requires a redefinition of the role of communications. The former emphasis on facilitating the assignment of CFS and protecting field officers has to change. There are now four major functions for communications:

1. Providing direct service

2. Managing CFS

3. Monitoring and management support of field units

4. Generating workload data

Of course, the overriding concern of any competent communications center is the protection of officers in the field. POLICY merely shifts the emphasis away from CFS managing the police (through the communications center) to the police managing the CFS workload. As such, the communications center becomes even more closely linked to field services and takes on a more supportive role.

Police have always used the radio system as a means of keeping up with what was happening in the field. Yet, this was always done in a passive way (as opposed to active), and intervention by field commanders only took place after they were in trouble. Field managers need to use the communication process as their primary means for monitoring and managing field resources. Managers are given the opportunity to set dispatch policies within shifts and to change them as the situation warrants. Additionally, managers (all field supervisors) are encouraged to use the improved communication system to recognize in-shift problems long before they are critical, so that adjustments to directed activity assignments may be made with minimal disruptions.

The key to improved police productivity is for police managers to know how time is currently being spent. The communications center has always been the easiest source of workload information, even though it was limited to CFS which account for only 30-40 percent of patrol time. Slight improvements in the maintenance of logs and dispatch cards can increase the scope and quality of workload information. The critical need for police to manage their time legitimizes the role of communications in the collection of data, since the communications center is the main tool for monitoring and managing workload in POLICY.

POLICY brings a different approach to police communications. It identifies the communications process as one that extends throughout the police organization. It redefines the role of the communications center as the primary support function of the police communication process. It makes the communications center a closer and more dynamic part of police service delivery--an identity that serves to highlight and improve the working environment for communications center personnel.

3. Perspectives on CFS Management

By the middle 1970's, CFS began to manage the police. Once personnel levels began to decline, greater emphasis was placed on an examination of how police time was spent. It became clear to most police managers that something had to be done about the large numbers and types of calls that police were answering. The increased time consumed in handling CFS diminished the overall effectiveness of patrol. It also was determined

that some means other than dispatching a police unit was needed to deal with a large percentage of CFS--particularly those of low priority.

The dilemma of CFS produced a series of reactions that seemed to build on each other until the present. These were:

- First Reaction--continue dispatching units to all calls but eliminate reports on low priorities.
- Second Reaction--delay responses by units to low priorities.
- Third Reaction--eliminate any police response to low priority CFS.
- Fourth Reaction--get a computer.
- Fifth Reaction--develop alternatives to dispatch of units.

At each step in the effort to deal with the burden of CFS, some conflicting results arose. Eliminating some of the reports required for minor incidents pleased most officers and saved time--which was rapidly consumed by more CFS. Conflicts appeared when accountability issues were raised. Delaying the police reponse to low priority calls ran into conflict, too. What was the delay intended to achieve? Was it intended as an inconvenience aimed at reducing the likelihood of further calls? Or was it intended to allow the available officers to handle more important calls first? Didn't they still have to go to the low priority call eventually?

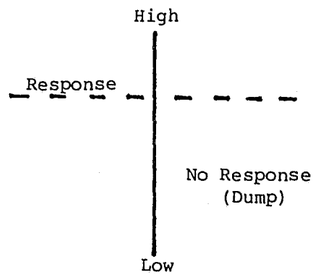
Once the confusion mounted, the third reaction--elimination of low priority services--was instituted. This met with poor political and public response. People began to wonder what they were paying for, especially when they occasionally observed officers "sitting around." It also met with stiff opposition when the time recovered was not put to more productive use. Technology came to the rescue with the fourth reaction, the computer assisted dispatch, which was heralded by vendors as the solution to response time and to overall time management. However, this did not prove to be the case.

The fifth and final reaction recognized that there had to be alternatives to the dispatch of a police officer in handling CFS. In essence, answering CFS could not be synonymous with a "police car in the driveway." Modern police experience has shown that this is not always the best means of handling a call. It also is now a fact that the citizen primarily expects fair treatment and being given what he/she is told to expect.

Recent attempts to manage CFS have failed to view police service and answering the citizen's need in the proper perspective. Like the approach to handling crimes in Managing Criminal Investigations (MCI), there is a tendency to classify CFS as either high priority or low

priority. High priorities get a police response and low priorities are "dumped." This approach may be illustrated graphically as follows:

CFS Handling
(Vertical Perspective)

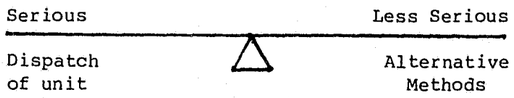


This model may be expedient, but it says, "don't call us unless it is important; we can't help you anyway!" Yet, this is wrong because it violates the public trust and is inconsistent with the evidence that is coming directly from police departments that are using alternatives to dispatch.

Experience has shown that a range of police service methods exists. This experience demonstrates that all CFS can be answered using the police technique that is most appropriate. This perspective not only makes good public relations sense--it works. It is a proven fact that the better police are in handling victims of crime and crisis, the more effective they are in getting good case information and case clearances. Victims and witnesses are more helpful and cooperative, and tend to show up more often in court. Citizens who understand police needs and who receive the help that they are told to expect are more supportive. The new perspective may be portrayed horizontally as follows:

CFS Management
(Horizontal Perspective)

Call Priority



Response

A comparison of the vertical versus horizontal perspective reveals a simple difference. The vertical perspective limits police response to a dispatch and the horizontal implies that a variety of methods may be used. Vertical means only high-priority calls will be responded to and the rest "dumped." Horizontal means that all calls are important, but each will be handled with the most appropriate response method.

Experience has shown that labor-intensive responses are only effective in the more serious cases. Organizational-intensive responses are more efficient and effective for the less serious but still important cases. Moreover, this approach has proven to be the most efficient and effective way of managing CFS. Using the methods that are available, agencies are diverting an average of 35 percent of dispatches--with no decrease in citizen satisfaction. Why?

- Citizens are told what to expect.
- All CFS are handled through some means.
- It is being demonstrated to the public that the time recovered by the patrol officers is being put to good use.

It does not do any good to manage CFS and recover patrol time unless something else is accomplished. CFS management alone is useless. Yet, it is a critical part of the POLICY approach to police management.

4. CFS Management Methods

The process of implementing an expanded CFS management system is not complex. It should cost the agency nothing since the expanded approach relies on existing personnel resources. However, it does require the complete understanding and involvement of command staff who must deal with the major policy issues. The major issues to resolve, at first, are:

- Defining the mission of communications
- Adopting a 100 percent CFS response policy
- Identifying a range of response techniques (other than immediate dispatch)

Response techniques other than immediate dispatch have been used by law enforcement agencies since the first organized police efforts. Public and private service agencies are using these techniques and a growing number of law enforcement agencies have adopted the expanded CFS management procedures with surprising success. The response techniques break down into three broad categories: immediate dispatch, controlled dispatch and nondispatch or direct service functions. This expanded CFS management system contains the following techniques:

- Call screening - This is the intake function for CFS management. Its purpose is to determine how a CFS should be handled, instead of whether or not it will be handled.

- Immediate dispatch - This technique should be reserved ideally for no more than 8-10 percent of all CFS where a crime is in progress, there is a life or safety threatening situation, or the call screener has reason to believe that the presence of an officer will prevent the loss of critical evidence or suspect/witness information.

- Blocking - This is the aggregation of CFS on a geographic basis for batch assignment to a field officer in a controlled dispatch.

- Stacking - This is a technique for holding CFS for the cognizant beat officer until he or she comes back into service from a previous CFS. The caller is advised of the status and location of the officer and the expected arrival time. Within reason, the caller has the option to reject the method.

- Delayed follow-up - This method is used to push non-threatening CFS out of peak periods. A maximum response time is negotiated and the communications personnel are responsible for assuring that the CFS is handled within the time period. Call backs are made to advise callers of status changes and the caller will usually have the option to reject.

- Scheduled CFS - Appointments are made to move CFS to low demand hours, to the next shift or to the next day for batch follow-up. It also is a convenient method for the caller who rejects other controlled dispatch responses. Many departments offer this as a first reponse to a rejection, before switching the response to immediate dispatch.

- Patrol aides - Field CFS responses are made by nonsworn personnel who may handle a variety of minor dispatches and complainant follow-ups. Different uniforms and markings of vehicles are used for the safety of the patrol aide.

- Walk-in/mail-in - These techniques are used where it is a convenience to the public, or there is a sensitive issue involved. Forms may be mailed to a complainant and follow-up may be by phone, mail or dispatch.

- Teleservice - This response is used to take a large number of initial complaints over the phone. Officers or senior civilian clerks are used interchangeably in this function. The teleservice officer may request a dispatch after taking a report, or take a "hot-lead" case directly to CID for detective follow-up.

- Referral - This technique is used to conduct an initial interview on the phone (or at the station) to enable the department to connect the caller with the proper helping agency. The referral

process is formal based on referral network agreements and established diagnostic procedures. Teleservice officers or special unit personnel may handle these calls immediately or by phone-back.

- Volunteers - This method is used for CFS needing information or expediting to other units. Volunteers are scheduled to prepare, update and maintain this service which will generally involve the maintenance of extensive reference materials. Some services use information audio tapes and others provide neighborhood crime trend updates.

The teleservice function is one of the most popular techniques because of the volume of citizen contacts and reports it can produce. Teleservice may handle a range of 25-55 percent of all report CFS and conduct phone-backs on most complaints. Teleservice officers also may assist in handling emergency situations thus freeing call-takers and dispatchers. Smaller departments have used reservists, volunteers and fire dispatchers to assist in taking telephone complaint. A teleservice officer may take reports for multiple jurisdictions in cooperative dispatch centers, or through interagency agreements.

There are a variety of teleservice CFS which can be received and handled by a department. The following is a list of telesource CFS examples:

- Burglary (minor or cold)
- Larceny of auto accessories
- Larceny from auto
- Bicycle theft
- Petty larcenies (except shoplifting, pursesnatch, and embezzlement)
- Found property (except explosives, firearms, or drugs)
- Animal bites
- Auto thefts
- Destruction of property
- Indecent acts
- Annoying telephone calls
- Tampering with autos
- Lost property

- Missing persons (except children and the infirm)
- Missing person returns
- Supplement to an original report

To complement teleservice CPS, there are a variety of services that may be conducted by patrol aides, cadets or volunteers. These include:

- Motorist assistance
- Notifications
- Precautionary standbys (defective streets, wires, etc.)
- Traffic direction
- Standby for vehicle towing
- Animal complaints
- Children disturbing (playing in the street)
- Non-emergency ambulance/ sick person assistance
- Transfer of vehicles and equipment for maintenance and repair
- Parking violations
- Pickup of found/recovered property
- Transfers of personnel, supplies, and papers
- Transportation of sick or injured persons
- Noise disturbances
- Rubbish complaints
- Recovered automobiles
- Abandoned vehicles
- Minor accidents

There is no set requirement for how or which options are used in an expanded CFS management system. Agency preferences and local conditions will vary. However, most perceived limitations are probably misperceptions on the part of the police. Remember that the public expects only what they are told to expect. The public needs simply to be assured that they are receiving the appropriate service in a fair and equitable manner.

The most important aspect in developing an expanded CFS management system is to define the steps necessary and take the appropriate action. The steps that need to be taken in implementing an expanded CFS management system are:

1) Conduct an assessment of the types and numbers of CFS handled presently. Project these numbers in terms of time, day and time-consumed by patrol.

2) Create a new mission statement for communications.

3) Identify response methods and publish a list.

4) Establish CFS screening criteria.

5) Train call-takers and dispatchers.

6) Set-up queing, monitoring and system situation codes.

7) Prepare policies and procedures. Issue a general order(s) to initiate the system.

8) Develop a written briefing for field officers and for public release.

9) Initiate a reporting and tracking procedure to document the activities.

A separate set of tasks for departments that wish to implement teleservice are:

1) Develop a mission statement for teleservice.

2) Designate an organizational and physical location.

3) Identify staffing options

   - civilian
   - light-duty officers
   - patrol sides
   - regular officers on rotation (patrol & CID)
   - volunteers or reservists

4) Assign supervision

5) Conduct training

   - screening and response methods
   - legal
   - investigations
   - policy
   - phone protocol and procedures
   - performance reporting

Perhaps the most convincing aspect of the expanded CFS management system are the intended results. The results to be expected from an expanded CFS management system include:

- Assurance of a 100 percent response to all requests for service or information.

- Increased reporting of minor offenses which leads to improved problem analysis and patrol deployment.

- Reduction of immediate dispatch by a range of 25-35 percent.

- Allocation of 25-55 percent of all report type CFS to teleservice.

- Recovery of a range of 1-3 hours per officer per shift (which has the greatest impact on the 3-11:00 pm shift).

- The control of more CFS creating larger blocks of time for patrol assignments.

- Placement of light - duty or inside personnel back into direct service to the public through teleservice, referral management and call-backs.

5. Referral Management

Referral is the act of directing individuals needing help to either specialized units of the police department or to community resources outside of the department for more appropriate case handling.

Referrals may be made for any number of reasons, including: Public intoxication, mental illness, drug abuse, juvenile delinquency, family crises, runaways, victim assistance, aid to the elderly, aid to the indigent, and suicide prevention.

Referrals are made routinely by a number of persons in a police agency. Call-takers and switchboard operators refer or divert regularly as much as 50 percent of all incoming phone calls. Yet, very little is known about the quality or appropriateness of these actions. Nevertheless, it must be assumed that many of these calls are satisfied through simple diversion (information type). However, the person who is making this decision is typically one of the lowest paid, least trained and less supervised employees of the department.

Field officers, special unit staff, teleservice personnel and volunteers are other sources of referrals. Unfortunately, most surveys reveal that very few citizen contacts result in a referral being made. Patrol officers make referrals in only about 5-7 percent of all contacts. This is an abnormally low figure in contrast to the large amount of time police spend in handling disturbances and complaints (approximately 30-35 percent of patrol time).

It is well known that effective referrals are a valuable service to people with problems. Referrals also are important to service agencies by bringing the agency into contact with persons who need help. Moreover, an effective referral may benefit the police by resolving a problem that may have been the precursor of numerous service calls.

Some reasons for the presently less than desirable level of police referrals are:

- Prior failures - Many police agencies were "burned" by a wave of poorly conceived community projects in the late 1960's and early 1970's. Police were influenced to prepare referral handbooks and document stepped-up referral activity, but the service agencies were not prepared properly to deliver services. Many police felt they were left "holding the bag" with the public.

- Ineffective referrals - Procedures for quickly diagnosing a need and making sure that the individual followed-up on the referral were never fully understood by field officers, so referral ended up taking on the appearance of a means of "dumping" cases.

- Inconsistent agency follow-through - Many helping agencies were so busy that there was no follow-up with referred clients. If a client failed to show, the police referral report was scratched.

- Inaccessible services - Until recently, service agencies kept business hours which were inconsistent with the times when people needed help.

- Unpredictable client follow-up - It is still very difficult to get people to seek help, even when they agree that it is needed. Some form of follow-up by the police is required.

- Lack of training and monitoring - A common mistake has been to assume that officers would know how to make referrals as long as they were given a book of names and phone numbers of helping agencies. Current training in crises intervention has demonstrated that officers can be taught to make basic diagnoses and referrals. Monitoring and feedback are essential in stimulating and reinforcing referral activity.

Solutions to these problems center on the development of a formal referral network. The steps that need to be undertaken by the police department in developing a referral management system are:

1) Conduct an operations analysis assessment of the numbers and types of CFS and citizen contacts where referrals would be appropriate responses.

2) Prepare an annotated inventory of resources and services available locally.

3) Identify a referral management system stragegy that is appropriate to the community.

4) Negotiate written agreements between all agencies (a team building approach is suggested).

5) Establish diagnostic and screening criteria, define the scope of services of each agency and identify the basic requirements that have to be met in a referral.

6) Conduct training of officers, staff and service agency personnel. Include familiarization tours and briefings (team building exercises in the field are good).

7) Implement a monitoring and feedback system.

The selection of a referral management system strategy is of critical importance. Local conditions, needs and interagency relations will have to be assessed in determining the most workable strategy. The history of previous attempts to furnish cooperative services or programs will provide a strong indication of what will work.

Planners may select from a number of strategies that are being used presently. These strategies include:

- Coalition - All agencies in the helping network share equal responsibility and function under the same formal agreement.

- Collaborative - Agreements are developed on an agency by agency basis.

- Cooperative - The system is developed and operated by an outside agency, with the police responding passively to the requirements.

- Brokerage - A police controlled system of diagnostic referral and follow-up monitoring is developed at police expense.

- Mandatory - A system is created by order of the chief executive of the jurisdiction who monitors agency level performance.

Each model has its pros and cons. The coalition approach is clearly the most desirable, because it is more likely to be flexible with the shifting patterns of services. Collaborative approaches are generally easy to develop and manage, but they may not always provide the service that is needed. They also exhibit the tendency to become a means of internal leverage for key persons on both sides, which can have a very negative impact on the control of personnel. Conversely, the cooperative approaches are valuable from the perspective of controlling personnel, but the police loose their influence on quality control and coordination with other police programs.

Many law enforcement agencies have elected to control specific referral services through the brokerage model. This is an expensive approach since it requires the assignment of officers or civilian counselors fulltime to conduct a diagnosis and to manage the referral process. Brokerage approaches are limited in the scope of problems that may be handled, but they are extremely effective. Finally, a number of

jurisdictions have simply cut through the tangle of interagency relations and priorities by adapting a mandatory systems. These systems are heavy-handed, but they get results.

Regardless of the system that is selected, an agency will benefit greatly by creating a teleservice function and assigning it follow-up responsibilities. That is, the teleservice personnel can conduct call-backs to victims, referral clients, complainants, schools, probation and service agencies. This is a feasible and effective means of obtaining the high volume follow-up that is necessary to make a referral system work. A teleservice function that is staffed sufficiently for report taking will normally be able to conduct call-back services during the downtime between incoming report calls.

Finally, it must be remembered that referral is a service and diversion* is not a service because it is usually a refusal to help. Referral is a service if an attempt is made to diagnose a person's need and recommend a plan of action that reasonably matches the need. Otherwise, a referral is nothing more than a passive diversion of a problem to someone else, which benefits no one, ultimately. The benefits of a referral system include: increased service to the community; reduction of repeat cases; recovery of patrol time; shifting of minor offenders to helping services; and opportunities for volunteers to help in productive and personally rewarding service to the community.

H. Case Management and Follow-up

Studies of the investigative function of the police that were conducted in the early 1970's, revealed some major discrepancies in the proper use of time, as well as direct conflict in objectives. The "mystique" about criminal investigations that was perpetrated by books and movies was set aside, revealing the investigative function as more of a misperceived management problem than one of "cloak-and-dagger" sophistication.

The problem of investigations came to the forefront when patrol forces began to shrink, instead of grow, and CFS began to dominate management approaches. Patrolmen were paid to make arrests--detectives were paid to clear cases. The outcome of a case (arrest vs. no arrest) was more often a result of which unit handled the follow-up (patrol or investigations), than any other factor. So, as CFS began to dominate the patrol force time, more and more of the case follow-up fell on the shoulders of investigative divisions. Even "smoking gun" or "hot-lead" follow-ups were passed along by patrol, instead of being handled immediately.

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* The use of the term here applies to CFS or requests for service, as opposed to diversion of offenders from prosecution.

The situation began to resemble the CFS dilemma--too many investigations and not enough investigators. Arrests plummeted due to the lack of immediate "hot-lead" follow-ups, and clearances began to drop. The first reaction was to work seriously on those cases that were most promising. The less promising cases were still assigned to investigators, but no one really took them serious. Then along came the experts who found that the continued assignment of low solvable cases was counter-productive because of the expense of the labor--intensive effort versus the low probability of early close closure. Besides, the additional cases gave the investigators "crying space" which only diminished the effectiveness of strict performance standards. It was clear that the fewer the cases, the more visible the investigators performance became. Hence, it began to be fashionable to adopt solvability factors that were used to screen-out low solvable cases.

Early attempts to improve investigative management focused on efficiency. A series of projects, referred to as Managing Criminal Investigations (MCI), provided the basis for a sweeping trend in American policing toward case screening. Massive support for this from the government and research community allowed the police system to legitimize the practice of selectively following-up only on the most promising cases. The other or less promising cases were simply not handled.

The MCI program concept was used improperly by many police agencies to divert or reduce service demands as a means of improving productivity. Unfortunately, this misapplied version of MCI was founded on two fallacies that had tragic consequences for the public. The first fallacy was the assumption that the sole purpose of case follow-up is solution. The second fallacy was the assumption that there was only one method of following-up on cases--the assignment of a detective.

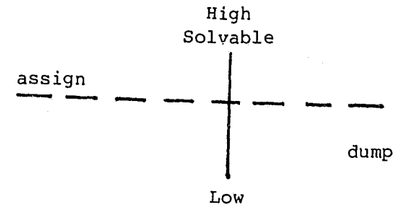
The application of <u>solvability</u> factors reveals that somewhere between 65-85 percent of criminal complaints are not solvable. That is, there is little likelihood of the case being solved by a detective conducting an investigation. Solvability is, therefore, a poor goal for police, since it relates to such a small percentage of cases.

<u>Resolvability</u> is a broader interpretation of the goal of case follow-up. This broader goal was characteristic of traditional policing. By either solving the case or helping the victim prevent any future problems, a law enforcement agency was responding more effectively to a victim's needs.

It is also clear from recent studies of solvability that case investigation is limited as a viable response to perhaps no more than 30 percent of all cases. Thus, a follow-up system that is limited in technique to investigation is incomplete. Both contemporary research and traditional policing identify a number of methods that are appropriate means of follow-up.

Present follow-up of cases is limited to high solvables and uses only one means (investigation). This is similar to contemporary CFS management because it is vertical. The following illustration depicts this situation:

Case Assignment
(Vertical Perspective)



Most citizens know instinctively whether a case is solvable. But, the obvious signs of "dumping" leave them bewildered and disillusioned. What are they paying for, anyway?

Recent experience has shown that these problems can be alleviated by:

- Adopting a <u>horizontal approach</u> to case screening, one that recognizes that there is an appropriate means <u>for following-up on all cases</u>. This opposes the vertical approach that uses only one method--labor intensive follow-up on high solvables and dumping of low solvables.

- Identification and official recognition of a range of labor-intensive and organizational-intensive follow-up techniques.

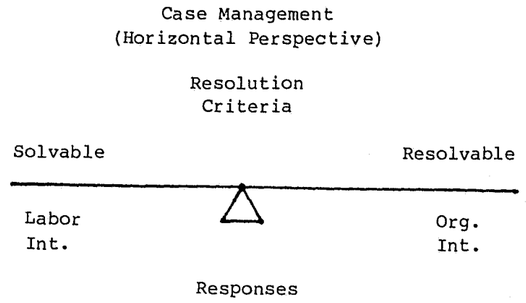
- Redefinition of the patrol role in preliminary investigation, hot-lead follow-ups and overall skill development. This has to be concurrent with a complete rethinking of CFS management and the management of time.

- Increased use of tactical crime information and crime analysis as both a <u>support</u> and <u>direct</u> service function.

- Expanding the goals of criminal investigations and case management from solution to resolution.

A horizontal system of case management uses case screening and resolution criteria to determine <u>which</u> type of follow-up a case will

receive--not if it will receive a response. The following illustration depicts this system:



It is clear that the words high and low (in previous reference to solvability) are inappropriate. The horizontal system places equal emphasis on all cases and assigns follow-up based upon the appropriateness of the technique.

The following are examples of the span of cases and case assignment methods in the horizontal system:

- Onscene arrests - The highest solvable offense possible is cleared by arrest immediately by a field officer. Case preparation and follow-up remains with the officer (although case review and technical support may come from a detective).

- "Hot-lead" cases - Any case that may be cleared by arrest within 1-2 hours after the initial police response. Case assignment will generally occur immediately and stay with the initial field officer unless time factors are exceeded.

- Solvable cases - This group of crimes is appropriate for the assignment to detectives, minus the onscene arrests and "hot-lead" cases. This will be normally about 15-20 percent of the total cases. This assignment does not preclude other resolvable type assignments.

