

MICROFICHE

X MISSION AND DEPARTMENTAL GOALS
OF THE LINCOLN POLICE
1979-1980

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SECTION I

STATEMENT OF THE MISSION OF THE LINCOLN POLICE 1979-1980

It is a cardinal principal of democratic societies that ultimate responsibility for peace, good order and law observance rests with the community of citizens of that society, not with an organized police force.

Although the very complexity of modern societies usually dictates that policing efforts be coordinated and directed by a