- Resolvable cases - All cases in this category may receive one or more follow-ups, including:

  - teleservice callback in 5-8 days after the initial report for further information or rescreening to another assignment

  - patrol follow-up for specific types of cases that possess a high probability of exceptional clearance, or that fit a concise geographic pattern

  - crime analysis unit or records clerk for the so-called "for the record" or "insurance type" reports. The task is to determine if the case is a repeater, part of a series or may contain a lead for another case

  - crime prevention unit, community relations or juvenile officer for the "high victim repeat" cases, with emphasis on the victim's prevention needs

  - referral unit for cases where assistance is clearly a need that precipitated the complaint, or is a byproduct of the event

  - volunteer unit for cases requiring information follow-up and assistance directly from the law enforcement agency

The expanded model of case management costs little to implement. It produces a high return for the community and for the law enforcement agency. Some of the results that may be expected are:

- that all crimes are assigned to the best follow-up method (100 percent assignment system);

- that all victims receive follow-up;

- that patrol officers may advise victims of what service to expect (set expectations);

- that detectives will recover an average of 25-33 percent of their time which may be allocated to improved investigations (clearance rates should go up);

- that existing resources of the police agency are used more effectively, such as records, crime analysis and crime prevention;

- that the total number of repeat victims and complaints will be reduced; and

- that patrol clearances of cases assigned will run between 60-85 percent.

The public relations benefit of this expanded case management approach is exceeded only by the improved employee job satisfaction and competency it brings to the agency.

I. Time and Task Management

1. Productivity and Time

Time and task management is defined as the matching of jobs or tasks to the appropriate blocks or segments of time. Time and task management is fundamental to improved police productivity because so much time is lost in the present approaches to patrol and investigations management.

Most law enforcement agencies allocate approximately 70 percent of the sworn personnel to the operations functions, with the remainder assigned to special units and administration. A common conclusion of many studies is that as much as 60 percent of the total time spent in operations is uncommitted. This means that nearly 50 percent of a law enforcement agency's resources are not being used well. It is not reasonable to assume that all of this time will ever be recovered, or that it would even be desirable to recover it all. But, the recovery and use of 20-30 percent would be a greater boost to police productivity than any increase in personnel may accomplish.

2. Understanding Time and Task Relationships

It is basic to human nature that we tend to fill-up the time and space available to us. It is also basic to human nature that our productive use of time is based on a reasonable match of things that may be accomplished within an estimation or perception of the time that is available. Thus, an individual would tend to fill-up a 15 minute time period with several 3-5 minute jobs. The same individual, given a four hour time period with nothing else to do, would probably attempt to complete a 2-3 hour job or several one hour tasks, reflecting a normal desire to use the time productively. The key to the individual's decision rests on the perception of the time that is available.

Why is it that there is always so much criticism of how police time is managed? Were the Kansas City response time studies way off base?

Not really. The Kansas City studies did force a complete rethinking of time and task management. It is now clear from many subsequent studies that police, especially patrol, spend most of their time trying to do 1-3 hour jobs in 20 minute periods, or they do a lot of 2-3 minute jobs that do not add up to much at the end of a day.

It is now a generally accepted fact that patrol may lose as much as 60 percent of the time available for to marginal or completely non productive activities. Once this became clear to administrators, there was a tendency to think that the solutions were to:

- increase the pressure on police to get more done in a day.
- increase the number and types of accountability measures.
- increase the use of technological solutions to reduce response time, reduce report-writing, enhance accountability (e.g., automatic vehicle locators) and increase motivation.
- resort to the use of special teams or groups to show immediate results, thus creating the impression that the overall organization is effective (e.g., tactical units, special crime teams or patrols).

None of these solutions has been efficient or effective. The failure is due to a basic misunderstanding of time and task relationships, as well as the relationship between organization structure and behavioral reinforcement.

What is needed is an organizational structure and ability to plan for the best match of available resources to clearly identified tasks. No matter how busy a police department really is, time can be recovered and used more efficiently and effectively. But it does take the willingness to alter certain contemporary notions of police functions and methods. Contrary to usual notions about change, the POLICY approach is simple. It requires two things: 1) information, and 2) the ability to use it. The kind of information that is needed is not sophisticated or highly statistical. It merely relates to:

- How is time currently spent?
- On what type of activities?
- When, where, and what needs to be done?
- What methods are available and how much does each cost? How appropriate is each?
- How much time and how many resources are available? Are needed?

The ability to use the information to achieve greater individual and organizational performance depends on:

- An organization that views "controlled-risk-taking" and risk management as a normal requirement for good performance.
- Spatial and temporal distribution of power, responsibility, and authority to reinforce desired behaviors.
- A structure and behavior control system that is capable of distinguishing between failure that is (1) intentional, (2) due to ignorance, or (3) due to inappropriate policy.

This is not quite so hard to achieve as it seems--nor as esoteric. As a matter of fact, very little, if anything, is new.

Field managers will need to pay constant attention to:

- The relationship among trends and patterns of CFS, crimes, crisis, and order maintenance functions and the assignment of personnel (and performance objectives).
- The actual in-shift requirements as they materialize versus the anticipated levels.
- The need to practice a controlled risk-oriented (80th percentile) approach to managing resources to ensure maximum performance.

The role of managing versus supervision moves the captain, lieutenant, and even the sergeant from a passive monitoring to an intensive, higher stress situation. Active monitoring and managing deemphasizes avoidance behavior and promotes the acceptance of problems as normal situations inherent to management. This intensive, albeit high-stress approach to management demands a supportive organizational and physical environment. The ability of the manager to identify problems before they arise is totally dependent on two things--communication and information. Early problem identification leads to management responses. Late problem identification leads to crisis responses.

3. A Comparison of Police Responses to Problems

Contemporary police methods have been limited essentially to patrol officers handling CFS and detectives handling cases. Preventive patrol became a catchall for officer initiated activities and other ad hoc functions performed by patrol when they were not answering CFS. Special problems or programs were handled by special units and task forces were formed anytime a problem got out of hand. Therefore, other than CFS or cases, planned activities were limited to special units and task forces or groups.

Improved concepts of time management in patrol have identified the need to create periods of time in which a patrol officer may concentrate on one assignment. Operations analysis studies have indicated that the largest numbers of activities or tasks that police need to be doing last 1-3 hours in duration. These tasks cover the range of crime, crisis and order maintenance functions of police. Yet, no one does these jobs. Special units and task forces generally focus on shift-long or multiple person-day assignments and tactics. Conversely, patrol officers function in 20 minute spans of time which is controlled by the perceived need to be available for CFS. The jobs in between (1-3 hours tasks) were often too mundane for a special unit to do and too time consuming for patrol.

Directed patrol (DP) has emerged as a common reference to police programs in which patrol officers are released from CFS for short periods of time to conduct special activities. DP is now being used to increase police productivity by taking time recovered from preventive patrol and expending it in a useful activity. The Kansas City Police Department (Missouri) was most notable in the early development of DP. Many other police departments have followed with their own variations.

The most successful uses of DP have the following common characteristics:

- DP is a 1-3 hour job
- DP may be used for any bonafide police activity
- DP is a pre-planned activity (before shift) as distinguished from an officer initiated activity (OIA) which occurs on a ad hoc basis during the shift

- DP emphasis is on a high volume of assignments which are basic (instead of a low volume of highly complex, time-consuming jobs)
- DP normally requires that an officer be relieved of CFS assignment
- DP is mostly a "bottom-up" activity (officer conceived) in lieu of a "top-down" (management conceived) assignment; this creates an incentive for greater volume and performance

The following illustration presents a comparison of the three basic police methods of responding to problem situations: (1, 2 and 3 rank order)

	Quality	Quantity	Potential for Improvement
Special Unit(s)	1	3	2
Task Force(s)	2	2	3
Directed Patrol	3	1	1

The overall value of DP is irrefutable because of its potential volume. The output potential of a normal size patrol division will exceed the combined output of special units and task forces by an average ratio of 9 to 1. Moreover, the expertise of special units may be used to improve the quality of DP and, thus, the competency of the department.

A DP program that is balanced properly with expanded program, CFS and case management systems will achieve the following results:

- improve patrol skills and job satisfaction
- allow special units to focus on program management and on complex services
- increase patrol productivity by 30-50 percent (which represents a minimal recovery of 12-20 percent of uncommitted time)
- increase arrests by 35-60 percent in the first year (based on actual results of participating agencies)
- reduce crime by 11-24 percent in the first year (based on actual results)
- produce patrol clearances on cases assigned of 60-85 percent (based on actual results)
- reduce sick leave and overtime

- improve traffic enforcement

- increase positive citizen contact

A following section on Strategies and Techniques and appendices contain examples of DP problems and forms that may be used in implementing a DP program.

4. Summary of Time and Task Relationships

a) Patrol

The demand on patrol services has been commonly assessed in terms of raw counts of incidents. This approach is essential for an understanding of what the patrol division (or patrol supervisor) confronts. However, it is not how many services, but how much time and resources are demanded for various levels of service that need to be determined.

The management of the patrol workload requires careful consideration of a number of time-related issues:

- establishing a clear definition of how patrol time is currently expended;

- identifying that portion of the calls-for-service workload that might be effectively handled by some means other than dispatching a patrol officer;

- controlling the dispatch response to calls-for-service so that blocks of time are available for officers to execute problem-directed patrol tactics;

- expanding the role of the patrol officer in preliminary investigation;

- broadening the concept of workloads, to include the workload requirements of directed patrol activities, as well as calls-for-service and administrative requirements; and

- matching of resources to workload demands.

Finally, it is necessary to establish a schedule for task execution that clearly defines officer assignments in executing patrol's responsibility for CFS and directed activities. Appendix A contains an example of this type of task scheduling. This schedule should define:

- The required number of response units for each time segment the patrol supervisor and his personnel will be working.

- The optimal locations and activities for response units in the period between calls-for-service.

- The best time and methods for accomplishing these administrative tasks mandated by the department, given the realities and objectives of patrol.

- The day, time, location, mannings, and patterns for implementing tactical patrol activities.

- The optimal time, location, and methods for performing nontactical, directed patrol activities.

- The time and personnel necessary to effectively monitor and evaluate tactic implementation, and to engage in ongoing planning to identify and respond to changing crime and service problems.

- The optimal time to relieve personnel for meals and relaxation.

b) Investigations

Time and task relationships are of equal importance in managing the investigative resources of the department. This function should include a variety of methods ranging from labor-intensive to organizational-intensive.

The objectives of a managed investigation process are:

- Assigning case investigations more effectively. This includes screening and assigning the case to the most appropriate means of follow-up.

- Improving on the quality of case investigation and preparation.

- Monitoring the progress of case investigation and making decisions concerning continuation.

The overall management of investigations should result in an increase of arrests for serious crimes that are prosecutable, ultimately leading to an increased number of convictions. It also should result in a more efficient and effective use of police resources leading to increased case clearances and citizen satisfaction. Each victim will know that police resources were properly applied and his/her case was not just "dumped."

Each of the elements in the investigative management process should result in the following:

1. The initial investigation of a reported crime (the offense report made by the patrol officer), given the assumption that the report is "founded," should result in one or more of the following possible outcomes:

   - an on-scene arrest;

- a recommended means of follow-up; and

- an advisement of the type of follow-up the victim/complainant should expect.

2. The screening of cases should result in a supervisory review, verification, and approval of the recommendation of the patrol officer.

3. The management of the continuing investigation should result in one of the following outcomes:

   - an arrest

   - a continuation of the investigation, based on sufficient crime analysis information.

   - the case suspension after a determined number of days without additional promising informational leads.

4. The working relationship between the police executive and the prosecutor should result in an improvement of the ratio of prosecutions to arrests.

5. The continuous monitoring of the components of the system should facilitate an evaluation of the extent to which the initial investigation, case screening, case management, police/prosecutor relationships, organizational relationships, and the allocation of resources are meeting their individual objectives and contributing to the overall outcome of the criminal investigation process.

6. The examination of existing organizational arrangements and the allocation of police resources should lead to the formulation of policies and procedures that promote the successful performance of the initial investigation, and encourage a working relationship between the police executive and the prosecutor.

The proper understanding of time and task relationships in the management of investigations should recognize:

- The extreme labor-intensive cost of patrol time in conducting preliminary investigations. The quality of this activity and the type of contact with the victim/complainant determine the outcome of the case. Yet, this often is the weakest link in the investigative process because of insufficient attention to the importance of developing the patrol officer's investigative skills.

- Labor-intensive investigator follow-up is productive only in the most highly solvable cases.

- Organizational-intensive follow-up is more appropriate for low solvable cases. This type of follow-up is more likely to result in either the successful case closure, rescreening to high solvable due to newly developed leads or solving of a group of like cases through crime analysis, as well as satisfactory citizen contact.

J. Conclusions on Productivity

In summary, an understanding of productivity concepts is crucial to effective management. The need to "do more with less and do it better" is forcing service delivery organizations into management styles that are more efficient and effective. These styles are more efficient and effective because they recognize that "controlled-risk" approaches should be the norm rather than the exception. Alternative methods that represent the most cost-effective means of delivering the service (as opposed to dumping or not delivering the service) will be expected. Moreover, the most labor-intensive (most costly) resources of the service delivery agency will be expected to be used well.

For example, if a company was composed of 100 persons, 80 of whom were in sales, it would not be hard to determine why the company is losing money if one finds that the sales people spend only 10 percent of their time selling. It would be even easier to know why they are losing money if one finds the sales people trying to sell to the same client or competing in the same territory. It is easier still if one determines that the sales people are either delivering the wrong product, or that they do not know how to deliver it.

Productivity management is just as simple for police.

- They need to know how to deliver the product (competency).

- Their time needs to be managed so that they are actually delivering the desired service. Time and task requirements need to match the available time (e.g., 2-hour tasks cannot be done in 20-minute segments).

- Their functional relationships and activities need to be appropriate to the "turf," so that they are not competing for the same client or territory (i.e., patrol and special units).

- Tasks, times, and methods have to be selected in a rational manner so that the police officers (e.g., salespersons) are doing the job instead of special groups (e.g., marketeers).

ORGANIZATIONAL DEVELOPMENT

A. Organizational Development in Law Enforcement

The concept of organizational development is described in a number of ways because it is a general process that is used to facilitate change. It is based on the assumption that organizations will be somehow more productive if human activity is structured into a systemmatic hierarchy. The hierarchy is designed to improve communication between individual and groups, instead of imposing a rigid system of control.

Organizational development also may be described as a means or process of connecting the individuals who comprise an organization with its goals and objectives. Organizational development and the implementation of change are complementary. Managers and workers, at all levels of the organization, have to be prepared to operate the new methods and techniques that come with the implementation of improvements. They have to be assisted in identifying with their new roles, so that the new methods or techniques become reinforced by a new sense of ownership or proprietary regard.

Organizational development is of special value to law enforcement agencies that are either undergoing or need to undergo a period of change. The process is designed to provide a balance between the need for authority and control in an organization and the desirability for individuals to feel as though they have some say in their work environment. The process is a controlled approach to planned change which, quite simply, allows individuals to "save face" as they accept changes in their work procedures and power base.

Organizational development may actually employ a perverse method by getting people to think or act as if change is their idea. This is done through a series of steps where individuals are taught to communicate in a small group. Then groups are taught to communicate with other groups. Ultimately, the hierarchy of communication has functioned to supply a firm trade-off between input and compromise. Goal consensus may thus be achieved, even in an agency with a history of rigid, unyielding ways of doing things.

The key to organizational development in that there has to be something in it for everyone. Authority and control need not be threatened as long as it is clear that everyone has shared equally in the development of change, including the criticism and praise.

The ongoing process of organizational development improves the knowledge and skills of all staff. Individuals are "pulled" into the management level of problem-solving for the first time. They find that managing is not as easy as they thought and they learn things about how the organization functions, which improves their subsequent cooperation.

The major steps in the organizational development process are:

- the assessment of the present roles and operation
- the setting of improvement goals
- the development of an action plan and schedule
- the final publication of the planned improvements
- the implementation of the action steps
- the ongoing review of performance and attainment of goals.

The goals of organizational development for police are to improve the competency and productivity of the organization. Recognizing that law enforcement is overwhelmingly a human enterprise, the goals of organizational development must be met through the commitment to the following objectives:

- To create an open problemsolving climate.
- To supplement the authority associated with role or status with the authority of knowledge or competence.
- To locate decisionmaking and problemsolving responsibilities as close as possible to the information source.
- To build trust among individuals and groups throughout the organization.
- To develop a reward system that recognizes both the achievement of the organization's mission and organizational development.
- To increase the sense of ownership or organization objectives.
- To help managers manage according to relevant objectives rather than according to past practices.
- To increase self-control and self-direction for people within the organization.

B. The POLICY Approach to Organizational Development

The POLICY concepts are based on the ICAP model of policing. The ICAP approach to organizational development has been implemented successfully by many law enforcement agencies because it is simple. The goal of ICAP is to implement a structured approach to decisionmaking that is designed to:

- increase the effectiveness and efficiency of police field services by systematically using information derived by analysis to direct the deployment of field units; and

- improve criminal apprehension by increasing the number and quality of arrests, clearances, prosecutions, and convictions, with emphasis on the serious, habitual offender.

ICAP is both a model and a method. As a model, it provides a logical flow for organizing police activities and developing a clear understanding of the mission of the organization. As a method, ICAP furnishes a process for step-by-step decisionmaking that should occur at all levels of a police department on a daily basis. Thus, it meets the requirement of organizational development by providing employees access to the decisionmaking process without violating the necessity for authority and control.

By definition, a model is a generic device or procedure for providing insight into the consequences of a decision. Models upon which the delivery of police service have been based generally fall into three distinct categories: 1) the historical/experience-based model; 2) the evaluative-feedback-based model, and 3) the decision-based model. The historical-experience-based model described in Figure 3-1 on the following page is characterized by:

- Informal planning and evaluation.
- Decisions based on past experience and time-honored customs.

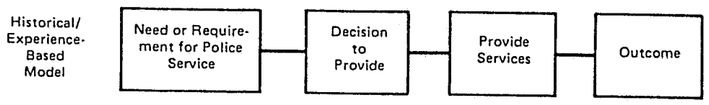
Although many police departments thoughout the nation still operate on a day-to-day basis using this approach, their effectiveness is minimal. The model represents a major impediment to required change and is subjected to inconsistencies caused by staff turnover.

The evaluative-feedback also depicted on Figure 3-1 represents a marginal improvement over the historical model in that the performance of and need for service delivery is influenced on the basis of empirical information such as total calls for service. This information is then fed back into the decisionmaking loop in a gross, informal manner so that overall resources are allocated more precisely to meet service demands. Although the model represents an improvement over the historical/experience model, its drawbacks are:

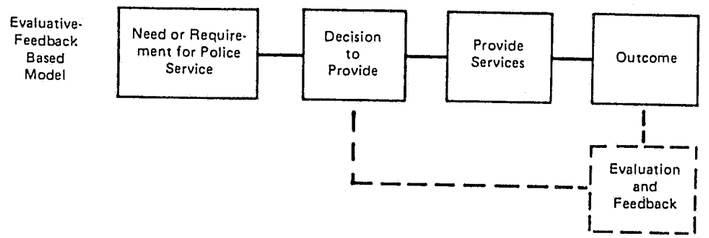
- Informal planning by nonoperational elements of the department.
- Informal decisionmaking, based on unstructured methods.
- An ex post facto or passive empirical perspective.

The inconsistencies brought on by staff turnover also adversely affect overall performance under this model.

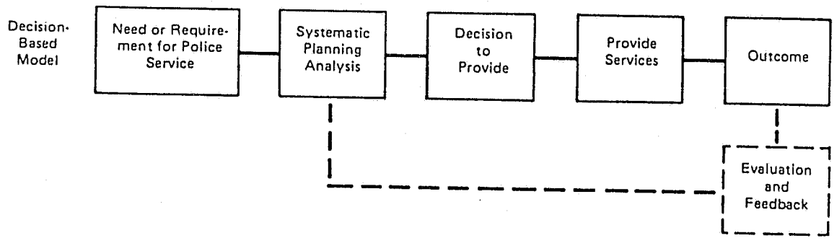
The decision-based model on Figure 3-1 represents perhaps the most effective and basic management approach to police service delivery. The need for systematic planning and analysis of information for input into the police decisionmaking process is clearly recognized. The approach is characterized by:



Service Delivery Based on Historical/Experience Model



Service Delivery Based on Evaluative-Feedback Model



Service Delivery Based on Formal Decision Model

Figure 3-1. Three Categories of Police Models

- Formal planning.
- Decisions based on empirical information and structured methods.
- Measurable decision components subject to manipulation and based on feedback.
- Operational identification of analytical capacity.
- Prediction-oriented and active empirical perspective.
- Consistency of direction despite staff change.

The ICAP model builds on the decision-based model by applying linkages between the key functions of data collection, analysis, planning, and service delivery. The ICAP elements and functional logic flow of the ICAP process are depicted in Figure 3-2.

ICAP presents a system for managing the great number of individual concepts, methods, and techniques that have functioned competitively and autonomously in the absence of a logical structure for their ordering and manipulation within police organizations.

One of the most important aspects of ICAP is that there is enough experience and literature in the police field about what works and does not work to support a refined model that synthesizes this knowledge. Moreover, there is no other practical way to proceed until the approach is standardized according to a basic model for decisionmaking that is:

- Definable in terms of its key components.
- Measurable.
- Consistent with the literature and knowledge of police practices.
- A structure for organizing and ordering police activities.
- A fundamental structure for focusing improvement efforts.
- A diagnostic structure for allowing clear and indisputable remedial activity.

Another unique aspect of the ICAP concept is the recognition of the process that occurs in all service delivery functions. In its generic form, the process of data collection, analysis, planning, and service delivery actually occurs in every service delivery function, whether in a grossly informal or highly sophisticated formal way. It is essential to recognize that the ICAP process occurs in day-to-day operations and that it can be manipulated in a systematic, structured, empirical manner to increase results or desired outcome.

ICAP differs from previous systems approaches in that the model stresses a step-by-step decisionmaking process for directing field

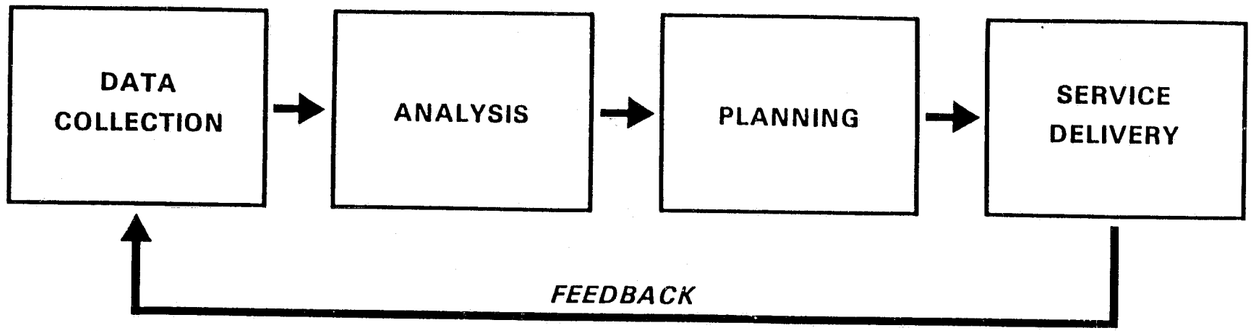


Figure 3-2. ICAP Model and Logic Flow

activities. Previous systems approaches offered a broad range of randomly and diffuse solutions without substantiating their value through a systematic planning process. Lacking a structure for organizing their concepts, previous approaches failed to provide the needed guidance. ICAP implementation, on the other hand, requires an incremental development process that uses information collected and generated by field elements as input through analysis into the decisionmaking process for service delivery.

Since ICAP represents a major response to the requirement for more efficiency in police resource utilization, departments contemplating ICAP implementation will necessarily be faced with a number of policy decisions affecting day-to-day operations. Some issues regarding these decisions are:

- ICAP requires that careful attention be given to the management of departmental resources and the degree to which the management of facilities and systems complement the human activities.

- Managers should expect that their role is to deal with problems and situations on a regular basis.

- Subordinates need to be rewarded for accepting responsibility and be given training and guidance when problems occur. Otherwise, the system will be obviated through avoidance of the decision process.

- The system of rewards for good field work (i.e., promotion) will have to recognize that management skills and initiative are more important for supervisory work than technical proficiency.

- Regardless of their apparent exclusivity or technical nature, all systems (e.g., records, information, communication, analysis) must be directed by the processes or functions they are required to support. Their priorities and procedures must be set by the organization) not independently by the individuals or groups required to operate these systems.

- ICAP implementation requires substantial alteration (in many cases, a simplification) of current perspectives on police service delivery.

- ICAP requires that commanders establish clear-cut policy statements concerning the conduct of field operations (i.e., patrol/investigations responsibility in preliminary and follow-up investigations).

- ICAP not only requires that the department establish clearly defined objectives, but these objectives must be operationalized so that field personnel will readily identify with them.

- Policy decisions concerning departmental priorities must be established and reflected in day-to-day decisionmaking.

C. Establishing an ICAP Steering Committee and Working Groups

Success in organizational development depends on the participation and co-optation of personnel throughout the department. The appointment of an overall steering committee is one of the first steps. The purpose of this committee is to:

- conduct the self-assessment of present police operations;
- identify goals and objectives for improvement of the organization;
- publish the self-assessment report and a plan of action;
- designate working groups and responsibilities for the implementation of planned improvements; and
- provide oversight to implementation activities and develop remedial action as necessary.

The steering committee should be composed of representatives from all levels and functions. It must be understood that the steering committee is not intended to obviate the chain of command. Its purpose is to act in a strong advisory position and supplement the normal managerial responsibility for organizational assessment. The steering committee helps to bridge the gap of credibility between management, staff, support and line functions.

Many jurisdictions have found that outside participation on the steering committee is helpful in several ways. An outsider may add a new perspective to the understanding of problems. Participation on the steering committee also may be a means of co-opting the outside person and his/her agency into supporting the police improvements. Finally, the presence of a non-law enforcement person tends to keep the proceedings at a professional level, instead of slipping into a gripe session or one in which hidden agendas divert the committee's aims.

Senior or key representatives from the local jurisdiction's budget and personnel departments have proven to be valuable to these programs. Some department's have enjoyed significant contributions to their steering committees from administrative aides to the city manager or mayor. Others have invited local city or county council members to help. The actual selection depends on the local situation and the strategic value of the representation. One budget manager for a medium sized city commented that the ICAP steering committee was an opportunity to "learn all of the police secrets" about their programs and resources. However, once informed, the budget officer found it difficult to turn down reasonable requests for resources.

The ICAP Steering Committee should be heavily represented by line operations. Afterall, the performance and productivity improvements are aimed at them. A typical steering committee may be composed of:

- a shift commander
- a first-line street supervisor
- one or two patrol officers
- an investigative section commander
- one or two line detectives (general assignment)
- a special unit supervisor
- a representative from training
- a senior records clerk or supervisor
- a communications supervisor
- a call-taker or dispatcher
- a planning/budget officer for the department
- one or two non-police representatives (city budget, personnel, planning, fire service, council, local business, social service or education)
- one top command staff representative (patrol or CID)

Once program goals, objectives and activities are identified, other department employees may be assigned to working groups whose task is to design and implement specific changes. It is advisable to assign a steering committee member to each working group (not necessarily as chairperson) to provide continuity. A healthy infusion of personnel is good, because it improves their knowledge and commitment to the program. Some organizations have been able to involve as many as 20-30 percent of their staff over a period of several months. Many working groups are one to three weeks in duration consuming no more than a range of 10-20 person hours for each employee. The pay-off is worth it, because things do happen.

D. Conducting the ICAP Self-Assessment

Self-assessment can range from a structured discussion between key actors in the police organization to a highly sophisticated, empirically based assessment that involves measurement of outputs, surveys of personnel, and the development of scenarios for simulation or pretesting. The most important aspect of the self-assessment is its establishment as the basis for making decisions about ICAP. Regardless of the degree of sophistication of the self-assessment, the process will promote more informed decisions and organization involvement. This lays the groundwork for the routinization of the structured decision processes that are the backbone of the ICAP concept.

Three processes occur during the self-assessment period:

1. Diagnostic -- The process of taking a series of measurements and observations about the present organization and its functions. The observations are made in respect to the elements and key points in the ICAP logic flow.

2. Prognostic -- The development of an overall understanding, statement, or picture of the organization's current stance in the ICAP model, including an estimation of the requirements and timeframe for successful program implementation.

3. Prescriptive -- The specific actions (either preconditions or project activities) that constitute a formal ICAP program. This course of action may be either incremental or remedial, or it may be a combination of both.

The simplest form of self-assessment may be a meeting between the chief of police, key commanders and unit heads, representatives from existing analysis functions, and representatives from field service. The format for the meeting could be:

- Present the ICAP model (graphically).
- Present and describe the current organization -- its structure and functions.
- List current organizational functions under the appropriate places in the ICAP model.
- For each function, set out its current priorities and goals or objectives.
- Discuss each function in terms of its degree of alignment with ICAP requirements.
- Identify ICAP functions that do not currently exist. List their priorities and goals or objectives.
- Summarize and synthesize what has been presented into an overall consensus of:
  - The organization's current posture in regard to ICAP.
  - A projection of the positive and negative aspects of ICAP.
  - The overall changes, together with changes (if any) for each function, that will be required for ICAP.
  - A projection of the time and resources required for ICAP implementation.
  - Organizational commitment and motivation.

- a shift commander
- a first-line street supervisor
- one or two patrol officers
- an investigative section commander
- one or two line detectives (general assignment)
- a special unit supervisor
- a representative from training
- a senior records clerk or supervisor
- a communications supervisor
- a call-taker or dispatcher
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- List the specific activities and actions in the proper order in which they will be performed in establishing ICAP. These may be:
  - Preconditions in terms of change in policies and/or goals and objectives.
  - Project activities that may be incremental or remedial in nature.

Figure 3-3 contains a sample format for self assessment which has been annotated with a commentary on each question. This format may be reproduced for steering committee use. Appendix B contains another version of this format without the comments. The questionnaire type construction makes it useful for conducting surveys, or for use in department workshops.

E. Developing Mission Statements, Goals and Objectives

Some departments already may be linked to a local program or performance oriented budget system. Many agencies may desire to "back-in" to a program management system by starting within a project approach that may be limited to one or two programs. Once the organizational assessment is completed, the department may take several paths. Of course, the most desirable path would be to institute an overall program approach to the delivery of police service.

The use of terms varies. In general, mission statements are used to define the scope of responsibility of a police agency. Goals are more specific statements used to identify intended results or achievements within a department's mission. Objectives are the steps or milestones that must be reached in attaining an individual goal. The use of these terms furnishes a hierarchy for planners and managers to use in determining the priorities and services of a police agency.

Figure 3-4 presents a comprehensive mission statement which may be used as a basis for a long-term organizational development effort. Within this context a law enforcement agency may identify a series of programs which may be management or service related. The next step would be to define goals and objectives for implementing programs.

Figure 3-5 illustrates a simple graphical method of presenting goals and objectives. The subsequent illustration, Figure 3-6, demonstrates how goals and objectives may be set-out realistically on a two, three, five, and ten year basis.

A minimum expectation of the ICAP Steering Committee should be to identify some program goals and objectives. The results of the self-assessment deliberations should be documented in a brief report that covers: 1) the purpose of the self-assessment; 2) the strengths and weaknesses of the department; and 3) a plan of action.

It is important that the ICAP Steering Committee publish its report. Experience has demonstrated that self-criticism is received well in the

Figure 3-3 ICAP Self-Assessment Format (Page 1 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
A. General 1. Has the department managed either Federal or State grants that were aimed at improving departmental operations (i.e., patrol and/or detective activities)?	This question establishes the department's history of experimentation and its familiarity with program development/project management. A solid history of Federal grants may suggest recent change and managerial awareness, if not competence. Conversely, it may also indicate a negative "over-programmed" attitude.			
2. Were these programs or portions of these programs institutionalized?	This indicates commitment, as well as the existence of useful planning/analysis capabilities.			
3. If certain aspects of previous programs to improve department operations were institutionalized, what were the reasons for institutionalization of the operational capacity in the organization?	The key concern here is to determine whether or not the programs were "peripheral" or central.			
4. What are the most pressing problems facing the department, both from a short-term and a long-term perspective?	The key to this response is in its depth. That is, if "more manpower" or more "equipment" is voiced, one may conclude a lack of depth in the diagnoses or understanding of the department.			
5. Does the most recent union contract restrict any management decisions concerning allocation and deployment of resources?	Some union or PBA/FOP contracts are highly restrictive, thus presenting an obstacle to currently accepted management practices.			

Figure 3-3 ICAP Self-Assessment Format (Page 2 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
6. Has the department produced a policies and procedures manual for use in guiding field operations (i.e., crime scene search, collection of evidence)?	This merely indicates the status of S.O.P.'s — formal or informal. A determination should be made as to whether they are program related or merely the cumulative results of years of general orders.			
7. Is the department's classification and pay scheme adequate? Is it sufficient to attract and retain qualified personnel, particularly within patrol?	It is important to understand the impact of the rank and promotion system. May employees advance along career tracks or do they have to obtain rank to get more pay.			
8. Does the department's organization structure facilitate program coordination and communication? Is the organization chart designed around the mission of the department or has it been adapted to certain personalities?	Some departments have become top-heavy in an attempt to reduce span of control. Other structures are unclear, sometimes dispersing like functions or impeding effective support. The worst examples are where it is clear that the department is organized in a symmetrical fashion. That is, major divisions are shaped to give equal resources to senior commanders.			
9. Does the department operate on the basis of a clear program structure?	Most departments operate on the basis of budgeting for availability of police services, instead of a clear identification of programs. Something more than "to protect and serve" or handle "CFS and cases" is desirable.			

Figure 3-3 ICAP Self-Assessment Format (Page 3 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
B. Data Collection 1. Has the department issued a field reporting manual containing all department field report forms, together with instructions for preparation?	A measure of the health of "data collection" is inherent in this response. The more precise, the better.			
2. Are field reports screened for accuracy, completeness, and timeliness?	Quality is the concern here, as well as the respondents' perception of the role of field reports. Another concern is "who does the screening"; sergeants in the field will generally look for the adequacy of the investigation; clerks or officers assigned to records merely look for completeness of the report form.			
3. Does the design of the department's current reporting form: (a) Facilitate collection of critical information at the preliminary investigation; (b) include a solvability schedule; and (c) provide sufficient information for departmental analysis purposes?	The amount of structure defines the role of the patrol officer and the extent to which reporting philosophy affects the consumed time of the officer.			
4. Are there delays in receipt of field reports caused by field information processing systems (i.e., word processing, call-in reports)?	Delays longer than 1-8 hours after the preliminary investigation are acceptable. Longer delays hamper investigations and often indicate problems throughout the report processing system.			
5. Is there a system established for the auditing and tracking of all reports or information related to an incident? Does this system facilitate later retrieval and use of the information?	Almost any means of reconciling reports received against those expected on the basis of dispatch cards is good. The absence of such a system means that the integrity of offense reporting may be questioned.			

Figure 3-3 ICAP Self-Assessment Format (Page 4 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
6. How are criminal arrest warrants processed by the department (specifically)?	Active vs passive processing is important to determine since many warrants are never served; most unserviced warrants are either for habituals or indicate poor case closure procedures.			
7. Does the current data processing system meet departmental needs in terms of time sharing, programmer and analyst availability, ability to perform studies, turnaround time, cost, ability to store data, etc.?	This is a complex area which often presents a "tail wagging dog" situation. Any problem or concern here is suggestive of more deep-seated problems in the understanding and use of computers.			
8. What Automated Data Processing capacities does the department anticipate developing?	The responses to this question will reveal whether or not the department is pre-occupied with systems as a solution, or if the department is keeping to the basics. The biggest thing to look for in data collection is the degree to which the system(s) and procedures are labor-intensive. The production, collection, and maintenance of "paper" often consumes as much as 45-55% of total labor costs. Obviously, this is an area that is fruitful for the productivity minded chief of police.			

Figure 3-3 ICAP Self-Assessment Format (Page 5 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
C. Analysis 1. What analysis is performed currently in the department (e.g., crime, incident, intelligence, operations)? For what purposes?	Many departments consider UCR reporting synonymous with crime and operations analysis. There are dramatic differences! Intelligence analysis is almost always a narcotics or organized crime function which fails to recognize about 95% of the offender population.			
2. Have these analysis functions been formalized?	Lack of formality means that the functions are ad hoc at best.			
3. Are the analysis functions, organizationally and physically, located within an operational division?	The closer to the user, the better. This is an axiom of management literature. Many departments place analysis functions in planning sections which insulates and isolates the function from the user. Analysis functions and objectives will almost always reflect the priorities of their location in the hierarchy. Field operations need direct analysis support that is more qualitative than the more contemplative scientific methods employed in planning and research functions.			
4. What is the extent to which analysis information directs deployment and allocation decisions? (Examine the frequency with which information is generated and the extent to which the information guides the decisions of the user groups.)	Are there daily, weekly and monthly analysis products? Do allocation and deployment relate to workload or merely to equal coverage?			
5. Does the analysis of crime information assist patrol officers in directing their preventive patrol activities?	This question reflects on the quality and usefulness of analysis, as well as on the aggressiveness of patrol management.			

Figure 3-3 ICAP Self-Assessment Format (Page 6 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
D. Planning 1. Does the department operate on the basis of clearly established organizational goals and objectives? Are they monitored to determine performance?	The response here is revealing if objectives are more than "preventing and controlling crime;" the response may indicate the existence of an MBO, PERT Program or other evaluation techniques.			
2. What are the key managerial positions in the department?	Is there a hierarchy of decisionmaker roles in the department? In some departments, all decisions are made at the top, ostensibly to maintain control. This has the opposite effect because it weakens the power of top command. The key to power is the ability to hold subordinates accountable for making decisions and performing according to department programs. They have "crying space" if they are only carrying out orders, or are able to do nothing while awaiting orders.			
3. In terms of field operations, what types of decisions are made on a daily/weekly/monthly/annual basis?	Responses to this question often provide a measure of "reactive vs proactive" styles. Daily or weekly decisions about allocation and deployment are proactive. Many departments that are reactive make allocation or deployment decisions on an annual basis.			

Figure 3-3 ICAP Self-Assessment Format (Page 7 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
4. Does the department have management groups or task forces? To what extent do patrol officers participate?	The more they participate the more they know about the problems that are being faced by management. Participation builds their competency and cooperativeness. It helps them to integrate the functions of the department better into their day to day assignments. Finally, the use of working groups is a great way to get a large volume of staff and planning work done.			

Figure 3-3 ICAP Self-Assessment Format (Page 8 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
E. Service Delivery (Communications/CFS Management) 1. What techniques does the department utilize to manage CFS?	Is communications a function limited to facilitating the dispatch of CFS and protecting officers? A desirable response would reflect a broader role of communications in direct service and in support of workload management.			
2. What alternatives exist to immediate dispatch to CFS (community service officer, teleserv)?	Many departments have one method — immediate dispatch! Current technology recognizes many methods of which immediate dispatch is one of the least effective.			
3. Is the communications process, including the communications centers, capable of the flexibility required to support varying service delivery demands and priorities (i.e., does it facilitate workload management)?	The organizational location and supervision of communications is an important indicator. Call-takers and dispatchers are generally the lowest paid employees with the highest turnover rate (20-40% annually).			
4. Do field commanders, managers, and supervisors use the communications system to assist them in balancing workload and carrying out special assignments or tactics?	The key here is whether field commanders view communications as a tool for workload monitoring and management, or merely as a means of facilitating CFS assignment. Examples of passive or occasional overriding of communications decisions reflect an inappropriate understanding of its role. It may also indicate conflict between field and administrative elements.			

Figure 3-3 ICAP Self-Assessment Format (Page 9 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
F. Service Delivery (Patrol Operations) 1. What type of patrol shift is employed?	Departments will generally use a three (3) shift plan — each of 8 hours duration. A few use an additional or "power shift" that overlaps the day/evening shifts. Some even use a 5 shift plan. The type of shift plan lays the foundation for many diagnostic decisions. The following question about equal person-loading will equalify the validity of a 3, 4, or 5 shift plan. Generally, a 3 shift imbalanced plan is the best, which is supported in all management literature. Rotation of shifts anywhere under 3-6 months is considered to be bad for physical and mental health. However, overlapping shift systems (4 or 5 per day) provide the desired workload distribution and still equalize shift commander span of control (really turf). There is still a problem with the inadequate coordination between shifts and shift commanders who share spatial and temporal slots.			
2. Is there equal manning per shift?	Police workload, in general, follows the breakdown of CFS which is: midnight-8:00 a.m. 20%; 8:00 a.m.-4:00 p.m. 35%; 4:00 p.m.-midnight 45%; although it is easier to avert management jealousies through equal manning, it does little for productivity.			

CONTINUED

1 OF 3

Figure 3-3 ICAP Self-Assessment Format (Page 10 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
3. How is the role of the patrol supervisor defined (i.e., define the responsibilities and the limits of his discretion)?	The key to this question is whether the Lt. or Sgt. is a: manager — who is held accountable for the effective use of resources, or a supervisor — who merely enforces the rules of the organization.			
4. To what extent does the patrol supervisor use crime analysis data in the deployment of resources?	Use on a daily basis to make special assignments is desirable. Use only as a roll call "be on the lookout" is not considered to be as effective as is making directed patrol assignments. Likewise, the kind of data is crucial. Crime summaries are of less utility than offense services (related offenses) or a suspect pattern bulletin.			
5. What is the role of the patrol officer in preliminary investigation (i.e., crime scene search and interview of witnesses and suspects)?	In most cases, the patrol officer is merely a report taker; instead of conducting a good preliminary investigation, the patrol officer is mostly limited by policy and custom to just "getting the basic facts;" current research shows that the preliminary investigation has more to do with successful case closure than any other factor (98% of cases).			
6. What is the extent of the patrol officers' participation in follow-up investigations (i.e., makes recommendations concerning follow-ups, assists in follow-ups, assumes primary responsibility for routine follow-ups, etc.)?	1st priority — does the officer immediately and routinely conduct "hot lead" follow-ups, which are cases that may be cleared by arrest in 1-2 hours. 2nd priority — do patrol officers receive blocks of appropriate cases for directed patrol follow-up or where exceptional clearances are probable.			

Figure 3-3 ICAP Self-Assessment Format (Page 11 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
7. What is the patrol officer's role in crime prevention and community relations activities and programs?	Who delivers crime prevention and community relations services — specialists or patrol officers? A desirable response would reveal some level of participation by patrol as a routine function. This is because patrol has the potential for the most citizen contacts; and, patrol has the most time available on the citywide scale. Moreover, this is the key to the development of basic criminal intelligence by patrol for tactical purposes.			
8. What is the patrol officer's role in the department's juvenile program?	The first issue is whether or not a department can say that it has an overall juvenile program. This should not be confused with just possessing an exemplary juvenile unit. Is the patrol officer actively or passively involved in juvenile services? Are support activities aimed at relieving officers of responsibility or at enhancing their effectiveness?			

Figure 3-3 ICAP Self-Assessment Format (Page 12 of 12)

Area of Inquiry	Commentary	Current Status	Need or Action	Responsibility
G. Service Delivery (Investigations) 1. Does the department have an effective system for the management of criminal investigations (i.e., criteria for case screening, solvability factors, case assignment and monitoring. etc.)?	Are all cases assigned as they come in, or are they assigned on the basis of some probability of closure. Do there exist alternatives to the assignment of cases to detectives? Are case assignments monitored on the basis of quality and timeliness. Are the complex solvables being worked or are just the easy solvables?			
2. Does the department have a system for complainant or victim notification when case investigation is discontinued?	When, if ever, does victim notification occur? Does the patrol officer advise of the type of follow-up? Or does a case screening officer notify the victim by mail or by telephone? The least desirable system would be for detectives to handle notification or to have none at all.			
3. Has the department established methods to ensure continued investigative support to the prosecutor, particularly for serious and habitual offender cases (e.g., special investigative function, assignment of officers to felony trial teams)?	The existence of criteria for habitual offenders that are mutually acceptable to police and prosecutor is important. Has the prosecutor agreed to seek the highest chargeable offense, no plea bargain and maximum prison time?			
4. Does the prosecutor provide feedback to the department on case investigations and dispositions (i.e., case rejection, reduction of the charges, final disposition, problems in the case investigations, etc.)?	A written case screening feedback system is desirable. Additionally, it is desirable for routine meeting and role call briefings to be conducted. The objective for both parties is to improve preliminary investigations, case screening, follow-up, and case preparation.			

Figure 3-4 Mission Statement

1. To prevent and suppress criminal activity through improved identification and apprehension of offenders, and by the elimination or reduction of opportunities to commit offenses.
2. To assist the community in improving its ability to protect itself through environmental, education, personal habits and priorities.
3. To provide a permanent dependable resource to the community for assisting individuals who need help or services.
4. To monitor community needs and provide recommendations for actions and services.
5. To assist the community and governmental agencies in the planning and management of ongoing transportation, recreation, and other community service functions.
6. To assist the community in the planning and management of special events and community activities.

GOALS	OBJECTIVES	ACTIVITIES
4) Establish clear policies and procedures for the Department	1) Formalize task force meetings to review recommended policies and procedures changes	*Review/update all departmental policies and procedures *Implement change or elimination of unneeded policies or procedures
	2) Train or communicate policy/procedure changes	*Use of in-service training . *Use of directives or memoranda *Use of role call training methods *Use of video equipment within the Department

Figure 3-5. Sample Goals and Objectives Format

COMMUNICATIONS
(Expanded Services/Improved Management and Productivity)

GOAL #1: EXPANDED SERVICES

GOALS	OBJECTIVES			
	2-YEAR	3-YEAR	5-YEAR	10-YEAR
Goal 1: To provide better service to the public through expanded communications (range and capacity).	Goal 1: To expand the present system of dispatch and Teleserve to include: 1) dispatch 2) Teleserve 3) Callback program on complaints	Goal 1: To expand the present system of dispatch and Teleserve to include: V	Goal 1: To have a complete calls-for-service system: 1) 10% immediate dispatch 2) 40% controlled dispatch 3) 50% non-dispatch response	Goal 1: To have complete communications services
		Goal 1: Controlled dispatch to include: 1) Immediate Dispatch 2) Delayed Dispatch 3) Scheduled Dispatch (appointments)	Goal 1: Full computer-aid dispatch system	Goal 1: Complete hardware upgrading
		Goal 1: Teleserve Call-back Program	Goal 1: Full services of Public Safety Communications Center. I.E.: Police, Fire, Medical, Civil Defense	
		Goal 1: To have a referral management system		

Figure 3-6 Sample Multi-Year Format for Goals and Objectives

community and by the press, if presented in the context of a plan of action.

The importance of having well-defined objectives cannot be overstressed. To the extent that objectives are not established or are poorly defined, the project will suffer from incomplete project planning, uncertain execution, and difficulty in evaluating progress.

When establishing objectives one must be certain the objectives are:

- Measurable -- Objectives should be phrased in concrete, measureable terms, so that their achievement at project completion can be demonstrated.

- Related to Time -- Progress towards the achievement of objectives is difficult to assess unless there is an understanding of when the full objective will be reached.

- Related to Cost -- Objectives must clearly relate to relevant project costs.

Departments should rely on previously articulated departmental goals to develop related ICAP project objectives. It is clear that the more compatible those goals are with the general direction of department, the more likely they are to be institutionalized and complementary to the ICAP project.

Project goals and objectives should be reassessed annually to ensure still reflect department priorities. Changes in the political climate, the department's funding picture, or those brought on by internal project assessment may require some adjustment in the focus of the ICAP project. However, regardless of the types of changes in focus, continuation of the project should always be based upon the ICAP program model and overall ICAP program goals.

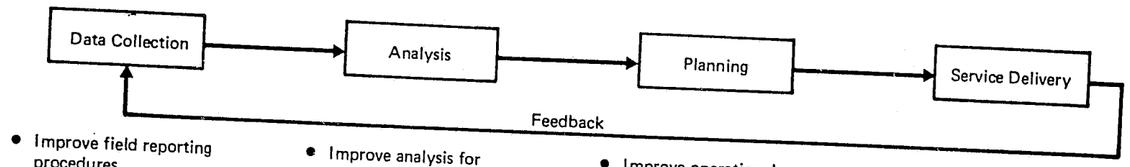
F. Sample Objectives

Figure 3-7 presents some objectives that are keyed to the components of the ICAP model. These objectives are stated in general terms, leaving individual departments the flexibility to pick the ones that are most appropriate and to design project activities to suit the organization. A more detailed breakdown of sample objectives follows:

- Field Reporting:

  - To design a new offense report form to facilitate field reporting.

  - To incorporate a resolvability schedule into the new offense report form so that decisions concerning followup investigations can be enhanced.



- Improve field reporting procedures.
- Improve information flow through department.
- Improve field report review process.
- Improve overall records management.
- Provide timely and accurate information for analysis and decisionmaking.

- Improve analysis for operational planning.
- Improve strategic and tactical decisionmaking through analysis of pertinent information.
- Improve ability of department to manage allocation and deployment of resources through operations analysis.
- Improve ability of department to monitor crime situation through crime analysis.
- Improve ability of department to obtain knowledge of known criminals through intelligence analysis.

- Improve operational planning process.
- Improve strategic and tactical decisionmaking through increased use of information derived from analysis.
- Encourage the development of alternative approaches to police service delivery problems.

- Improve police procedures at the scene of the crime.
- Improve timely initiation of investigative followup of serious crimes.
- Improve investigative case management and preparation.
- Improve overall delivery of police services through the development of an effective allocation strategy.
- Improve utilization of field resources through the adoption of effective deployment concepts.

Figure 3-7 ICAP Model Logic Flow and Program Objectives

- To develop a field reporting manual and train all officers concerning the new/revised field reporting procedures.

- To develop a structured FI card from adult and juvenile contacts, or observations.

- Analysis and Intelligence Systems:

  - To establish a crime anlaysis unit.

  - To establish a resource center that will provide current statistical information on crime, calls-for-service, and other activities performed in various patrol beats.

  - To establish an intelligence system that will monitor and disseminate information on hard-core criminals.

  - To provide initial documentation of the manner in which patrol operations are conducted, including a definition of resource allocation procedures, supervision and information system requirements, and identification of how patrol time is actually spent.

  - To provide periodic review of each of the above items at 6-month intervals.

- Resource Allocation:

  - To better match personnel resources to calls-for-service demands and crime suppression requirements.

  - To provide more productive use of available manpower resources in patrol.

  - To stimulate ideas and alternative solutions for correcting problems identified or for upgrading the performance of patrol.

- Teleserv Capacity:

  - To reduce the calls-for-service workload of patrol field units to 30 percent of time available.

  - To provide faster and more convenient service to the public for a sizeable portion of information requests and incident reports.

  - To conduct case and complaint follow-up including crimes, family disturbances, referrals, juvenile complaints and follow-up with schools, probation or parents on juvenile F.I. cards.

- Patrol Aide Program:

  - To reduce the administrative workload of patrol field officers, allowing them more time for directed patrol activities.

- To accomplish routine services provided by the patrol force without diverting sworn personnel from more important activities.

- Investigative Management:

  - To further expand the role and skills of patrol officers in executing preliminary investigations.

  - To refine and improve the intake screening and case management capabilities of the case review officer to oversee and coordinate investigative bureau levels.

  - To expand the case assignment system to assure follow-up on 100 percent of all complaints.

  - To develop a repeat offender identification and records system.

  - To improve the solutions and charging rate for serious crimes, particularly burglary, rape, and homicide, and for incidents involving designated career criminals.

- Directed Patrol:

  - To increasingly replace random patrol time with activities focused towards specific crime, traffic, or neighborhood problems.

  - To increase the apprehension rate for serious crimes, particularly homicide, burglary, and rape.

  - To accomplish crime prevention activities as a regular part of the patrol function.

  - To enlist greater citizen cooperation and participation in crime prevention, reporting, and solving, as well as in prosecutorial activities.

  - To introduce and field test the preparation of beat profiles by field officers.

- Personnel Development:

  - To increase awareness of patrol personnel regarding innovative approaches to patrol.

  - To increase the skills of patrol personnel: (a) to accomplish more effective preliminary investigations and case filings; (b) to conduct crime prevention activities; (c) to use situational analysis information in planning their patrol actions; and (d) to actively participate in patrol planning activities.

  - To expand the effectiveness of the field training officer program mechanism for introducing new programs and monitoring the performance of fellow officers.

  - To improve the skills of patrol managers and supervisors to: (a) oversee and facilitate a competent program of directed patrol; (b) facilitate and encourage participative planning; and (c) promote increased patrol officer responsibilities.

  - To inform all department managers of program progress, new developmental directions, and underlying problems and concepts.

  - To establish a work plan for improving performance evaluation.

  - To design and implement a career development system.

G. The Role of Rules and Procedures in Organizational Development

There is extreme variance in the use of terms and in the interpretation of what is meant by a department's handbook of rules. A few law enforcement agencies have a comprehensive handbook that relates to their programs and is updated regularly. Most others possess a notebook which is an accumulation of policies, procedures, general orders and department memoranda that have been issued on a haphazard basis over a period of many years.

The ultimate success of organizational development and planned change depends on the ability of a department to institutionalize new methods and make them part of the routine. Therefore, a solid set of policies and procedures may reinforce the stabilization of new activities. The health of the department's programs is at stake, as well. A formal structure of mission statements, program definitions, goals and objectives, policies and procedures is required to keep a department on track.

A common mistake in developing written policies and guidelines is a tendency toward excessive discussion or verbage. A well constructed statement should be definitive and concise. Otherwise, there is too much room for interpretation. For instance, a directed patrol(DP) procedure should lay the ground rules and make it clear that DP is an expected performance, not just something that is a good idea. Too much justification or elaboration may serve only to suggest loopholes or conditions that may result in avoidance behavior.

It is best to adopt a specific structure for each type of rule, policy or procedure. This helps to minimize confusing narratives and produce a clearer statement of intention.

There are no set guidelines for terminologies or structure. However, the following definitions are used commonly by persons who are experienced in documenting programs:

- rules and regulations - these are confined to the definition of the expected behavior and conduct of employees, including the process of sanctions and appeal.

- policies and procedures - these define the department's overall programs. They establish the boundaries and expectations related to the implementation of programs and the delivery of services. Techniques, methods and decisionmaking criteria are included normally.

- general orders - these are issued as the vehicle or means for adding, deleting or modifying a rule, regulation, policy or procedure. General orders fill the gap between the periodic updating of a police handbook.

- department memoranda - these are used as means of communicating any clarifications that are required of rules, regulations, policies or procedures. Memoranda are used to demonstrate intended applications of rules or procedures generally in response to new situations.

- standard operating procedues (S.O.P.) - these are characteristically different from policies and procedures, because they are generally oriented around a specific unit. S.O.P.'s are used to set out a unit's operating plan, including its mission and performance objectives, are updated annually, and are used to train new personnel, evaluate performance and as the basis for periodic inspections.

These tools help to substantiate "due diligence" in the delivery of police services, which protects the department. The documentation also assists in providing services on a uniform basis, which tends to overcome the variance in performance that is due to different personalities, motivations and leadership qualities.

H. Policy Organizational Development Task Chart and Worksheets

Figure 3-8 presents a simple task chart and timetable for carrying-out the initial assessment and change activities. Many departments have been able to move faster, while others take longer.

Two opposite strategies have been used successfully. One is oriented around achieving rapid change while cleaning up the loose ends and documentation later. The other is a sometimes slow, ponderous process of incremental development that "gets everything right the first time." The latter approach is desirable if the department is not facing a crisis, or if the motivation for the program is solid.

A few departments have had to take the first route, either because of an impending resource crisis (e.g., World's Fair), or a concern about their ability to sustain motivation at the management level. A wise approach is to adopt a parallel strategy to incremental development, which is commonly called the "carrot track." The "carrot track" approach requires that popular changes be made periodically from the beginning as a means of building support for the introduction of major change. Some risk is involved, in that several popular changes may not fit the overall strategy.

The tasks for this process are straightforward and need no explanation. It must be emphasized, however, that the logic of the tasks is based on the requirement to progressively orient personnel into decisionmaking groups and experiences. By making each little step easy, the big steps are not difficult to achieve. Many departments have been surprised by the pervasiveness of change that was brought about in a relatively short time frame.

Figures 3-9, 3-10 and 3-11 may be used as worksheets to speedup the process of group activities. The purpose of these worksheets is to make it easier to organize the information and the issues that to be tackled by the ICAP Steering Committee and working groups. The forms assist in the weighing of differences and the promotion of compromises. Completed forms may be used in briefings and for program documentation.

Figure 3-8 Policy Organizational Development Task Chart

Task	1	2	3	4	5	6	7	8	9	10	11	12
1. Collect materials and guidelines from other departments												
2. Prepare an informal assessment												
3. Deliver command staff briefings												
4. Appoint a steering committee												
5. Conduct ICAP self-assessment												
6. Produce and distribute report												
7. Identify tasks, timetables and responsibilities (work groups)												
8. Commence working group activities and staff briefings												
9. Implement changes												
10. Design a performance reporting system												
11. Review progress and apply remedial action												

CONCERN	What is the evidence that this Concern is SERIOUS?	What is the evidence that this Concern is URGENT?	What is the evidence that this Concern is GROWING?	Priority Rank

Helpful Questions to guide the user of this technique:

1. What evidence leads me to believe that the (concern, seriousness, urgency, growth) exists?
2. What is the specific source of evidence (in Question 1)?
3. Do I know the evidence is factual?
4. Can I identify the circumstances which created the concern?

Figure 3-9. Policy Priority Setting Format

FEASIBILITY DECISION MAKING

1. Goal

2. Results Expected

3. Positive or Driving Forces

4. Negative or Resisting Forces

5. Analysis -- Use the code letters below to indicate next to each force its clarity, importance, and difficulty

(a) How clear is it that this is a real force? (C = Clear, SC = Somewhat Clear, NC = Not at all Clear)

(b) How important is this force? (I = Important, SI = Somewhat Important, NI = Not at all Important)

(c) How readily can it be influenced? (E = Easy, SE = Somewhat Easy, NE = Not at all Easy [difficult])

6. Tentative Feasibility Yes_____ No_____

7. Actions to Maximize Positive Forces or Minimize Negative Forces	Who	When	Cost

8. Final Test for Feasibility Go_____ No-Go_____

Figure 3-10. Policy Feasibility Decision Making Format

POTENTIAL PROBLEM AVOIDANCE

1. Decision Made:										
2. Vitally Important Points	3. What Could Go Wrong	6. Priorities		7a. Likely Causes	7b. Probability of Occurrence	8. Preventive Action	9. Responsibility	10. After the Fact Action	11. Responsibility
		4. Seriousness	5. Probability						

Figure 3-11. Policy Potential Problem Avoidance Format

JUVENILE MATTERS

A. Program Versus Project

The implementation of POLICY requires that juvenile matters be recognized as a departmentwide concern. The role of the juvenile unit in policy is to support the delivery of juvenile services on a departmentwide scale. POLICY is not just another project that may be implemented by the juvenile unit without regard for the interference from the rest of the agency.

A juvenile unit that is bent on a project mentality may implement a number of strategies and tactics under the guise of POLICY. But, it will not be a program unless a commitment is made to assess the impact of juvenile matters on department operations. Until it is a real program, POLICY will be of little value.

Three levels of assessment must occur. First, the various ways in which juvenile matters affect the service demand on the law enforcement agency need to be identified and measured. Second, the present juvenile unit or function must be assessed in terms of its role and output. Finally, a series of substantive issues have to be analyzed to deal with the legal, philosophical and advocacy concerns associated with juvenile law enforcement matters.

Law enforcement agencies, small and large, may benefit from a total or partial implementation of POLICY. This will depend on how well the concepts are understood and the attitude of management and juvenile officers, alike.

B. Operations Analysis (OPS)

Operations Analysis is the study of how time is spent (consumed). It provides a gauge for service demand and aids in monitoring performance. It is the key to measuring productivity and comparison of methods. OPS differs from crime analysis by focusing on all crime, crisis and order maintenance functions of police as time-consuming events. OPS directly supports allocation and deployment decisionmaking.

Agencies will vary on the basis of the ability to conduct OPS. Some will have a unit or analyst dedicated to OPS, whereas others may have to conduct an OPS study through a special assignment. No agency is too small or embryonic to conduct a study of their requirement for juvenile services. The methods are easy and the data is probably collected already.

The basic data sources for an OPS study of juvenile matters include:

- dispatch cards or logs
- officer worksheets

- unit activity reports
- reported crimes
- detective cases assigned
- detective cases cleared
- detective cases carried-over
- detective cases suspended
- arrest reports
- juvenile contact cards
- UCR Collation Sheets and Monthly Reports

Additional data may be collected through interviews and observations. Juvenile intake and referral agencies are excellent sources of information.

Figure 4-1 is a general list of the types of CFS that an agency may handle. Figure 4-2 is an example of a basic dispatch card that is used to document the portion of incoming telephone calls that end up as a dispatched CFS. The dispatch card or CFS log that is kept by the dispatcher is one of the best sources of data for OPS studies. However, it must be remembered that CFS will normally represent no more than 35 percent of patrol time.

Once the basic information is identified and collected, it must be collated in some form to make it understandable. Figures 4-3, 4-4 and 4-5 are provided as examples of collation forms which may be used to collate CFS and patrol activity data. These forms are provided for the benefit of readers who may not be familiar with the types of data that are kept in dispatch or records.

After all of the data has been collected and collated, it must be analyzed. The results of this analysis should include:

- a list of all incidents and requirements for service involving juveniles
- a breakdown of time expenditures for these services by types of incidents, type of officer assignment and shift or time of day
- a 5-10 year chart of juvenile and adult arrest trends (may be broken down by general type)
- an estimate of patrol time available, time consumed on all activities and time consumed on juvenile contracts
- an estimate of juvenile contacts from officer worksheets or F.I. cards

Part I Crimes

Criminal Homicide
Forcible Rape
Robbery
Aggravated Assault
Burglary
Larceny
Motor Vehicle Theft

Part II Crimes

Other Assaults
Arson & Bombing
Forgery & Counterfeiting
Fraud
Embezzlement
Stolen Property
Vandalism
Weapons Violations
Prostitution
Sex Offenses
Drug Law Violations
Gambling
Offenses Against Family and Children
D.U.I.
Violation of Liquor Laws
Disorderly Conduct
Other Part II Offenses
Juvenile Offense
Violation- Local Laws

Miscellaneous Incidents

Patrol Field Investigation
Civil Complaint
Missing Person
Missing Property
General Disturbance
Family Disturbance
School Disturbance
Gang Disturbance
Noise Complaint
Annoying Phone Calls
Suspicious Activity
Officer Wanted
Escort Service
Prisoner Transport
Citizen Assist

Miscellaneous (continued)

Building Check
Message Delivery
Animal Complaint
Assist Municipal Agencies
Fire Alarm
Burglar Alarm
Assist Other Agencies

Arrests/Safekeeping

Field Arrest
Arrest on Process
Protective Custody

Emergency Medical Service

Ambulance
Medical/Mental Service
Reported Death

Traffic Service

Traffic Complaint
Motor Vehicle Complaint
Radar Assignment
Abandoned Vehicle
Vehicle Stop (Summons, Citation, Warning, etc.)

Accidents

Motor Vehicle Accident
Fatal
Personal Injury
Property Damage
Fatal & Personal Injury

Administrative Service

Intra-Department Service
Court Appearance
Service Cruiser
Meal Break
Coffee Break
Report Preparation
Other

Figure 4-1. Incident List by Category

STANDARD DISPATCH CARD

NATURE OF INCIDENT ☐BELOW ☐IN PROGRESS

LOCATION

COMPLAINANT'S NAME ☐REFUSED TELE. NO.

ADDRESS ☐SAME AS LOCATION

DISTURBANCE:	☐FAMILY	☐JUVENILE	☐FIGHTING	☐VEHICLES
ACCIDENT:	☐PER. INJ.	☐PROP. DAM.	☐HIT & RUN	☐PRIVATE PROP.
PERSON:	☐INJURED	☐MISSING	☐SUSPICIOUS	☐DEATH
ALARM:	☐FIRE	☐HOLD UP	☐BURGLARY	☐SILENT
OTHER:	☐LARCENY	☐BURGLARY	☐STO. AUTO	☐MAL MIS
	☐AMBULANCE	☐UNKNOWN	☐SHOTS	☐ASSISTANCE

REMARKS:

RECD. DISP. ARR. COMP.

NUMBER

RECEIVED BY DISPATCHER

UNIT ASSIGN

ACTION TAKEN:
- ☐TRAF. ACC. RPT.
- ☐REPORT
- ☐CIVIL
- ☐ARREST
- ☐GOA
- ☐TRAF. VIOLATION
- ☐UNFOUNDED
- ☐RESTORED PEACE
- ☐ADVISED

OTHER:

PERSONS

NO. 1	SEX	DESCENT	AGE	HGT.	WGT.	HAIR	EYES	
	COMP	GLASSES	CLOTHING					
NO 2	SEX	DESCENT	AGE	HGT.	WGT.	HAIR	EYES	
	COMP	GLASSES	CLOTHING					

DIRECTION OF FLIGHT
ON

VEHICLE

MAKE	MODEL	YEAR
BODY STYLE	COLOR	
LIC. NO	LIC. YR.	
STATE	LIC. TYPE	

OTHER IDENTIFYING INFORMATION

DESCRIPT B'CAST
NOTIFICATIONS MADE

NOTIFICATIONS ☐ AMBULANCE ☐ FIRE DEPT
☐ WRECKER
NAME
TELEPHONE NO BASIS ☐ OWNER'S REQUEST
☐ ROTATION ☐ NEAREST AVAIL
DEPT MEMBERS NOTIFIED TITLE, NAME, TIME
ADDITIONAL INFORMATION
NOTIFIED BY ☐ DISPATCHER

Figure 4-2. Standard Dispatch Card

PATROL TIME AVAILABILITY AND EXPENDITURE BY DAY OF MONTH

DATE	AVAILABLE TIME	CFS	PERSONAL	PATROL	TOTAL
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					
16					
17					
18					
19					
20					
21					
22					
23					
24					
25					
26					
27					
28					
29					
30					
31					
TOTAL					

SHIFT _____ MONTH _____

Figure 4-3. Daily Compilation Form

SUMMARY
Patrol Time Availability & Expenditure
by Category

	Sample Period	Patrol Time Available	CFS	PIA	P&A
SHIFT 1					
	Total				
			%	%	%
SHIFT 2					
	Total				
			%	%	%
SHIFT 3					
	Total				
			%	%	%
All Shifts					
		Total	%	%	%

Final Summary

Shift 1	#			
		%	%	%
Shift 2	#			
		%	%	%
Shift 3	#			
		%	%	%

Figure 4-4. Daily End-of-Shift Compilation Form

AVERAGE TIME BY INCIDENT AND CATEGORY

PART I INCIDENTS	Number	Ave. Time Per Incident	Tot. Ave. Consumed Time
Criminal Homicide			
Forcible Rape			
Robbery			
Aggravated Assault			
Burglary			
Larceny			
Motor Vehicle Theft			
Total			

PART II INCIDENTS			
Other Assaults			
Arson & Bombing			
Forgery & Counterfeiting			
Fraud			
Embezzlement			
Stolen Property			
Vandalism			
Weapons Violations			
Prostitution			
Sex Offenses			
Drug Law Violations			
Gambling			
Offenses Against Family & Children			
D.U.I.			
Violation of Liquor Laws			
Disorderly Conduct			
Other Part II Offenses			
Juvenile Offense			
Violation Local Laws			
Total			

Figure 4-5. Average Time Compilation Form
(Page 1 of 4)

MISCELLANEOUS INCIDENTS	Number	Ave. Time Per Incident	Tot. Ave. Consumed Time
Patrol Field Investigation			
Civil Complaint			
Missing Person			
Missing Property			
General Disturbance			
Family Disturbance			
School Disturbance			
Gang Disturbance			
Noise Complaint			
Annoying Phone Calls			
Suspicious Activity			
Officer Wanted			
Escort Service			
Prisoner Transport			
Citizen Assist			
Building Check			
Message Delivery			
Animal Complaint			
Assist Municipal Agencies			
Fire Alarm			
Burglar Alarm			
Assist Other Agencies			
Total			

ARRESTS/SAFE KEEPING

FIELD ARREST			
ARREST ON PROCESS			
PROTECTIVE CUSTODY			
TOTAL			

Figure 4-5. Average Time Compilation Form (Page 2 of 4)

TRAFFIC SERVICES	Number	Ave. Time Per Incident	Tot. Ave. Consumed Time
Traffic Complaint			
Motor Vehicle Complaint			
Radar Assignment			
Abandoned Vehicle			
Vehicle Stop (Summons, Citation, Warning)			
Total			

EMERGENCY MEDICAL SERVICES

Ambulance			
Medical/Mental Service			
Reported Death			
Total			

ACCIDENTS

Motor Vehicle Accident			
Fatal			
Personal Injury			
Property Damage			
Fatal & Personal Injury			
Total			

Figure 4-5. Average Time Compilation Form (Page 3 of 4)

ADMINISTRATIVE SERVICES	Number	Ave. Time Per Incident	Tot. Ave. Consumed Time
Intra-Department Service			
Court Appearance			
Service Cruiser			
Meal Break			
Coffee Break			
Report Preparation			
Other			
Total			

ALL CATEGORIES			
PART I INCIDENTS			
PART II INCIDENTS			
ARRESTS/SAFE KEEPING			
TRAFFIC SERVICES			
EMERGENCY MEDICAL SERVICES			
ACCIDENTS			
ADMINISTRATIVE SERVICES			
TOTALS			

Figure 4-5. Average Time Compilation Form (Page 4 of 4)

- a breakdown of juvenile case assignments
- other estimates of juvenile services based on information obtained from internal interviews and surveys, and from outside agencies
- the time available, caseloads, complaint follow-up and contacts made by the juvenile officer or unit

An attempt must be made to define juvenile service matters to determine the potential requirement. These figures must be contrasted with current workload data to point to areas of concern and impact. Any major differences or contradictions that stand-out will probably indicate a program development or remedial need.

The experienced analyst or person assigned to the task of conducting a special operations analysis of juvenile matters needs to be forewarned of four specific issues. First, the necessity to dig for data despite the large amount that is collected by the agency. This is caused by the absence of precedence for a juvenile operations study. Second, the sensitivity that some units or outside agencies may have to releasing certain data. Third, the misleading nature of juvenile arrest and intake statistics. Police procedures and public policy may have had as much impact reducing these figures as the declining size of the juvenile population. If contacts are not reported and formalities are avoided, the department is blind. And fourth, the probability that definitions are inconsistent and that most units and outside agencies either misunderstand their own data or are unaware of what is being collected.

It does not matter how sophisticated the analysis is as long as it is objective. Anything more solid than supposition will be an asset in the process of negotiating organizational improvements and change.

C. Juvenile Matters, Steering Committee

The assessment activities and development of plans will be improved by the appointment of a Juvenile Matters Steering Committee. This may be an independent working group or, preferably, a major working group that is part of a departmentwide organizational development activity. Either way, the steering committee will provide greater credibility to the effort.

Some departments may be cautious, preferring at first to experiment with a few organizational improvements that are specifically juvenile related. So, it is likely that a Juvenile Matters Steering Committee will become the nucleus of any effort.

The selection of representatives to the steering committee is of strategic importance. Patrol, investigation, crime prevention, communications, training and records functions have a potential contribution. A number of outside agencies would add value to the committee in terms of the ultimate contribution to cooptation and cooperation.

The Juvenile Matters Steering Committee should be assigned to complete the following tasks:

1. assess the scope and impact of juvenile law enforcement matters;

2. review the mission, role and output of the present juvenile function or unit;

3. complete a self-assessment of the substantive juvenile issues (Section 4-6); and

4. develop a plan for a departmentwide juvenile program which identifies the remedial needs and improvements that are required.

D. Juvenile Issues Assessment

The President's Commission on Law Enforcement and the Administration of Justice (1967) generated a series of standards setting activities which have continued to the present. A task force to develop standards and goals for Juvenile Justice and Delinquency Prevention was formed in 1975 by the Law Enforcement Assistance Administration. By 1977, a series of working papers had been produced for the task force to provide a comparative analysis of standards which had been proposed by the various organizations interested in juvenile justice.

One set of working papers was entitled "Police-Juvenile Operations". It identified eleven issue areas for police which have been adapted in this manual to a self-assessment format contained in Figure 4-6, and a questionnaire format, contained in Appendix C.

Figure 4-6 presents on nine issues with areas of inquiry and comments regarding the opinions of other standard setting groups. Each comment section contains a summary of the standards developed by the International Juvenile Officer's Association (IJOA) in 1979. The complete set of IJOA standards is included in Appendix D.

The groups refered to in the comments section of the Juvenile Issues Assessment Format include:

- IJOA - International Juvenile Officers' Association (1979)
- IACP - International Association of Chiefs of Police (1971, 1973)
- ABA - American Bar Association (1972)
- President's Commission on Law Enforcement and the Administration of Justice (1965-67)
- National Advisory Commission on Criminal Justice Standards and Goals (1973)

Figure 4-6 Policy: Juvenile Issues Assessment (Page 1 of 9)

Issue	Areas of Inquiry	Commentary
1. Police Roles and Responsibilities	A. What are the roles and responsibilities of the police in juvenile justice and delinquency prevention? B. Does the department have a clear policy regarding its role in juvenile justice and delinquency prevention? (Obtain copy) C. Does it stick to law enforcement only? D. Does it focus primarily on delinquency prevention? E. Does it have a combination of a strong enforcement approach and delinquency prevention? F. What are the problems and needs that the department has in dealing with this issue?	IJOA (1979) standards indicate that the police should be responsive to community needs, functioning in enforcement and prevention equally. IACP (1973) advocates an even handed approach in consultation with the court. Missouri Council on Criminal Justice (MCCJ) (1975) maintains that police can not prevent delinquency, but can contain it. Therefore, they advocate a balanced approach between enforcement and containment. Presidents Commission (1967) advocated a combination of enforcement and prevention with court reserved only for the repeat and serious offender. The Juvenile Justice Standards Project (1973) stated that most police view themselves as diversion and treatment agencies using courts only where punishment is needed. Police should place most emphasis on prevention. August Vollmer and a minority of contemporary chiefs agree.

Figure 4-6 Policy: Juvenile Issues Assessment (Page 2 of 9)

Issue	Areas of Inquiry	Commentary
2. Delinquency Prevention Policy	A. What is the role of the police in the development of juvenile justice and delinquency prevention policy? B. Who sets the police department policy regarding its role in juvenile related enforcement and prevention? C. Who dictates this policy? _____ Police chief or command staff _____ Community groups or leaders _____ Mayor, manager or City Council _____ Local courts _____ State Legislature D. What are the problems and needs that the department has in dealing with this issue?	IJOA (1979) advocates that police policy be developed by the juvenile officer in supervisor of a department in conjunction with input from juvenile agencies. The policy would be developed and approved under the direction of the chief administration of the law enforcement agency. The American Bar Association (ABA) (1972) advises that overall local policy about juvenile justice and delinquency prevention should be set by the chief executive of the jurisdiction with citizen imput. Other groups, IACP (1973), National Advisory Commission on Criminal Justice Standards and Goals (1973) and the President's Commission (1967), recommend that the police chief or sheriff set his/her department's policy. There is a lot of confusion between the police policy and the local juvenile justice and delinquency prevention policy. Police are the first major intake and contact component of a multiple level system. Who sets overall policy? Should police and local government expand on legislative and state mandates? Or should they passively submit?

Figure 4-6 Policy: Juvenile Issues Assessment (Page 3 of 9)

Issue	Areas of Inquiry	Commentary
3. Police cooperation with other agencies	A. What arrangements have been developed to facilitate cooperation between the police and public and private youth agencies and local school systems? B. Does a formal cooperative network exist? C. Does the police department: Take the initiative to set-up and coordinate this cooperative network? _____ Participate merely as a co-sponsor of a cooperative network? _____ Develop relationships solely on an agency-by-agency basis? _____ Stay out of the other agencies business and assist or cooperate only when requested? D. What role does the department play in community organization and service matters? _____ None _____ Crime only _____ Social problems in general _____ Schools, recreation and major events E. Does the department actively make referrals to other agencies in the community? F. What are the problems and needs that the department has in dealing with this issue?	IJOA (1979) encourages the development of local juvenile justice coordinating councils. IJOA also advises that police take the lead in developing school, recreation and other helping service cooperation. IACP (1971-73) suggests that police help establish youth service organizations and sit on their boards. The President's Commission (1967) recommended that police make full use of the youth service bureau for central diagnostics and coordination. The Missouri Council on Criminal Justice (1975) and the National Advisory Commission on Criminal Justice Standards and Goals (1973) recommended that police cooperate actively with community agencies. The Juvenile Justice Standards Project (1973) and the ABA (1972) made stronger statements. They say that police should ensure that adequate services are available in the community for referral. They suggest that police agencies develop joint policies and written agreements. Police management literature supports an active role for law enforcement in developing community referral services, since the police are the intake point for problems.

Figure 4-6 Policy: Juvenile Issues Assessment (Page 4 of 9)

Issue	Areas of Inquiry	Commentary
4. Police Arrest Authority	A. What is the scope of police authority to detain and arrest juveniles? B. Police authority to take juveniles into custody is clearly delineated by: _____ Department policy _____ State law _____ Court order Police authority to arrest juveniles for crimes is clearly delineated by: _____ Department policy _____ State law _____ Court order C. Does the department have the authority to determine for itself when arrests of juveniles may be made for violations of Federal, state or local statutes and ordinances? D. What are the problems and needs that the department has in dealing with this issue?	IJOA (1979) recommends that procedural differences be established for custody of juveniles, based on severity of the offense and numbers of prior contacts. Most of the other organizations agree that custody is important in some arrests for criminal charges as long as parent notification, constitutional rights and separation from adults is guaranteed. All organizations draw definite lines between custody of criminal offenders and custody in endangered child or Families in Need of Service cases. There remains considerable confusion between arrest, custody and release on arrest issues. This confusion has tended to suppress police arrest activity, which serves to make police juvenile contact worse. Police literature shows that stepped-up contact, citation and arrest activity improves interactions and need not be concerned with physical custody, in most cases. The formality of contact (F.I. cards, etc.) provides more positive leverage for field officers because of the likelihood of follow-up.

Figure 4-6 Policy: Juvenile Issues Assessment (Page 5 of 9)

Issue	Area of Inquiry	Commentary
5. Police Authority to Protect Juveniles	A. What is the scope of police authority in the protection of juveniles? B. Are there clear policies or statutes which delineate the police authority to: Take a child into custody who is dependent, neglected, exploited, or abused? _____ Remove an endangered child from the home on an emergency basis? _____ C. What are the problems and needs that the department has in dealing with this issue?	IJOA (1979) recommends that police should have clear statutory authority to protect juveniles, by either removal from dangerous situations or from the home. All organizations agree that removal from the home should be limited to situations where other alternatives have failed. The significant points here are: • everyone agrees that police should remove juveniles from dangerous situations outside of the home, which by necessity must include transportation; • removal from the home, however, must be as a last resort.

Figure 4-6 Policy: Juvenile Issues Assessment (Page 6 of 9)

Issue	Areas of Inquiry	Commentary
6. Applicability of the Laws of Arrest	A. Is the law of arrest equally applicable to juveniles who commit criminal acts? B. Are there procedural differences which affect the handling of arrests and post-arrest investigations and disposition? C. What are the problems and needs that the department has in dealing with this issue?	IJOA (1979) recommends that the only procedural differences should be in parent notification and in alternatives to physical arrest and charging. The use of citations and summons is emphasized strongly. Most standards groups agree. In practice, many jurisdictions are hamstrung by limitations on release and do not take advantage of citations or summons. This has a tendency to lower arrest rates and formal follow-up on police contacts. These jurisdictions exercise fewer options in arrest procedures for juveniles than they do for adults. However, a variety of alternatives exist, even where intake procedures are stringent.

Figure 4-6 Policy: Juvenile Issues Assessment (Page 7 of 9)

Issue	Areas of Inquiry	Commentary
7. Police Discretion	A. Has police discretionary decision-making concerning dispositions of juvenile cases been recognized? B. Does the department have a clear policy or legislative mandate which governs the use of discretion? (If yes, indicate which below) _____ clear policy _____ legislative mandate C. If discretion is authorized, who sets the policy? D. Who has the authority to exercise discretion within the department? E. What are the problems and needs that the department has in dealing with this issue?	IJOA (1979) recommends that discretion be structured in conjunction with direct support in training in referral sources. All standards groups, including the ABA, believe strongly in police discretion. Despite uniform support for police use of discretion, it is simply not used, or it is used improperly to avoid formal contact. Many police policy statements unwittingly provide a "backdoor" for field officers in an attempt to control the use of discretion. Discretion is used improperly to avoid formal contact, rather than to initiate a more complex formal procedure which may include, paradoxically, the use of formal discretion. In a broader context, police discretion is being challenged by legalistic groups in family violence cases. This is in contradiction to a growing body of knowledge about crisis intervention.

Figure 4-6 Policy: Juvenile Issues Assessment (Page 8 of 9)

Issue	Areas of Inquiry	Commentary
8. Guidelines for Police Intercession	A. Do guidelines exist for police intercession to provide police services to juveniles? (Obtain copies) _____ B. Procedural differences in juvenile case investigations are clearly delineated by: _____ Department policy _____ Court order _____ Legislative mandate C. Procedural differences in maintenance of juvenile records are clearly delineated by: _____ Department policy _____ Court order _____ Legislative mandate D. Procedural differences in dispositional alternatives for juveniles are clearly delineated by: _____ Department policy _____ Court order _____ Legislative mandate E. Procedural differences in custody/release discretion are clearly delineated by: _____ Department policy _____ Court order _____ Legislative mandate F. Are the guidelines used by law enforcement in making decisions regarding juvenile processing reviewed by court and juvenile intake officials? G. Are juvenile intake guidelines reviewed by law enforcement officials? H. What are the problems and needs that the department has in dealing with this issue?	IJOA (1979) standards emphasize the necessity for written guidelines and for procedural differences in noncriminal cases. IACP (1971-73) recommends procedural differences in conducting background investigations, in handling after custody and in diversion. The President's Commission (1967) recommends procedural differences only in taking a juvenile into custody. All 50 states specify some procedural differences, after custody, by statute. The U.S. Supreme Court in McKiever versus Pennsylvania, 1971, ruled that court requirements regarding criminal prosecution do not have to be extended to juveniles. There is a lot of confusion regarding procedures. Statutes, court orders and case law tend to proscribe certain procedures. Police policy statements do not generally take up the slack or fill in the holes by prescribing procedures. Police policies tend to be issue oriented, instead of comprehensive. A complete understanding of procedures is limited usually to the juvenile officer.

Figure 4-6 Policy: Juvenile Issues Assessment (Page 9 of 9)

Issue	Areas of Inquiry	Commentary
9. Organization of Police Juvenile Operations	A. How do the police manage the administration and management of juvenile justice and delinquency prevention services? B. Does the department have a clear policy for who (or which unit) is responsible for handling juvenile law enforcement matters? C. Is the juvenile officer or unit: Primarily responsible for the handling of all juvenile services? _____ Primarily responsible for assuring that juvenile services are handled properly by other units? _____ D. What are the problems and needs that the department has in dealing with this issue?	IJOA (1979) recommends that all law enforcement agencies assign a juvenile specialty. Organizations of more than 25 sworn officers should have one fulltime juvenile investigator. IJOA standards emphasize the need to place a high priority on the staffing of juvenile bureaus to provide a range of services and to build internal linkages for the smooth transfer of cases. ABA (1972 supports the need for special skills. National Advisory Commission on C.J. Standards and Goals (1973) recommended that departments of 15 or more officers have one fulltime juvenile investigator and departments with over 75 officers maintain a full juvenile unit. IACP (1971-73) added recommendations to include: • departments should assign a juvenile officer to each tour of duty; • juvenile units should be upgraded in status to give equal visibility to patrol and investigations; • juvenile officers should be specially selected and receive pre-service training.

- Missouri Council on Criminal Justice (1975)

- The Juvenile Justice Standards Project (1973)

The IJOA standards (Appendix D) reflect the most outstanding features of the earlier standards group reports. It is interesting to note that the IJOA standards agree with the POLICY concept completely. The specific points of uniformity are:

- the need for a planning, evaluation and program management function for juvenile law enforcement matters (IJOA - II and IX)

- the active role of patrol in field contacts and formal surveillance (IJOA-V-C)

- the need for community networks (IJOA - VI)

- the emphasis on improved patrol procedures and methods (IJOA-II, IV, V, VIII, IX and X)

E. Program Development

1. Developing a Strategy and Plan

The Juvenile Matters Steering Committee will have to select a strategy for implementing a departmentwide juvenile program. This strategy will depend on a number of factors, including the extent of management commitment, the leadership of the juvenile officer or unit and the existing programs of the agency. The approach may be a straightforward organizational development effort with POLICY as its prime motivation. It may have to be a 'back door" approach because of the existence of real or perceived obstacles.

There are some careful considerations which guide the strategy development. These include: the credibility of the person or group who is introducing the department to POLICY; the selective use of cooptation as a means overcoming resistance; the need for a program model and complete documentation of steps; and the reassurance that there is something in it for everyone

The plan of action should include coverage of the following tasks and products:

- a juvenile matters mission statement for the department

- a set of goals and objectives for the department and for the juvenile officer or unit

- a multi-year plan for reaching all goals and objectives

- a new set of policies and procedures which implement the expanded juvenile program

- a companion set of unit level S.O.P.'s or operating guidelines (e.g. patrol, investigations, special units, communication, records, etc)

- a plan and task chart for each organizational improvement

- a training needs analysis and plan

- a model performance reporting system for juvenile law enforcement matters for the whole department

2. Program Development Issues

Program planners will encounter may situations that will require skillful negotiation. Tempers may occassionally flare and everyone may not get their way. This should be anticipated in any human endeavor.

A number of issues require early attention. The first issue concerns the present organization and staffing of the juvenile unit. Are unit personnel credible? Are they willing or capable to proceed with POLICY? Is the unit hiding somewhere on the periphery of the organization, or is it in the mainstream? What changes are needed immediately in responsibilities and in personnel to initiate a POLICY program? How will services be provided on the interim basis?

The second issue relates to career development. POLICY changes the role of the juvenile unit and the juvenile officer. Does the present personnel system allow promotions and incentive for persons who specialize? Do officers have to leave the unit to improve their pay or status? Does the agency have a mandatory rotation policy? Is the personnel performance rating system sufficient to help in "weeding out" unit staff who cannot adapt to program management responsibilities? Is there a strategy that provides a fair and equitable means of dealing with employees who have difficulty in making the change?

A final major issue is training. Training is a means of reinforcing organizational change, as well as the basic approach to skills improvement. Is the training officer or unit involved in the strategy planning? Are existing basic and inservice training programs consistent with POLICY concepts? What training resources are available? Does talent exist in other units which may be used in ad hoc remedial training? What role do supervisors and managers plan in the training program of the department? Are they capable of being relied upon to improve the basic skills of their subordinates in POLICY?

The answers to some of these program development issues will influence the final strategy selection and design of the POLICY program.

PRODUCTIVITY ORIENTED JUVENILE
STRATEGIES AND TECHNIQUES

A. Contemporary Police-Juvenile Programs

Police-youth or-juvenile units have sponsored a range of excellent prevention, diversion and public education services. Many law enforcement agencies continue to support Officer Friendly, Police Athletic League, Explorers and summer camp activities. A recent survey of police-juvenile programs reveals that law enforcement agencies are still providing a number of innovative services which include police social workers, joint investigative teams with family services agencies, and gang-oriented prevention projects. However, most of these projects are labor-intensive and extra-curricular in nature. These characteristics limit the scope of services and the likelihood of the project's survival, due to their dependency on the initiative of a few individuals.

Another problem that limits the potential value of special projects is the tendency to pyramid. The projects often are successful on a limited scale, but are incapable of expanding because of the rapid depletion of labor-intensive resources. The one-on-one nature of many special prevention and diversion projects simply cannot meet the requirement for services on a community-wide scale.

Productivity concepts dictate the need to match problems with responses that are appropriate in terms of adequacy. That is, an adequate response is one that matches the scope of the problem, as well as the remedial need. Labor-intensive solutions to police services are rarely the best responses if they represent additional time costs in lieu of an improved use of the existing investment.

The following sections present a range of responses to juvenile law enforcement matters that center on a more productive use of existing resources. These strategies and techniques may be divided into four categories:

- administration and support services,
- patrol,
- investigations, and
- crime prevention.

B. Administration and Support Services

1. Master Name Index (MNI)

Most law enforcement agencies maintain a name-based card or computer index to access records. Names are used to cross-reference case files and reports. It is a common practice for all names on police reports or dispatch cards to be entered into the system. A search of the MNI

provides a history of an individual's involvement with the police as a complainant, victim, witness or offender. (See Appendix E for examples of MNI cards).

Juvenile records are controlled by statute and policy. However, surveys of records' practices reveal that legal and procedural guidelines rarely preclude the maintenance of an MNI for juveniles. Many agencies maintain juvenile contact cards for reference purposes in the formal processing of cases, investigation and in making station adjustments. It is now a common practice to make these records available for the direct support of officers in the field. A check of the number and severity of prior involvements is critical to the proper handling of field interrogations and field adjustments.

Some law enforcement agencies have physically moved the juvenile contact cards to a secure location in central records to facilitate access by communication clerks. Other agencies have prepared lists of multiple juvenile contacts or have developed special computer files. Security and confidentiality concerns may still be protected by limiting both the reasons for and number of persons who can conduct a search. A proper field contact card will usually complete the loop in insuring accountability.

A juvenile MNI is useless to improved handling of juvenile matters unless:

- field officers may receive immediate feedback (similar to want/warrant checks); and
- the MNI is developed as a tool for supporting an expanded role of the field officer in the delivery of juvenile services.

2. Juvenile Crime Analysis

Some form of crime analysis is conducted in nearly every law enforcement agency. Crime analysis functions may be performed on a routine or ad hoc basis by specially assigned police officers, records clerks, crime prevention officers or volunteers. The purpose of crime analysis is to collect and collate information that may be used to increase arrests and case clearances, and to prevent crime and victimization.

Most forms of crime analyses have systemmatically excluded the review of juvenile information due to unwarranted concerns about security and confidentiality. Police agencies are now expanding their analytic support functions to include:

- juvenile M.O. files;
- plotting of juvenile crimes, complaints and victimizations;
- serious habitual juvenile offender files;

- juvenile detention order lists; and
- field contact card files.

Even small agencies will find that their effectiveness and the quality of services will improve through expanded juvenile crime analysis support. This support may be successfully facilitated through volunteer support, by juvenile officers or, ideally, through a regular crime analysis unit.

3. Teleservice

Officers, civilians, clerks and volunteers may conduct telephone follow-up operations. Follow-ups may be conducted to victims and witnesses of low solvable offenses, parents of youths who were field interviewed or cited for traffic violations, school attendance officials (field contact cards), juvenile probation officers (field contacts) and family disturbance complainants.

The promise of a follow-up increases the leverage that a field officer has in contacts. The improved control has a direct, positive bearing on the behavior and attitude of the officer and the youth. Moreover, teleservice has been proven to cut truancy rates, increase case clearances, recover investigator time, improve follow-up on family referrals and provide 100 percent response to all complaints.

4. Referral Management

The proper management of a referral service requires four items:

- a formal commitment to referral as a service;
- a referral network;
- a set of procedures; and
- a referral resources manual.

Referrals may be managed by a unit of volunteers or clerks who are assigned to the communications center. The same group may be assigned directly to the juvenile unit.

A number of law enforcement agencies have tried employing police social workers or counselors to manage a departmentwide referral (program management) system. It is not uncommon for a professional counselor to be placed in the juvenile unit to manage this service through a network agreement. The salary is paid by the social agency which, in turn, accrues the value of having early access to clients in need of assistance.

5. Volunteer Programs

The use of volunteers in policing has met with incredible success. Carefully selected persons are provided the opportunity to channel their extra time into meaningful and interesting services to the community. Volunteers are now contributing thousands of hours each month in the following areas:

- crime analysis;
- juveniles;
- crime prevention;
- teleservice;
- victim/witness;
- organized crime;
- communications; and
- serious habitual offender.

Volunteers may follow-up on juvenile referrals, notify parents or educators of field contacts and conduct phone-backs to complainants on nuisance or juvenile disturbance calls. A cadre of volunteers can be indispensible to a juvenile officer, particularly in smaller police agencies. Volunteers may be scheduled to assist field officers in information checks on processing procedures when the juvenile officer is off-duty.

C. Patrol

1. F.I. Cards and Juvenile Citations

The field interrogation (F.I.) or contact card is used to formalize a contact and collect information used for follow-ups by crime analysts, investigators, teleservice officers, school attendance officials and probation officers.

Juvenile citations are used as an alternative to physical arrest and custody. They usually require a parent contact or appearance at police headquarters or juvenile court intake. The citations are valuable in providing attention to status and minor offenders. A field officer may issue a citation after receiving a check of the juvenile MNI to determine prior contacts.

Follow-up on citations or F.I. cards improves officer morale and increases the effectiveness of referrals and diversion efforts. Complainants are generally pleased to know that follow-up will occur. Finally, the F.I. card, contact card or citation program is the primary vehicle for expanding and improving juvenile services in the field. (See Appendix E for example of F.I. cards).

2. Tactics Based on F.I.

Special units, investigations and patrol are finding that a high volume F.I. program provides the opportunity to identify patterns and profiles of the activities and associations of offenders. Crime analysis is generally limited to the actual reported offense or victim. F.I. is the greatest source of basic criminal intelligence data. F.I. cards will turn-up individuals and locations that are dangerous to juveniles.

F.I. activity may be a tactic itself, in place of being limited solely to data collection. It is a more productive alternative to apprehension or deterrent tactics, especially where these latter approaches are not working.

3. Directed Patrol

Directed patrol (DP) is a preplanned activity that is used to recover patrol time. DP may be used for any bonafide police function or service and should not be construed solely as a tactical function (apprehension oriented). DP may be the following:

- part of a systemmatic response to ongoing problems;
- part of a series of DP's aimed at an ad hoc problem or need;
- used to plan or prepare for a series of other DP's; and
- a single response to a unique problem or service need.

DP for juvenile law enforcement matters may be placed in five categories: 1) positive contact; 2) protection of juveniles; 3) prevention of juvenile crime; 4) enforcement (apprehension, deterrence and case follow-up); and 5) intelligence gathering.

DPs may include bus safety, home follow-up on minor neglect cases, walk-and-talk in school access routes, home child-safety surveys and follow-up on minor juvenile assault and battery cases. Protection oriented DPs may center on adults or locations. Truancy DPs may be used for enforcement objectives or to pickup local runaways (truancy probable cause used to justify stop).

Appendix F contains examples of DP request forms.

D. Investigations

1. Juvenile Program Management

A program management mission for the juvenile unit will increase the productive use of the time available to juvenile officers and investigators. This requires the shifting of all but the most complex cases to the cognizant unit (e.g. burglary, robbery, assault).

The juvenile officer or unit should focus caseload attention on: 1) serious crimes against children, and 2) habitual juvenile offenders. Case review support should be provided in all other areas. Non-caseload time should be devoted to managing the departmentwide response to juvenile service demands.

The juvenile officer or unit should assume that the following functions are carried-out:

- development and implementation of a departmentwide juvenile program;
- analysis of juvenile crimes, intelligence and service need patterns;
- design and implementation of productive techniques to deal with juvenile status and minor offenses;
- development and maintenance of department capabilities to provide referral, prevention and protection services for juveniles; and
- ongoing monitoring and performance reporting of the department's response to juvenile law enforcement matters.

2. Serious Habitual Juvenile Offenders

Enforcement and investigation efforts are now being conducted by law enforcement agencies to identify and prosecute the small percentage of juvenile offenders who are serious habituals. The steps include:

- establishing a data base,
- developing criteria that are acceptable to police, prosecutors and court officials,
- designing procedures for early identification,
- creating a special analysis support function,
- disseminating information, and
- instituting special criminal justice procedures.

E. Crime Prevention

1. School Neighborhood Block Clubs

Block clubs and neighborhood organization efforts are developed commonly on the basis of a specific crime problem, or on housing patterns (e.g. shared alleys, facing houses). Crime analysts have re-examined the relationships between environmental factors, larcenies, and home

burglaries, and have found a strong relationship between school locations and patterns of neighborhood crime. The patterns often include adult type modus operandi (MO) in addition to the truant or youth type MO.

Some earlier crime prevention attempts placed the burden on the school to conduct organization activities. These failed because the school became the focal point, in place of the neighborhood. The successful programs, in terms of longevity and incident reduction, include the school only as a participant, albeit a major one, in the block club organization. The objective is to reintegrate the school and its functions back into the normal life of the neighborhood, particularly where busing has been instituted.

The target neighborhoods are easy to identify. Blinds are closed on windows facing school properties, lawns are unkempt and lifestyles are oriented away from the school and its access route. This environmental reaction is symbolic of a withdrawal of turf or a proprietary concern for the school, or even a park.

The general dispersion of schools provides a potential for strong anchor points for neighborhood cohesiveness and control. Thus, a school-neighborhood emphasis may be the most productive use of limited crime prevention resources.

2. School Feeder Groups

Crime prevention officers and school officials have demonstrated the effectiveness of preparing incoming classes of students for new school environments. Crimes, victimization and fear may be reduced appreciably through special attention to classes which are matriculating from feeder schools. For instance, several junior highs or middle schools may feed a high school. Several elementary schools will be part of the feeder pattern for a junior high or middle school. School rules, access patterns, problem areas and neighborhood issues are part of the content of a school feeder group program.

3. Police School Precincts

Schools and the immediate neighborhoods benefit immensely from allowing local beat officers to freely use certain limited office space for phone calls, report writing and follow-up investigations 24 hours a day. The impact results from the perceived presence of police on an unpredictable basis, especially during off hours. This plan also enables police and students to have positive contact during school hours.

4. School Access Route Programs

Environmental crime prevention specialists have determined that a formal designation of the normally used school pedestrian routes has increased surveillance and safety. By attracting public, neighborhood and parental attention to the "official" access routes, natural surveillance and increased controlling behaviors are observed.

Police surveillance is made easier and deviations from official access routes draws more attention. The planning of access route programs may be done by school officials, police, traffic engineers and community leaders. Police officers may be advised of the schools on-and-off campus rules to aid them in field observations and contacts.

5. School Attendance Programs

A range of techniques may be used by police depending on project objectives. School age children may be stopped during school hours, either in target crime areas or on a general scale. The F.I. cards may be forwarded to the school for follow-up or to the police teleservice unit. Volunteers in the juvenile unit also may help in the calls to parents. Some jurisdictions allow police to bring school age children to attendance centers for processing. Others provide a dedicated clerk at school board headquarters to check student schedules. A phone line is allocated for use by police dispatchers.

Concern about jurisdiction and authority have been resolved through special rulings by the chief judge of the local court system. Other cognizant legal authority may be sought for clarification, although a written memorandum of understanding between the school authority and police will suffice in most states.

6. Incentive Programs

Vandalism to public transportation, schools, local parks and playgrounds has been reduced through incentive programs. Jobs or other financial incentives are offered to school classes, gangs or other youth groups, based on annual repair and replacement costs that have to be budgeted due to vandalism. The investment is considered to be better spent as incentive than for repair or replacement. Public opinion improves with the reduction of graffiti and obvious signs of vandalism.

7. Elderly Park Programs

Most complaints from the elderly concern the activities of children and youths. Many of these complaints are, ultimately, unfounded in police investigations. But, the concern and fear still negatively affect the lifestyles of senior citizens.

Recreation officials and crime prevention officers find that improvements to scheduling and to "critical mass" may alleviate most problems naturally. These methods avoid the "armed-camp" and expensive approach to outdoor programs. The avoidance of schedule conflict with local school hours and competitive scheduling of events that act as "magnets" to attract children and youths to more controlled areas works effectively. A reasonably large number of participants in an elderly program produce a reduction in fear and concern.

F. Summary

The common theme of the strategies and techniques covered in this section is productivity. The approaches aim at obtaining more from existing human and physical resources. All of the stragies require changes to plans and procedures which require a broad commitment to:

- adoptions of departmentwide juvenile programs;
- commitment to program planning and management functions to increase the return on investment of police resources -- productivity; and
- improved communication and cooperative program development with local community agencies and institutions.

CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

Police juvenile programs may be at the lowest point ever in their history. Social policy and cutback management have served to indirectly undermine the emphasis that is placed on juvenile law enforcement matters. A few readers may scoff at this notion and point to specific departments which maintain large juvenile units. Of course, there are some excellent examples in the police field. But, before one begins to count even the few, several sobering questions must be answered.

Does the unit manage or deliver the department's juvenile services? What percent of the department's total service requirement pertains to juvenile matters? What percent of the department's personnel resources are assigned to the juvenile unit? What do the remaining police officers do? Who makes sure that their juvenile contacts are handled well? What proportion of the overall police responsibility for the protection of juveniles and the prevention of juvenile crime is directly influenced by a formal juvenile program? What happens to the rest?

An objective review of these questions may be startling to many law enforcement officials.

The POLICY concept is timely, since it addresses the juvenile problem through improvements to productivity. A department may use POLICY as a reason to improve productivity as a sole objective. It also may use POLICY as a reason to improve productivity and juvenile services as a dual objective. Or it may use POLICY as a means of fulfilling the police responsibility to deal more effectively with what constitutes at least 50 percent of the requirement for police services.

B. Recommendations

This manual contains a discussion of police productivity problems and guidance on how to change and improve programs. The guidelines and approaches that are presented allow considerable flexibility for each department to build competency. There is a balance of state of the art technology with "time-honored", traditional police methods.

The ideas are simple, but their implementation will not be easy. POLICY should not be treated as a fad or a peripheral program, because it attacks fundamental issues in policing. Some people may not agree with it for professional or personal reasons. The following tasks represent the key steps for a department to take in adopting a POLICY program:

- Appoint a Steering Committee to conduct a self-assessment of the police department using the guidelines provided in the manual.
- Establish a formal police policy or program statement which identifies the central role of juvenile law enforcement matters in the workload of the police.

- Conduct an Operations Analysis assessment to clearly delineate the actual breakdown of the police department's workload.

- Assess the current management and performance goals of the police agency to determine if they are consistent with resource allocation.

- Use the available information to define the productivity levels of units in the police agency.

- Conduct a comparative analysis of productivity levels between the department's present calls-for-service (CFS), case screening/assignment approaches and the expanded models presented in the manual.

- Implement the expanded models of CFS management and case assignment.

- Redefine the roles of special units and primary units to meet the criteria of a program managment system.

- Develop a clear set of priorities for the department and the juvenile unit--for the performance monitoring of juvenile law enforcement services.

- Develop a formal response and operational statement for each of the juvenile law enforcement issues.

- Initiate a directed activities program using strategies and tactics that were identified in the manual.

- Implement the ICAP, or similar approach to organizational development (if the self-assessment identifies a need for improvement).

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APPENDIX A
Patrol Task Schedules

Examples are Courtesy of the Following Police Departments:
Kansas City, Missouri
Miami, Florida
Knoxville, Tennessee

DIRECTED PATROL DAILY ASSIGNMENT SHEET

DATE 3/29/78 SECTOR 330 WATCH B

RADIO #	NAME	TIME				HOURS CANCELLED
		CALLS FOR SERVICE		PLANNED UNCOMMITTED HOURS		
331	SOLIRA					
332	WILLIAMS					
333	CALVIN			0100	0600	
334	BEAL			0100	0600	
335	BIDWELL					
339	INLOW					

FORCAST HRS. FOR 4 HR. INCREMENT 5 + 25% D.F. = 6+ HRS. OR ____ CARS ANSWERING CALLS.
FORCAST HRS. FOR 4 HR. INCREMENT 3 + 25% D.F. = 3+ HRS. OR ____ CARS ANSWERING CALLS.

ASSIGNMENTS

RADIO # 333 & 334 AREA, NATURE AND TIMES OF ASSIGNMENTS: 43RD - 47TH, INDIANA JACKSON, CAR & PED CHECKS FOR ROBBERY, BURGLARY & LARCENY SUSPECTS, CODE 23-18

☐ HOURS USED AS PLANNED ☐ HOURS CHANGED TO: ____

RADIO # ____ AREA, NATURE AND TIMES OF ASSIGNMENTS: ____

☐ HOURS USED AS PLANNED ☐ HOURS CHANGED TO: ____

RADIO # ____ AREA, NATURE AND TIMES OF ASSIGNMENTS: ____

FJJ

☐ HOURS USED AS PLANNED ☐ HOURS CHANGED TO: ____

Sgt. J. Leiby
SECTOR SERGEANT

IF MORE THAN ONE ACTIVITY IS TO BE PERFORMED BY EACH OFFICER, INDICATE WITHIN SPACE PROVIDED THE TIMES AND DESCRIPTION OF EACH ACTIVITY.

Form 5262 P.D. (2-77)

(form used in Kansas City, MO, Patrol Emphasis Project)

DIRECTED PATROL DAILY ASSIGNMENT SHEET

(Miami Police Department)

UNIT STATUS CODES

N=NOT AVAILABLE FOR CALLS
E=EMERGENCY OR IN PROGRESS CALLS ONLY
B=AVAILABLE FOR LARGE BACKLOG
P=PLAINCLOTHES
U=UNIFORM

_____ DATE
_____ DAY OF WEEK
_____ PLATOON
_____ SECTOR

TOTAL UNIT HOURS ____ UNIT HOURS AVAILABLE FOR CFS ____

UNIT STATUS CODE	UNIT	OFFICER(S)	DIRECTED PATROL TIME FROM	DIRECTED PATROL TIME TO	LOCATION	PURPOSE	PLAN #	HRS EXPENDED PLAN	HRS EXPENDED ACTUAL

TOTAL DIRECTED PATROL HOURS
PLANNED ____ ACTUAL ____
REVIEWED BY: _____

PREPARED BY: _____
APPROVED BY: _____

KNOXVILLE POLICE DEPARTMENT ---- DAILY ASSIGNMENT SHEET

SECTOR: CENTRAL DATE: 18 May 82 FROM: 1520 TO: 0140

SECTOR CAPTAIN: R. BRADLEY CALL NO: 10

UNIT: A UNIT LT: Lt.J.Kennedy CALL NO.: 11

UNIT SGT.: D. Davis CALL NO.: 20

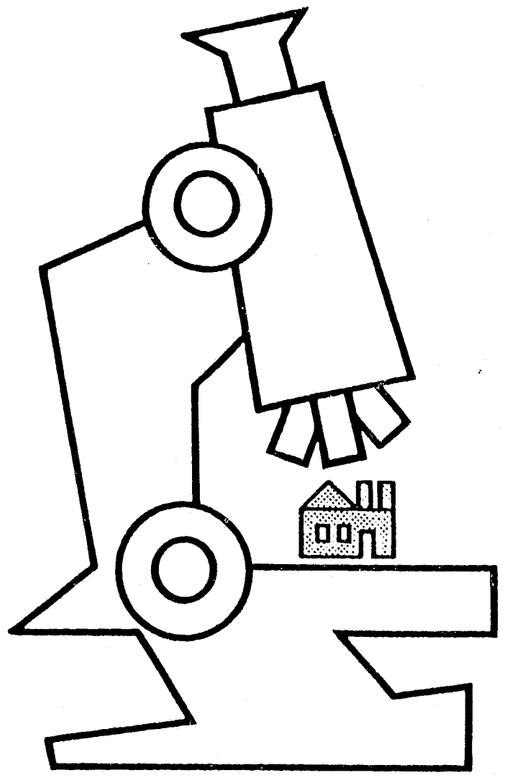
UNIT SGT.: _____ CALL NO.: _____

BEAT	OFFICER	ID NO.	EQUIP. NO.	SPECIAL ASSIGNMENTS
21	D.Derrick	1271		1520-1830 Moving D.P. Western-Henley
22	D.McChargue	1320		Second D.P. Call Up
23	R.Rector J.Clift	1257 *** 1242		Responds To W/Fair Calls Only Moving D.P. W/Fair
24	T.Clowers	1270		1520-1830 Moving D.P. Western-Henley
25				
26				
27				
28				
31	J.Oglesby P.Smiddy	1293 1297		
32				
33	V.Voiles	1061		First D.P. Call Up
34				
35				
36				
37				
38				

SIGNED: LT Tommy Kennedy DATE: 18May 82
UNIT SUPERVISOR

COMMENTS: _____

APPENDIX B
ICAP Self Assessment Format



SELF

ASSESSMENT

4.1.1 Diagnostic Assessment Guide

A simple checklist of diagnostic or self-assessment questions may be developed for discussion purposes. At a minimum, these questions should be geared to an assessment of key department functions and should be framed so as to highlight the major components of the ICAP logic flow -- data collection, analysis, planning, and service delivery. The sample questions that follow are offered as guidance for the assessment process.

4.1.1.1 General

1.1 Has the department managed either Federal or State grants that were aimed at improving departmental operations (i.e., patrol and/or detective activities)?

1.2 Were these programs or portions of these programs institutionalized?

1.3 If certain aspects of previous programs to improve department operations were institutionalized, what were the reasons for institutionalization of the operational capacity in the organization?

1.4 Does the department operate on the basis of clearly established organizational goals and objectives? Are they monitored to determine performance?

1.5 What are the most pressing problems facing the department, both from a short-term and a long-term perspective?

1.6 Does the most recent union contract restrict any management decisions concerning allocation and deployment of resources?

1.7 Has the department promulgated a policies and procedures manual for use in guiding field operations (i.e., crime scene search, collection of evidence)?

1.8 In terms of field operations, what types of decisions are made on a daily/weekly/monthly/annual basis?

4.1.1.2 Data Collection and Processing

2.1 Has the department issued a field reporting manual containing all department field report forms, together with instructions for preparation?

2.2 Are field reports screened for accuracy, completeness, and timeliness?

2.3 Does the design of the department's current reporting form: (a) Facilitate collection of critical information at the preliminary investigation; (b) include a solvability schedule; and (c) provide sufficient information for departmental analysis purposes?

2.4 Are there delays in receipt of field reports caused by field information processing systems (i.e., word processing, call-in reports)?

2.5 Is there a system established for the auditing and tracking of all reports or information related to an incident? Does this system facilitate later retrieval and use of the information?

2.6 How are criminal arrest warrants processed by the department (specifically)?

2.7 Does the current data processing system meet departmental needs in terms of time sharing, programmer and analyst availability, ability to perform studies, turnaround time, cost, ability to store data, etc.?

2.8 What Automated Data Processing capacities does the department anticipate developing?

4.1.1.3 Analysis

3.1 What analysis is currently performed in the department (e.g., crime, incident, intelligence, operations)? For what purposes?

3.2 Have these analysis functions been formalized?

3.3 Are the analysis functions, organizationally and physically, located within an operational division?

3.4 What is the extent to which analysis information directs deployment and allocation decisions? (Examine the frequency with which information is generated and the extent to which the information guides the decisions of the user groups.)

3.5 Does the analysis of crime information assist patrol officers in directing their preventive patrol activities?

4.1.1.4 Service Delivery -- Communications/Calls-for-Service Management

4.1 What techniques does the department utilize to manage CFS (blocking, stacking, prioritizing)?

4.2 What alternatives exist for response to CFS (community service officer, teleserv)?

4.3 Is the communications process, including the communications center, capable of the flexibility required to support varying service delivery demands and priorities (i.e., does it facilitate workload management)?

4.4 Do field commanders, managers, and supervisors use the communications system to assist them in balancing workload and carrying out special assignments or tactics?

4.1.1.5 Service Delivery -- Patrol Operations

5.1 What type of patrol shift is employed?

5.2 Is there equal manning per shift?

5.3 How is the role of the patrol supervisor defined (i.e., define the responsibilities and the limits of his discretion)?

5.4 To what extent does the patrol supervisor use crime analysis data in the deployment of resources?

5.5 What is the role of the patrol officer in preliminary investigation (i.e., crime scene search and interview of witnesses and suspects)?

5.6 What is the extent of the patrol officers' participation in followup investigations (i.e., makes recommendations concerning followups, assists in followups, assumes primary responsibility for routine followups, etc.)?

5.7 What is the patrol officer's role in crime prevention and community relations activities and programs?

CONTINUED

2 OF 3

4.1.1.6 Service Delivery -- Investigations

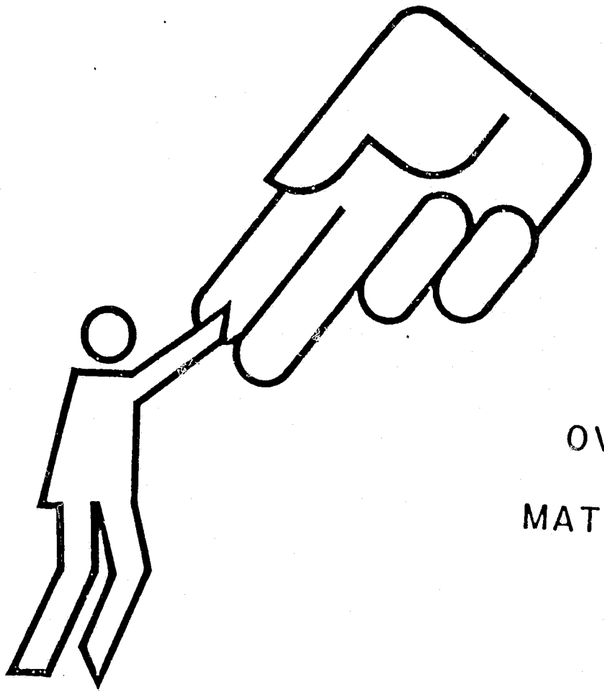
6.1 Does the department have an effective system for the management of criminal investigations (i.e., criteria for case screening, solvability factors, case assignment and monitoring, etc)?

6.2 Does the department have a system for complainant cr victim notification when case investigation is discontinued?

6.3 Has the department established methods to ensure continued investigative support to the prosecutor, particularly for serious and habitual offender cases (e.g., special investigative function, assignment of officers to felony trial teams)?

6.4 Does the prosecutor provide feedback to the department on case investigations and dispositions (i.e., case rejection, reduction of the charges, final disposition, problems in the case investigations, etc.)?

APPENDIX C
Overall Juvenile Matters
Assessment Format



OVERALL JUVENILE

MATTERS ASSESSMENT

JUVENILE MATTERS ASSESSMENT

1. Police Roles and Responsibilities

   A. What are the roles and responsibilities of the police in juvenile justice and delinquency prevention?

   _____

   _____

   _____

   _____

   B. Does the department have a clear policy regarding its role in juvenile justice and delinquency prevention? (Obtain copy)

   _____

   C. Does it stick to law enforcement only?

   _____

   D. Does it focus primarily on delinquency prevention?

   _____

   E. Does it have a combination of a strong enforcement approach and delinquency prevention?

   _____

F. What are the problems and needs that the department has in dealing with this issue?

2. Delinquency Prevention Policy

A. What is the role of the police in the development of juvenile justice and delinquency prevention policy?

B. Who sets the police department's policy regarding its role in juvenile related enforcement and prevention?

C. Who dictates this policy?

_____ Police chief or command staff

_____ Community groups or leaders

_____ Mayor, manager or City Council

_____ Local courts

_____ State Legislature

D. What are the department's problems and needs relative to this issue?

3. Police Cooperation with Other Agencies

A. What arrangements have been developed to facilitate cooperation between the police and public and private youth agencies and local school systems?

B. Does a formal cooperative network exist?

_____

C. Does the police department:

Take the initiative to set-up and coordinate this cooperative network?

_____

Participate merely as a co-sponsor of a cooperative network?

_____

Develop relationships sole on an an agency-by-agency basis?

_____

Stay out of the other agencies business and assist or cooperate only when requested?

_____

D. What role does the department play in community organization and service matters?

_____ None

_____ Crime only

_____ Social problems in general

_____ Schools, recreation and major events

E. Does the department actively make referrals to other agencies in the community?

_____

F. What are the problems and needs that the department has in dealing with this issue?

_____

_____

_____

_____

_____

_____

4. Police Arrest Authority

A. What is the scope of the police authority to detail and arrest juveniles?

_____

_____

_____

_____

_____

B. Police authority to take juveniles into custody is clearly delineated by:

_____ Department policy

_____ State law

_____ Court order

Police authority to arrest juveniles for crimes is clearly delineated by:

_____ Department policy

_____ State law

_____ Court order

C. Does the department have the authority to determine for itself when arrests of juveniles may be made for violations of Federal, state or local statutes and ordinances?

D. What are the problems and needs that the department has in dealing with this issue?

5. Police Authority to Protect Juveniles

A. What is the scope of police authority in the protection of juveniles?

B. Are there clear policies or statutes which delineate the police authority to:

Take a child into custody who is dependent, neglected, exploited, or abused?

Remove an endangered child from the home on an emergency basis?

C. What are the problems and needs that the department has in dealing with this issue?

6. Applicability of the Laws of Arrest

A. Is the law of arrest equally applicable to juveniles who commit criminal acts?

B. Are there procedural differences which affect the handling of arrests and post-arrest investigations and disposition?

C. What are the problems and needs that the department has in dealing with this issue?

7. Police Discretion

A. Has police discretionary decision-making concerning dispositions of juvenile cases been recognized?

B. Does the department have a clear policy or legislative mandate which governs the use of discretion? (If yes, initiate which below)

_____ clear policy

_____ legislative mandate

C. If discretion is authorized, who sets the policy?

D. Who has the authority to exercise discretion within the department?

E. What are the problems and needs that the department has in dealing with this issue?

8. Guidelines for Police Intercession

A. Do guidelines exist for police intercession to provide police services to juveniles? (Obtain copies)

B. Procedural differences in juvenile case investigations are clearly delineated by:

_____ Department policy

_____ Court order

_____ Legislative mandate

Procedural differences in maintenance of juvenile records are clearly delineated by:

_____ Department policy

_____ Court order

_____ Legislative mandate

Procedural differences in dispositional alternatives for juveniles are clearly delineated by:

_____ Department policy

_____ Court order

_____ Legislative mandate

Procedural differences in custody/release discretion are clearly delineated by:

_____ Department policy

_____ Court order

_____ Legislative mandate

C. What are the problems and needs that the department has in dealing with this issue?

9. Legal and Procedural Guidelines for Intercession

A. What legal and procedural requirements exist to insure that the police intercede properly in providing police services to juveniles? (Obtain copies)

B. What are the problems and needs that the department has in dealing with this issue?

10. Court Review of Police Guidelines

A. Are the guidelines used by law enforcement in making decisions regarding juvenile processing reviewed by court and juvenile intake officials?

B. Are juvenile intake guidelines reviewed by law enforcement officials?

C. What are the problems and needs that the department has in dealing with this issue?

11. The Organization of Police-Juvenile Operations

A. How do the police manage the administration and management of juvenile justice and delinquency prevention services?

B. Does the department have a clear policy for who (or which unit) is responsible for handling juvenile law enforcement matters?

C. Is the juvenile officer or unit:

Primarily responsible for the handling of all juvenile services?

Primarily responsible for assuring that juvenile services are handled properly by other units?

D. What are the problems and needs that the department has in dealing with this issue?

APPENDIX D
IJOA Standards for
Police Juvenile Operations

Courtesy of IJOA

Phone: 312 331-4562

ROBERT W. ZEILENGA
Executive Director

INTERNATIONAL JUVENILE OFFICERS' ASSOCIATION, INC.

16220 WAUSAU AVENUE SOUTH HOLLAND, ILLINOIS 60473

November 3, 1979

To: Board Members

From: Patrick G. Looney - Chairman - Standards and Goals Committee

Subject: I.J.O.A. STANDARDS AND GOALS FOR POLICE-JUVENILE OPERATIONS

As Chairman of the Standards and Goals Committee I am happy to present for your review a draft of Standards and Goals for consideration by I.J.O.A.

The material that follows is a result of the workshop conducted on this topic at the 23rd Annual Conference held in June of this year. I received replies from ten (10) workshop moderators with appropriate recommendations. (These reports are contained in the rear of this document, beginning with blue paper.)

Please keep in mind that many of the recommendations contained herein are taken from other sources; National Advisory Commission Standards, IJA-ABA Standards, Juvenile Justice Administration (Kobetz and Bosarge) and various State's Standards. When incorporating them into this draft document certain words and phrases were changed and/or deleted, therefore careful examination is essential on your part before any action is taken by this board.

At the conference, each group was asked to address nine (9) specific areas, however, I took it upon myself to include a tenth (10) section entitled, Police-School Liaison. The content of this section was taken from the Missouri Police Juvenile Officer Manual Guide which I thought adequately addressed this topic.

When the board deems it appropriate to publish any of this material I strongly urge that some introductory remarks be included to acknowledge the concern and willingness on part of I.J.O.A. to establish a professional mode of conduct for police involvement with youth.

Lastly, but surely not in any order of significance, the committee wishes to acknowledge the important contribution Frank Manella made to this project. He generated the interest and put forth the effort in laying the foundation for everything we have accomplished to date on a matter that can only serve to enhance the image and credibility of I.J.O.A.

Respectfully,

Patrick G. Looney
Chairman

INTERNATIONAL JUVENILE OFFICERS ASSOCIATION, INC.

STANDARDS AND GOALS PROJECT

1979

TABLE OF CONTENTS

The following are the results of the Standards and Goals workshop conducted on June 27, 1979 at the 23rd Annual Training Conference of the International Juvenile Officers Association.

I. POLICY STANDARD

The police role in juvenile justice and delinquency prevention should be responsive to community needs. The police should function in both an enforcement and prevention capacity, emphasizing neither role at the expense of the other. The police juvenile officer should be first concerned with rehabilitation and/or treatment of the juvenile and when necessary remanding to the courts for sanctioning.

In order to advance this philosophy Police Juvenile Officers shall be vested with the authority by state mandate to use discretionary judgment when working with juveniles. To this extent maximum use of diversionary practices, employing community resources shall be given the highest priority in the best interest of the youth; providing the safety of the community is not endangered.

II. ORGANIZATIONAL STANDARD

1. All police departments should establish a unit or designate an officer specifically trained for work with juveniles. The nature of the allocation must necessarily vary from department to department. As a general rule every police agency having more than 25 sworn officers shall assign, on a full time basis, a juvenile investigator.

   A. In departments where small size, the nature of the community needs, or other considerations do not justify the assignment of even one officer to work with juveniles on a full-time basis, one officer should nevertheless be explicity assigned the principle responsibility for the task, even while he or she might be expected to work in other areas.

   B. Wherever resourses permit even minimal specialization of function, the full-time appointment of a juvenile officer should receive highest priority.

   C. Departments capable of staffing bureaus specializing in work with juveniles should consider the adequate staffing of them as a matter of highest priority.

   D. Organizational linkages shall be established between the juvenile bureau (or the juvenile officer) and other units of the department to enhance the communication and appropriate transfer of cases.

E. A formalized network of connection for the communication of information and the transfer of cases between the juvenile bureau (or juvenile officer) and analogues in adjoining jurisdictions should be established.

2. The juvenile officer or the supervising officer of a juvenile bureau should, in conjunction with the chief administrator of the department and other relevant juvenile justice agencies, formulate policies and training relative to police work with juveniles, implement established policies, and oversee their implementation through-out the department.

A. Juvenile officers should be selected from among officers who have mastered the craft of basic police work, and who have acquired, beyond that, the skill and knowledge their specialization calls for.

B. In departments having juvenile bureaus, the supervising officer should be of sufficiently high rank to convey the importance of both the position and the area of responsibility.

C. The juvenile officer or the supervising officer of a juvenile bureau should have the principle responsibility for the development and maintenance of relations within the department, with other agencies within the juvenile justice process, such as the court, the prosecutor, and intake staff, and with other community youth-serving agencies. He or she should have the principle responsibility for the development and maintenance of relations across jurisdictional boundaries with other departments.

D. The juvenile officer or members of juvenile bureaus should represent the police department in most matters connected with juveniles, vis-a-vis other institutions. In situations where such representation calls for the participation of other officers, juvenile officers should supervise or assist in such representations, depending on circumstances, and they should receive information about all representations that take place without their knowledge at the earliest possible opportunity.

E. Juvenile officers should take charge of all cases that go beyond an initial and informal handling that might have been administered by other officers. When the primary responsibility falls upon other segments of the department, as in the cases involving serious crimes, juvenile officers should participate in investigations and prosecutions.

F. In cases that have gone beoynd the initial and informal treatment accorded to them by other officers, but are judged upon investigation not to require referrals to other institutions, juvenile officers should be responsible for all counseling, guidance, and advice that might be incidentally required to reach a disposition of the case.

3. Since most juvenile cases begin by interventions of the uniformed patrol and a large share of these do not go beyond the initial intervention, standard police practices should be planned and instituted for patrol officers along lines of policies developed by the juvenile officers or the juvenile bureau.

A. As a rule, members of the uniformed patrol should assume full responsibility for the handling of all problems and disurbances subject to on-site abatement. In this capacity, they are to employ the least coercive measures of control and they should avail themselves of the aid of such nonpolice resources as are directly available in the context of the problem or disturbance.

B. While it is in the nature of patrol that all uniformed officers are expected to deal with any problem they encounter at least provisionally, every patrol unit should contain at least one officer to whom the handling of problems involving juveniles will be assigned, to the fullest extent possible. This officer should remain under the administrative control of his or her patrol unit and should function as a formal link between the unit and the juvenile officer or the juvenile bureau.

C. Police should transfer cases in which further work is indicated to juvenile officers. When circumstances make it mandatory that a juvenile be arrested, detained, placed, or referred to an outside institution, the juvenile officer or the juvenile bureau should be notified without delay about the action taken and the reasons for taking it.

4. The principle task of police policy-making concerning juveniles should be to maintain flexible response readiness toward actually existing and emerging service and control needs in the community, and an assurance of maximum possible availability of alternative remedial resources to which problem cases can be referred for further care.

A. The juvenile officer or the supervising officer of the juvenile bureau should formulate policy in close coordination with the community relations officer or the community relations unit of the department.

B. Policy formulation should include recognition of the role uniformed patrol in police work involving juveniles, and orientation of its potential effectiveness to the proper aims of service and control.

C. The juvenile officer or the supervising officer of the juvenile bureau should formulate procedures and set standards for the transfer of cases from the uniformed patrol to the juvenile bureau; set limits for counseling, advice, and guidance provided by the juvenile bureau; and provide guidance for the transfer of cases from the police to other institutions.

D. The basic principle of police policy concerning juveniles should be to rely on least coercive measures of control while maintaining full regard for considerations of legality, equity, and practical effectiveness.

5. Adequate staffing of programs for policing juveniles should be a matter of overriding significance.

A. Officers should be selected and appointed to work with juveniles as patrol officers and as juvenile officers on the basis of demonstrated aptitude and expressed interest.

B. To qualify for appointments as juvenile officers, officers should be fully competent members of the police department.

C. The initial assignment should be on a probationary basis during which the officer's work under supervision and with closely monitored decision making authority.

III. SELECTION STANDARD

1. Police juvenile officers should be assigned by the chief executives utilizing an evaluation process. Juvenile officers should, if possible, be selected from among the departments experienced line officers. At least three years of prior police experience preferably in the area of patrol should be considered as a basic qualification. A screening committee should be established to interview candidates for the position of police juvenile officer and make appropriate recommendations to the department administrators. Members of the committee should include; department commanding officers knowledgeable in the juvenile area, and qualified individuals from the juvenile justice system and public and private youth service agencies.

2. Police chief executives should allow qualified officers to pursue careers as police juvenile specialists, with the same opportunities for promotion and advancement as are available to other officers in the department. Police

departments also should provide juvenile officers with salary increases that are comensurate with their duties and responsibilities to insure that all members of the department recognize that these officers comprise a valuable component of the police organization.

3. In the selection of patrol officers to work with juveniles, and of juvenile officers, first consideration should be given to otherwise eligible officers who share the racial, ethnic, and social background of the juveniles with whom they will work.

4. In establishing minimum criteria for assignment to such positions candidates should also possess the following qualifications; sincere desire to work with juveniles in a positive manner, basic understanding of human behavior, formal education, (generally a college degree in the social or behavioral sciences), ability to communicate, basic investigative skills, including interrogation, interviewing, report writing and an ability to make effective court-room presentations.

5. The practice of appointing responsible and interested young people to function in the role of paraprofessional aids in police work with juveniles should be encouraged.

IV. TRAINING STANDARD

A. State law enforcement training commissions should establish statewide standards governing the amount and type of training in juvenile matters given to police recruits and to preservice and inservice juvenile officers. Training programs should include the following elements:

1. All police recruits should receive at least 40 hours of mandatory training in juvenile matters;

2. Every police department and/or State or regional police training academy should train all officers and administrators in personal and family crisis intervention techniques and ethnic, cultural, and minority relations;

3. All officers selected for assignment to juvenile units should receive at least 80 hours of training in juvenile matters either before beginning their assignment or within a 1-year period;

4. All police juvenile officers should be required to participate in at least one 40 hour inservice training program each year, either within the department or at regional, State and/or national schools and work shops;

5. Where feasible, cities should exchange police juvenile officers for brief periods of time so those officers can observe procedures in other jurisdictions; and

6. Community, regional, or State juvenile justice agencies should periodically conduct interdisciplinary inservice training programs for system personnel, and police juvenile officers should actively participate in such programs. Community juvenile justice agencies also should exchange personnel on an interdisciplinary basis for brief periods of time, to enable such personnel to familiarize themselves with the operational procedures of other agencies.

V. JUVENILE PROCEDURES STANDARDS

A. Discretionary Latitude

1. Police agencies should formulate administrative policies structuring the discretion of and providing guidance to individual officers in the handling of juvenile problems, particularly those that do not involve serious criminal matters.

2. Police training programs should give high priority, in both basic police and in-service training, to available and desirable alternatives for handling juvenile problems.

3. Police administrators should work collaboratively with both public and private agencies in ensuring that adequate community services are available to intervene in police dispositions of juvenile cases.

B. Taking Into Custody

1. There should be some procedural differences in police agency operations when handling juveniles. These differencies should be based upon sound legal, social and constitutional principles.

2. Police criteria for taking a juvenile into custody should emphasize the severity of the act and frequency of police contact.

(a) Severity of the alleged act -- usually juveniles who commit rape, arson, an offense with a gun or dangerous weapon, serious assault, and other acts clearly indicating an indifference to the physical well being of others which would be felonies if committed by adults, may be in need of physical custody.

(b) Frequency of police contact -- A specific number of police contacts, and the quality of each, can be used as determinant factors to invok physical custody.

3. To the maximum extent possible the police must take immediate steps to notify the juvenile's parents or guardians; and immediately notify the juvenile in the presence of his parent or guardian of his constitutional rights, specifically the Miranda warnings, and shall refrain from any action that would abridge or deny these rights.

4. The police should not detain juveniles in facilities which are utilized to detain adults. Designated areas for interviewing juveniles within police facilities should be mandated state statue. Such facilities should be inspected and approved by the Juvenile Court, the Department of Social Welfare or another appropriate type agency.

C. Dispositional Alternatives

1. To respect family autonomy and minimize coercive State intervention, law enforcement officers dealing with juveniles should be authorized and encouraged to use the least coercive among reasonable alternatives, consistent with preserving public safety, order, and individual liberty.

2. The police department should direct its efforts to help create an environment in the community that will serve to prevent crime and delinquency. The prevention program should include the following elements:

(a) The Patrol Division should conduct a roving surveillance designed to prevent juvenile delinquency, frequently checking places where juveniles may become involved in delinquent acts and easily become victims of crimes. Patrol personnel should maintain continuous conspicuous operations in such areas;

(b) For minor law violations, police patrol officers should be required to complete contact cards after each incident in which a full report is not submitted. The parents or guardians of the juvenile should be notified that a contact card has been filed and should be given an opportunity to question and discuss the information contained in the report;

(c) The importance of maintaining positive, open communication with juveniles should be stressed to all officers.

3. The duties and responsibilities of patrol officers should include:

   (a) Taking appropriate action when observing delinquent acts in progress; responding to all dispatches and appropriately processing all requests for service in juvenile matters; and completely investigating all cases. These duties include preserving evidence and, when warranted, taking juveniles into custody, except in those cases that require the attention of specialists;

   (b) Responding to family disturbance calls in an expeditious and safe manner and, where necessary taking appropriate action in accordance with state mandates and accepted police practice for Police Intercession for the Protection of Endangered Children.

   (c) Securing emergency medical treatment, according to procedures established by specific legislative directives, for children needing immediate attention, and immediately reporting cases of Endangered (Neglected or Abused) Children to the appropriate State agency;

   (d) Keeping order on streets and highways, enforcing all moving traffic violations involving children and investigating traffic accidents, unless instructed to do otherwise by traffic division investigators;

   (e) Providing for the safety of children attending school by surveilling for persons who loiter on or near school property, and intervening immediately when observing potential or inprogress criminal or delinquent activities or dangerous situations on or near school property; and

   (f) Apprehending and protecting juveniles from homes of Families With Service Needs when requested to do so by police juvenile officers.

4. Police should have clear statutory authority to intercede and provide necessary protection for children whose health or safety is endangered. Statutes should specify the following:

   (a) When a child is endangered in an environment other than the home, police should remove the child from danger and make maximum possible efforts to return him or her to the home;

   (b) When a child is endangered in the home, police should make maximum possible efforts to protect the child without resorting to removal from the home;

   (c) When the child is endangered in the home and removal is necessary to prevent bodily injury, police should be authorized to remove the child.

5. Police departments should make maximum effective use of State statutes permitting police agencies to issue a written citation and summons to appear at intake in lieu of taking a juvenile into custody. A copy of each citation and summons should also be forwarded to the juvenile's parents or guardians.

6. When taking a juvenile into custody for an alleged delinquent act, the police should emphasize delinquency prevention and seek alternatives to court referral.

   When it becomes necessary to exercise physical custody the following procedures should be carefully considered in the interest of the child:

   (a) minimize embarrassment to the child and his family;

   (b) if the child is in school, have him brought out, so that a show of force or confrontation with the juvenile is avoided;

   (c) avoid getting the juvenile or his family out of bed in the middle of the night if possible;

   (d) juveniles who are going to be questioned about alleged violations should be approached through their families whenever possible;

   (e) interviews should be conducted in the home of the juvenile with the parents present, if possible, or the police facility designated and approved for questioning juveniles.

   (f) juveniles questioned in police custody shall not be unduly detained unless the reasons therefore are documented on official records maintained by the police agency.

   When the delinquent act is not serious, a record check shows no prior delinquency, and an an informal adjustment is agreeable to the complainant and the youth's parents or guardians, the police juvenile officer should consider a community or station adjustment. This procedure involves settling the matter at the police level, without referral to juvenile court.

Community adjustment should be limited to release and referral. It should not include the impositions of sanctions by the police, nor should the police be permitted to place juveniles on police probation.

If at any stage in community adjustment proceedings, juveniles begin to volunteer information that could lead to a more serious charge on another criminal offense or delinquent act, they and their parents should be advised immediately of the youth's constitutional rights, which should not be abridged or denied in any by the police.

7. Where permitted by law, every police agency should immediately divert from the juvenile justice system any juvenile for whom formal proceedings would be inappropriate or other resources more effective. All such police diversion decisions should be made pursuant to written agency policy that insures fiarness and uniformity of treatment.

   Police chief executives should develop written policies and procedures that allow juveniles to be diverted from formal proceedings in appropriate cases. Such policies and procedures should be prepared in cooperation with other elements of the juvenile justice system.

8. Police referral of alleged delinquents to juvenile intake should be restricted to those cases involving serious delinquent or criminal conduct or repeated law violations of a more than trivial nature.

9. A law enforcement officer acting reasonably and in good faith pursuant to these standards in releasing a juvenile to a person other than a parent or custodian of such juvenile shall be immune from civil or criminal liability for such action.

D. Booking Practices

1. Fingerprints and photographs of juveniles should be taken for investigative purposes only. Juveniles should not be subjected to these procedures unless they are taken into custody for a violation of the law, or the family court has determined there is probable cause to believe that the fingerprints or photographs must be taken to establish the court's jurisdiction.

   Police policies for identifying juveniles should conform to the following guidelines:

   (a) The police should be authorized to fingerprint a juvenile taken into custody in connection with a crime or delinquent act in which fingerprints have been found or may be expected to be found on yet undiscovered evidence. Fingerprints should be taken only for the purpose of verifying or disproving the juveniles personal contact wit objects pertinent to the defense.

   (b) All fingerprints and photographs of juveniles should be filed and coded for restrictive use only. Such fingerprints and photographs shall not be considered a public record and shall be subjected to the same confidentiality afforded police juvenile records.

   (c) Any law enforcement agency securing the fingerprints and photographs of a juvenile shall conform to standards set forth by the State Criminal Justice Service Agencies in regard to the maintenance of a central juvenile identification and history file within the state.

   (d) If after custody and subsequent fingerprinting and photographing a child is not cited or referred to court; or if the child is referred to court and found not to have committed the act(s) charged, that upon an order of the court, all originals and copies of said fingerprints and photographs shall be disposed of according to law.

   (e) Fingerprint and photograph files of juveniles may be inspected by law enforcement officers when necessary for the discharge of their official duties. Other inspection may be authorized by the court in individual cases, upon showing that such inspections are in the public interest.

   (f) Each state should enact laws which require the sealing or destruction of said fingerprint and photograph records when the juvenile reaches a certain age (21 years as a general rule) providing said child has not been charged with a crime since becoming an adult or the child has during his/her juvenile years exhibited a depraved indifference to human life.

2. Each State should enact legislation to require confidential police handling of identifying information about juveniles. With the exception of dangerous fugitives and adjudicated serious felons, law enforcement agencies should not release the names or photographs of juvenile law violators to the news media.

3. Police records on juveniles should be kept separate from the records of adults. They should not be open to inspection nor should their contents be disclosed except by court order. Criminal justice agencies should justify their inspection of the records on a need-to-know basis.

The temporary detention of juveniles by the police should be protective in nature, not punitive. A juvenile should be held in police detention facilities no longer than is necessary for referral to juvenile intake, return to parents or removal to another facility designated for the reception of childred.

The following guidelines are established for police juvenile officers when utilizing detention for juvenile offenders:

(a) Children who are almost certain to commit an offense dangerous to themselves or to the community before court intervention, shall be detained in a secure or restrictive manner.

(b) Children who must be held for another jurisdiction: e.g., parole violators, runaways from an institution to which they have been committed by the Court, or certain material witnesses, shall be detained in a secure or restrictive manner.

(c) Juveniles held in police detention should be under observation at all times.

(d) Under no circumstances should juveniles be held in the same detention facilities with adults.

(e) Notwithstanding the issuance of a personal recognizance release, the police officer may take an accused juvenile to an appropriate facility used for the detention or reception of children if the juvenile would be in immediate danger of serious bodily harm if released, or the juvenile requests such custody.

(f) It is incumbent on Police Juvenile Officers when necessary to make recommendations to juvenile intake as to the detention of those individuals who the officer feels needs to be detained for the safety of the community and/or the juvenile

VI. COMMUNITY LIAISON RELATIONSHIP STANDARDS

A. Police departments should encourage the development of interdisciplinary juvenile justice coordinating councils at the community level (city/county/regional). These councils should work to prevent crime and delinquency by doing the following:

1. Aiding systemwide planning for service delivery to juveniles, while avoiding duplication of those services;

2. Providing for the distribution of local, State, and Federal monies to insure a maximum return;

3. Communicating with State and Federal criminal justice and juvenile justice planners;

4. Eliminating interpersonal conflicts among those in the juvenile justice field;

5. Evaluating programs; and

6. Sharing information on innovative efforts with juvenile justice specialists throughout the Nation.

B. To prevent delinquent behavior and combat juvenile crime, police should cooperate actively with other agencies and organizations, public and private, in order to employ all available resources. Police should also provide initiative and leadership in forming needed youth service organizations in communities where needs exist.

C. Police departments should make full use of the diagnostic and coordinating services of youth service bureaus for the referral of juveniles and, where appropriate, should also take an active role in their organization and policy deliberations.

D. Police should make every effort to develop effective delinquency prevention programs in the schools through collaborative planning with school administrators and student leaders. All junior and senior high schools should seek to implement a school liaison officer program with their local police department, with the specification that the police officer involved be trained and qualified to serve in an educational and counseling role. Police chiefs, school administrators, and student leaders also should develop guidelines for police-school liaison.

E. Police departments should take an active leadership role in developing community recreational programs for juveniles. A supplemental police role should encourage community support of recreational activities with officers volunteering to participate during their off duty hours as other citizens do.

F. There should be maintained at all times an atmosphere of mutual respect and cooperation between the juvenile prosecutor's office and the police.

G. The juvenile prosecutor should provide legal advice to the police concerning police functions and duties in juvenile matters.

H. The juvenile prosecutor should strive to establish an effective line of communication with the police.

I. The juvenile prosecutor should cooperate with the police in providing the services of his or her staff to aid in training the police in the performance of their duties in juvenile matters.

J. An atmosphere of mutual respect and trust should exist among the juvenile prosecutor and intake officers, probation officers, and social workers. He or she should be available to advise them concerning any matters relevant to their functions.

VII. STANDARDS FOR SPECIAL PROBLEM AREAS

A. Runaways

1. If a juvenile is found by a law enforcement officer to be absent from home without the consent of his or her parent or custodian, and it is impracticable to secure the juvenile's return by taking limited custody the juvenile should be taken to a temporary nonsecure residential facility licensed by the State for such purpose.

2. As soon as practicable, the staff of the facility should reasonably attempt to notify the juvenile's parent or custodian of his or her whereabouts, physical and emotional condition, and the circumstances surrounding his or her placement, unless there are compelling circumstances why the parent or custodian should not be notified.

The police shall be vested with the authority to retain and place in a secure or restrictive facility, designated by the state for reception of children those youth deemed to be Habitual Status Offenders. Concurrent with this authority is the responsibility of the police to make immediate notification of such action to the public child caring agency or juvenile court intake unit.

B. Emergency Service for Juveniles in Crisis

1. When any juvenile, as a result of mental or emotional disorder, or intoxication by alcohol or other drug, is suicidal, seriously assualtive or seriously destructive toward others, or otherwise similarly evidences an immediate need for emergency psychiatric or medical evaluation and possible care, any law enforcement officer, member of the attending staff of an evaluation psychiatric or medical facility designated by the county (state, City, etc.) or other professional person designated by the county (state, city, etc.) may upon reasonable cause take,

or cause to be taken, such juvenile into emergency custody and take him or her to a psychiatric or medical facility designated by the county (state, city, etc.) and approved by the state department of health (or other appropriate agency) as a facility for emergency evaluation and emergency treatment.

2. As soon as practicable after taking a juvenile not known to be emancipated into emergency custody under this Part, the officer, member of the attending staff, or other authorized professional person should notify the juveniles parent or custodian of the fact of the juveniles custody, physical and emotional condition, and the location of the facility for emergency evaluation and treatment to which the juvenile is to be or has been taken.

3. Such facility should require an application in writing stating the circumstances under which the juveniles condition was called to the attention of the officer, member of the attending staff or other authorized professional person, and stating why that person believes as a matter of personal observation that the juvenile is suicidal, seriously assaultive or seriously destructive toward others, or otherwise similarly evidences an immediate need for emergency psychiatric or medical evaluation and possible care.

VIII. STANDARDS FOR POLICE DIVERSION PROGRAMS

Juvenile justice practitioners at all levels of the system are in agreement that it is unnecessary for the police to bring to the court's attention every juvenile who is taken into police custody. Furthermore it has been strongly recommended that departments increase the use of community referrals with the recognition that such procedures are valid aspects of the police function.

In reference to the type of law enforcement disposition to be employed, the National Advisory Commission in support of law enforcement agencies making referrals out of the justice system states:

"The police should be able to release juveniles outright if the charges are unfounded, otherwise to release them to their parents or refer them to the social agencies and formal programs outside the juvenile justice system."

Any reluctance on part of police agencies to employ diversionary practices usually is associated with lack of, or non-existence of, statutory authority to terminate juvenile cases with other than referral to juvenile court intake. To insure proper police disposition of these cases whereby alternatives to the formal juvenile justice process are adequately utilized, states should enact legislature which clearly recognizes and supports this doctrine.

Thus, in the decision to determine the appropriate dispositional action by law enforcement, the following criteria should be considered when utilizing non-court community resources:

(a) The seriousness of the alleged offense;

(b) The nature and number of police contacts that the juvenile has had and the results of those contacts;

(c) The availability of appropriate community services realizing the needs of juveniles differ substantially.

(d) The juvenile's attitude is one of accepting and cooperating with an agency to which he is referred.

(e) Juveniles with personality problems whose offenses are not accompanied by the requisite criminal intent.

(f) Juveniles whose parents acknowledge an awareness of the youth's problems and are willing to cooperate with the police in exerting control over the youngster.

(g) The family environment is such as to indicate to the officer that the parents have the ability to exert control over the child and deliver him to court when expected.

(h) Protection of the complainant victim to have no further offenses perpetrated by the juvenile against him.

IX. PLANNING AND EVALUATION

1. All police departments shall establish a planning function and staff it with personnel who can help the department plan for the administration and management of police delinquency prevention and control services. Continuous planning shall be carried on in order to cope effectively with tactical and strategic problems involving juveniles.

2. Periodic evaluations and assessments of police juvenile operations shall be performed to insure that those operations are accomplishing their goals, objectives, and stated missions.

   Evaluation of police juvenile operations should consist of the following steps and questions:

   (a) Quantify program goals and objectives in terms of measurable levels of achievement.

   (b) Do the quantified program goals and objectives contribute to the department's overall program goals? Use statistics, studies, reports and other data to indicate the relationship.

   (c) Develop evaluation measures for each project and for total police-juvenile operations in order to measure both efficiency and effectiveness. Measures of efficiency -- how well a program is executed in terms of time, personnel equipment and money spent.

   Measures of effectiveness -- how well programs have impacted on target objectives.

   (d) Identify the data needed to perform the evaluation.

   (e) Determine the analytical methods used for evaluation and establish management procedures to execute the analysis.

X. POLICE-SCHOOL LIAISON

Police cannot effectively control and prevent crime and delinquency without community support and assistance. Citizen assistance may be on an individual basis, as members of churches, social clubs, fraternal organizations, civic associations or as staff of other community agencies working with youth. Consequently, police agencies must be cognizant of all community resources and accepting of such assistance. One primary community agency, exclusive of the juvenile justice system, that offers the greatest potential assistance in helping youth is the community's schools.

The power and authority of law enforcement officers extends to any place in the state, including school property. However, the relationship between schools and police officials is sometimes trying because of a lack of understanding as to each other's authority and responsibility. Schools and police personnel with their mutual concerns for youth and in discharging their respective responsibilities which include education of youth and the control and protection of children, have need for interagency cooperation and communication. To promote this relationship and assure good practices, it is recommended that these agencies develop inter-agency written working-relationship guidelines.

1. Development of Police-School Guidelines.

   (a) The law enforcement agency administrator or his designate should initially contact the school administrators to establish guidelines for interagency communication.

   (b) Guidelines should be developed by joint participation of police and school administrators with School Board concurrence.

   (c) Guidelines should take into account existing State Statutes, ordinances, and local conditions and mutual problems.

(d) Guidelines should be reduced to writing and made available to police and school personnel.

(e) Procedures should be periodically reviewed and modified as necessary.

2. Police Conduct in the School Setting

Police officers are generally called to schools to assist school officials, rather than coming of their own initiative. However, their authority to enter school property is in no way conditioned upon their being summoned. On the other hand, the police officer must be sensitive to the school officials responsibilities. There should be a concerted effort to develop and maintain a cooperative atmosphere. Generally this will be easier when the same officer(s) make contacts in any given school and where certain guidelines are agreed upon by both the school district and local police agencies.

(a) Police officers have a professional responsibility to conduct themselves in a courteous, purposeful, and cooperative manner.

(b) Disagreements should be arbitrated privately between involved police and school staff; failures to reach a mutually satisfactory course of action should be resolved by referral to appropriate superiors.

(c) Police should not take advantage of the school's "captive audience" for routine police investigations. The school's primary purpose is to educate and interviews by police and others are disruptive to the school.

3. Contact With Children

(a) Police contacts at schools should be purposeful and limited to special situations or areas previously agreed upon by administrators of both professions.

(b) Police should contact a school prior to personally requesting information, interviewing children or taking a child into custody.

(c) A police administrator should designate an officer(s) who will have the responsibility to make school contacts under normal situations.

(d) The police administrator should notify the school of all officers assigned the responsibility of contacting schools.

(e) A police officer on arrival at a school should contact the school administrator or his designate, stating the purpose of his presence.

(f) Care should be exercised to keep at a minimum the number of officers contacting the school.

(g) Where appropriate, such as in large departments, police officers contacting schools should wear plain clothes and drive unmarked cars, with the following exceptions:

-when in "CLOSE PURSUIT"
-requested to do so by school administrator(s) or teacher(s
-when an officer has observed something, on or near school grounds, that may require immediate attention by school authorities

COMMENT:

This is not to suggest that a uniformed officer is "persona non grata" in the schools. There are many positive situations when an officer can visit the school in uniform. Bicycle and traffic safety talks, officer friendly type programs, talks to various classes at the request of individual teachers, etc. However, when an officer visits a school for the purpose of interviewing or taking a student into custody, it can and does have a disruptive affect. This is not to defend the student involved in a criminal or delinquent act, although some consideration should be given to stigmatizing children who may have been falsely or erroneously accused. On the other hand, we do not want to give a student certain "status" by having the police "put the arm" on him in school. One of the most common complaints by classroom teachers is the disruption that occurs when students know the police are in the school and do not know why. This makes it difficult for the teacher to continue with the lesson at hand. Therefore, when a uniformed officer enters a school unannounced, discreetness is suggested. If there is a police liaison officer assigned to the school, contact him and ask for his assistance.

4. Interviewing and Interrogation

(a) Interviews with children should not be conducted at schools if they can be avoided.

(b) When a visit to a school is necessary, the Police Juvenile Officer should first contact the school by telephone.

- the building principal (This is to ascertain that that the student in question is in school)

- assure that the parent(s) or guardian(s) of the student are contacted.

- whenever possible, (the seriousness of the investigation and local police flexibility will determine this) attempt to make the visit when it will not disrupt normal schedules.

(c) Interviews should be held in a room secured from casual visitors or curious students.

(d) A school official, counselor or parent should be present during the interview, if requested by the student being interviewed.

(e) The officer should follow the rules of good interviewing and accept, respect, and inform the child of his legal rights when necessary.

(f) The child's rights of confidentiality and privacy must be respected.

(g) In all interrogations (accusatory stage), the child and his parents, if present, should be informed of their rights to legal counsel and their rights to refuse to answer questions.

5. Taking A Child Into Custody

(a) Taking a child into custody on school premises should be done only when it is inappropriate to take the child into custody at another time and place.

(b) Police prior to taking a child into custody at a school should notify school authorities in order to alert them and assist them in internal arrangements for such action.

(c) Police have the responsibility to protect the rights of the child and of notifying parents, legal custodians or guardians, that the child has been taken into custody as soon as possible.

APPENDIX E
MNI, FI, and Juvenile Citation Cards

Check off style FI card courtesy of Portsmouth, Virginia Police Department

Juvenile citation card courtesy of Knoxville, Tennessee Police Department

MASTER NAME INDEX (MNI)

NAME AND ADDRESS	INCIDENT OR ARREST NO.
TYPE OF INCIDENT	IF ARREST, CHARGE:
LOCATION	
PROPERTY	

1. Single Entry-Type Index Card

NAME AND ADDRESS			DEPARTMENT NO.
DATE	TYPE OF INCIDENT	LOCATION	INCIDENT OR ARREST NO.

2. Dossier-Type Index Card

FIELD INTERVIEW REPORT

1 LOCATION:							2. DATE		3. TIME
4. NAME: (LAST NAME FIRST)							5. NICKNAME		6. R.D.
7. ADDRESS:								8. PHONE	
9. SEX	DESCENT	AGE	HEIGHT	WEIGHT	BUILD	COMPLEXION			
10. DOB / POB			HAIR	EYES	MARKS OR SCARS				
11. SOCIAL SECURITY NO. / /			12. DRIVERS LICENSE NO.		STATE	TYPE			
13. CLOTHING WORN					14. DRIV.(X)	PASS.(X)	PED.(X)		
15. MAKE OF CAR	MODEL	BODY STYLE	YR.	COLORS	YR.STATE-LIC.				
OTHER IDENTIFYING MARKS (VEHICLE)									
OCCUPATION AND EMPLOYER (NAME & ADDRESS) OR SCHOOL ATTENDING AND GRADE									

(front)

17. ASSOCIATES WITH SUBJECT
18. REASON FOR INTERROGATION
19. DISPOSITION
20. OFFICER(S) REPORTING 21. ARRESTED (CHARGE):

(rear)

☐ Burglary
☐ H & R
☐ Larceny
☐ Youth
☐ SIB
☐

(FOR OFFICE USE ONLY)

FIELD INTERVIEW/OBSERVATION NOTICE

(OFFICE USE ONLY)
C.T.

NAME (LAST) (FIRST) (MIDDLE) | ALIASES/STREET NAME

ADDRESS (No.) | STREET | TYPE | CITY | STATE

DOB / / | SOCIAL SECURITY NUMBER / / | Area Code PHONE ( ) | TYPE OF IDENTIFICATION ☐ Military ☐ Driver's License ☐ Other ☐ None

SEX M F | RACE | WEIGHT | HEIGHT Ft. in. | BUSINESS NAME AND ADDRESS OR SCHOOL | OCCUPATION

07 R. L. Handed
☐ Right
☐ Left
☐ Unknown

02 Hair Color
☐ Black
☐ Brown
☐ Blond
☐ Red
☐ Gray
☐ White
☐ Tinted

03 Hair Length
☐ Long
☐ Medium
☐ Short
☐ Bald
☐ Unknown
☐ Other

04 Hair Style
☐ Afro
☐ Plaited
☐ Wavy
☐ Curly
☐ Straight
☐ Unknown

05 Facial Hair
☐ None
☐ Goatee
☐ Mustache
☐ Sideburns
☐ Full Beard
☐ Unshaven
☐ Unknown

08 Glasses
☐ Sunglasses
☐ Prescription
☐ None
☐ Unknown

14 Speech
☐ Profane/Abrasive
☐ Soft/Polite
☐ Apologetic
☐ Accent
☐ Stutter
☐ Deep/Raspy
☐ High
☐ Effeminate
☐ Lisp

19 Stance/Posture
☐ Limp
☐ Pigeon Toed
☐ Bow Legged
☐ Rnd. Shouldered
☐ Other
☐ Unknown

12 *Jewelry
☐ Bracelet
☐ Earring
☐ Ring
☐ Watch
☐ ID Bracelet
☐ Other

*FULL DESCRIPTION OF TATTOOS, SCARS, MARKS, ETC

01 Eye Color
☐ Black
☐ Brown
☐ Blue
☐ Gray
☐ Green
☐ Hazel
☐ Unknown

18 Eyes
☐ Yellow Tint
☐ Crossed
☐ Bulging
☐ Squinting
☐ Blinking
☐ Other
☐ Unknown

06 Complexion
☐ Lt. Brown
☐ Med. Brown
☐ Drk. Brown
☐ Albino
☐ Olive
☐ Yellow
☐ Fair
☐ Med.
☐ Ruddy

10 *Scars-Marks
☐ Head
☐ Neck
☐ Hand
☐ Arm
☐ Torso
☐ Leg
☐ Other

13 Teeth
☐ Nothing Unusual
☐ Gold/Design
☐ Missing
☐ Protruding
☐ Decayed/Dirty
☐ Broken
☐ Other
☐ Unknown

09 *Tattoos
☐ Face/Head
☐ Hand
☐ Arms
☐ Pictures
☐ Name
☐ Initials
☐ Other
☐ Unknown

IF JUVENILE - INDICATE IF:
☐ DRUG RELATED CONTACT
☐ ALCOHOL RELATED CONTAC

LOCATION OF FIRST NOTICE

DATE | TIME | NUMBER | STREET | TYPE | (OFFICE USE ONLY) LID No. | TRN No.

(front of card)

(rear of card)

15 *Head Gear
☐ Ski Mask
☐ Stocking
☐ Baseball Cap
☐ Hard Hat
☐ Knit Hat
☐ Bandana
☐ Towel/Cloth
☐ Wig/Toupe
☐ Other
☐ None

11 Appearance
☐ Neat
☐ Well Dressed
☐ Dirty/Ragged
☐ Uniformed
☐ Mod-Unusual
☐ Other
☐ Unknown

Clothing Worn at time of Interview/Notice

Vehicle Make | Year | Model | (Top) Color / (Body) | Vehicle License | State | Year

Body Type | Unusual Vehicle Characteristics | Check One ☐ Driver ☐ Passenger ☐ Pedestrian

Persons with subject at time of Interview/Notice (Include Race, Sex, Age)

Persons with subject at time of Interview/Notice (Include Race, Sex, Age)

Subject Arrested? ☐ Yes ☐ No

Admitted Adult/Juvenile Record Yes No | Where?

Previous Arrests
☐ Rape/Sex Off.
☐ Robbery
☐ Burglary
☐ Larc. From Auto
☐ Arson
☐ Narcotics
☐ Homicide
☐ Agg. Assau
☐ Gr. Larcen
☐ Auto Theft
☐ Other Felo
☐ Other Misd

Reason for Stop:

KNOXVILLE POLICE DEPARTMENT - JUVENILE CITATION

ATTENTION PARENT	YOU MUST CALL THE YOUTH DIVISION OF THE KNOXVILLE POLICE DEPARTMENT (546-6220) WITHIN 72 HOURS. CALL MON.-FRI. 8:30 AM - 4:30 PM.

NAME (LAST, FIRST, MIDDLE)	SEX	RACE	D.O.B. / /	AGE
ADDRESS	PHONE	SCHOOL		GRADE
VEHICLE (YR. MAKE, MODEL)	LICENSE NO.	SOCIAL SECURITY NO.	DRIVER'S LICENSE NO.	

VIOLATIONS

- ☐ LOITERING DURING SCHOOL HOURS
- ☐ TRESPASSING ON SCHOOL PROPERTY
- ☐ POSSESSION OF ALCOHOLIC BEVERAGES - DRINKING? YES ☐ NO ☐ SPECIFY TYPE AND AMOUNT
- ☐ CREATING DISTRUBANCE (SPECIFY BELOW)
- ☐ CURFEW
- ☐ OTHER – (SPECIFY BELOW)

PARENT'S NAME

DATE / / TIME ☐ AM ☐ PM

LOCATION

COMPANIONS	AGE
1.	
2.	
3.	

REMARKS

OFFICER IDENT NO.

(juvenile citation provided for example only)

APPENDIX F
DP Request Forms and Reports

Examples are courtesy of the following:
Miami, Florida Police Department
Appleton, Wisconsin Police Department
Jacksonville, Florida Sheriff's Office

MIAMI POLICE DEPARTMENT

DIRECTED PATROL REQUEST

Problem # _____

PERSON REQUESTING _____ DATE _____

PATROL INITIATED (SHIFT) _____ OTHER UNIT _____

PROBLEM TYPE _____ PROBLEM DESCRIPTOR _____

_____

_____

PROBLEM AREA _____

PROBLEM TIMES _____

SUGGESTED TACTICS _____

_____

DESIRED RESULTS _____

REQUIRED RESOURCES

_____# OF PERSONNEL _____# ZONE UNIT HOURS

EQUIPMENT _____

APPROVED _____ DISAPPROVED _____ (STATE REASON)

REASON _____

BY _____ DATE _____

ASSIGNED TO:

SHIFT _____ DISTRICT _____ SECTOR _____

FEEDBACK TO: _____

COMMENTS: _____

_____

_____

_____

R.F. #583 (7-83)

MIAMI POLICE DEPARTMENT

DIRECTED PATROL

SUMMARY

Completed	___	Broken	___	Cancelled	___
Ongoing	___	Operational	___	Operational	___
Alleviated	___	Administrative	___	Administrative	___
Repeat	___	CFS DEMAND	___	CFS DEMAND	___
		Weather	___	Weather	___
Zone Hours	___	Other	___	Other	___

ASSIGNMENT

Date_____ Problem #_____

Tactical Leader_____

Sector____ Shift _____ Unit_____

Problem Type_____

Hours_____

Location_____

ACTIVITY

Description	Arrests Type	Results
___ Stake Out	___ Robbery	___ Felony Arrest
___ Hot Lead Follow Up	___ Burglary	___ Misdemeanor Arrest
___ Follow Up Investigation	___ Larceny	___ Traffic Summons
___ Warrant Service	___ Narcotics	___ Parking Citations
___ Traffic Enforcement	___ Prostitution	___ FIVO
___ Community Service	___ DUI	___ Public Contacts
___ Decoy	___ Other	Computer Hits
___ Saturation/Visibility		___ Persons ___ Property
_____ Other		Warrants Arrests
		___ Misdemeanor ___ Felony

INVESTIGATIONS

Case # _____

___ Victim Interview	___ Clearance
___ Witness Interview	___ Arrest ___ ECA ___ NFI
___ Supplement Report	___ Warrants Served
___ Warrants Obtained	___ Arrest ___ Served
___ Arrest ___ Search	___ Refer to CIS
_____ Other	_____ Other

COMMENT

_____

_____

_____

COPY TO: _____ Patrol Initiated _____

☐ Feedback requested Other_____

APPROVING SUPERVISOR_____ Date_____

R.F. #585 (7-83)

DIRECTED PATROL REPORT

1. SECTOR _____ 2. UNIT _____ 3. BEAT(S) _____ 4. D.P. NUMBER _____

5. TYPE OF DIRECTED PATROL:

a. CRIME PREVENTION	___	e. SATURATION	___
b. STATIONARY-HIGH VISIBILITY	___	f. INTELLIGENCE/SURVEILLANCE	___
c. TRAFFIC	___	g. INVESTIGATIVE	___
d. TACTICAL DEPLOYMENT	___		

6. WHO INITIATED D.P.? (Circle) a. OFFICER b. SUPERVISOR c. ADMINISTRATOR d. CRIME ANALYSIS e. CITIZEN COMPLAINT

7. LOCATION OF D.P. _____

_____

8. PROBLEM STATEMENT _____

_____

_____

_____

_____

_____

9. TACTICS _____

_____

_____

_____

_____

_____

10. IS THE D.P. ORIENTATED TOWARD (Circle) ARREST CRIME DETERRANCE PUBLIC RELATIONS OTHER

11. PERSONNEL REQUIREMENTS: MINIMUM ____ MAXIMUM ____

12. EQUIPMENT REQUIREMENTS _____

13. DATE AND TIME OF IMPLEMENTATION _____

14. REQUESTING OFFICER _____ DATE _____ TIME _____

OFFICER

SERGEANT

15. INFORMATION SOURCE: INFORMANT ___ COLLECTIVE KNOWLEDGE ___ OBSERVATION ___ CRIME ANALYSIS ___ OTHER _____

16. D.P. CRITERIA REVIEWED? YES ___ NO ___

17. TACTICAL PLAN APPROVED? YES ___ NO ___ REVISED _____

18. SUPERVISOR _____ DATE _____ TIME _____

19. APPROVED _____ DISAPPROVED _____

LIEUTENANTS

20. OFFICER(S) ASSIGNED _____

_____

21. WERE OFFICER(S) RELIEVED OF C.F.S.? YES ___ NO ___

22. TOTAL MANHOURS EXPENDED _____

23. ARRESTS _____ CITATIONS _____ RELATED TO D.P. PROBLEM STATEMENT:
FELONY _____ MISDEMEANOR _____ TRAFFIC _____

24. TOTAL ARRESTS DURING THIS ASSIGNMENT _____

25. COMMENTS/RESULTS (e.g. CITIZEN CONTACTS, PROGRAMS DELIVERED, ETC.) _____

_____

_____

_____

_____

26. REVIEWING UNIT SUPERVISOR _____

_____

CAPTAIN

27. DID D.P. MEET APPROVAL CRITERIA? YES ___ NO ___

28. SECTOR CAPTAIN _____ DATE _____

29. REVIEWER COMMENTS _____

_____

_____

_____

30. MAP

cc: Operations Chief
Sector Captain

APPLETON POLICE DEPARTMENT
DIRECTED PATROL REQUEST/REPORT

1. Date/time D.P. request submitted _____

2. District _____ Officer initiating _____

3. Type of directed patrol (check one or more)

A. Crime prevention ___ B. Community relations ___
C. Stationary or high visibility ___ D. Surveillance/intelligence gathering ___
E. Investigative ___ F. Traffic ___

4. D.P. Status codes (determined by supervisor, who will advise Comm Center)

___N=Not available for calls ___E=Emergency or in progress calls only
___B=Available for large backlog of calls
___P=Plainclothes ___U=Uniform

5. Location/area of D.P. _____

6. What is the problem? _____

_____

7. How will you solve or address this problem? _____

_____

_____

8. Is the D.P. oriented toward (circle) Arrest Information gathering
Community relations Crime/violation deterrance Other

9. Personnel required: Minimum #___ Maximum #___

10. Equipment required _____

11. Date & time period of implementation _____

12. Source of information for the D.P. Citizen comment/complaint ___
Officer observations ___ Crime Analysis ___

13. Supervisor receiving request _____
Approved ___ Indicate date/time for the D.P. _____
Disapproved ___ Why? _____

_____

14. If D.P. is approved, record results on the back of this form.

RESULTS

1. Total hours expended_____

2. Was D.P. successfull? yes _ no partially___ explain "no or "partially"_____

_____

_____

3. # of felony arrests____ # of misdemeanor arrests (summons)____ # of misdemeanor arrests (confinement/held for bond) # of traffic citations____ # of written warnings/F.I.____ # of parking citations____

3.(a) # of above items that directly related to the D.P. problem statement_____

4. Other comments on the results of the D.P._____

_____

_____

5. Reviewing District supervisor_____

6. Supervisor's comments_____

_____

_____

_____

ZONE _____ DIRECTED PATROL WORKSHEET NO. _____

PROBLEM

1. TYPE OF CRIME: _____
2. LOCATION: _____
3. TIME PERIOD OF PROBLEM: _____
4. DESCRIPTION OF CRIME PROBLEM: _____

_____

_____

_____

5. PROBLEM ANALYSIS BY: _____ DATE: _____

STRATEGY

6. TIME: _____ 7. DAY OF STRATEGY: _____ 8. DATE: _____
9. MANPOWER NEEDED: _____ 10. MANPOWER APPROVED: _____
11. VEHICLES NEEDED: _____
12. EQUIPMENT NEEDED: _____
13. OTHER RESOURCES: _____
14. DESCRIPTION OF STRATEGY: _____

_____

_____

_____

15. EXPECTED RESULTS: _____
16. DETECTIVE (IF INVOLVED): _____
17. TACTICAL LEADER: _____
18. STRATEGY BY: _____ DATE: _____
19. APPROVED BY: _____ DATE: _____

RESULTS

20. AFTER ACTION REPORT: _____

_____

_____

_____

_____

_____

21. SWORN HOURS: _____ RESERVE HOURS: _____ TOTAL MAN HOURS: _____
22. AFTERACTION REPORT BY: _____ DATE: _____

NOTE: If departmental funds were utilized, attach offense report, arrest docket, receipts and any other documentation.

P-891 Rev.4/84

Jacksonville Sheriff's Office

DIRECTED PATROL WORKSHEET INSTRUCTIONS

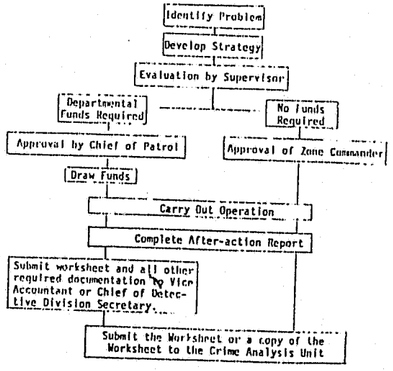
The purpose of this worksheet is to document: (1) the identification and investigation of a problem in sufficient detail to warrant a directed patrol operations; (2) the development of an appropriate strategy; and (3) the results of the deployment.

Instructions for Completing Form P-883

1. Enter type of crime (burglary, robbery, etc.).
2. Enter street, neighborhood or area where crime has occurred.
3. Date (month, day and year) of first occurrance to date of last occurrance.
4. Explain the problem and give results of the investigation to date. Include all known case facts, similarity of cases, suspect descriptions, mode of operation, etc.).
5. Name the individual that identified the problem, and the date identified.
6. State hours directed patrol is to begin and end.
7. Day(s) of week directed patrol is to take place (Friday, Saturday, etc.).
8. Date/date(s) directed patrol is to take place.
9. Estimated manpower needed.
10. Approved manpower (to be filled in by supervisor prior to approval on line 19).
11. Number of and description of vehicles needed. Example: 1 van, 2 cool cars, etc.
12. Number and description of equipment needed such as radios, firearms, etc.
13. Number and type of other resources needed not included above, such as 4 wheel drive posse.
14. Briefly describe the strategy.
15. Briefly describe expected results. Include type of case - criminal, vice traffic, etc.
16. If a detective is involved give his name.
17. Enter the name of the tactical leader for this deployment.
18. Name the individual who developed the strategy and the date developed.
19. After completing items 1-16 on the form and prior to the operation, an approving signature is required. If departmental funds are to be utilized the approving authority is the Chief of Patrol or in his absence the Zone Commander. Operations not requiring the expenditure of departmental funds shall be approved by the Zone Commander.
20. Summarize the action taken and results such as arrests made. Include any problems or resource shortages.
21. Give number of man hours expended on this operation by sworn personnel, reserve personnel and then enter a total for both.
22. Indicate individual who completed after-action report and date completed.

NOTE: If departmental funds are utilized, it will be necessary to submit all resultant offense reports, arrest dockets, receipts for purchases made and any other relevant documentation within seven (7) days of completion of the operation. The above described paperwork shall be turned in to the Detective Division Secretary if it is a criminal case, or to the Vice Accountant if is a vice case.

DIRECTED PATROL FLOW CHART



END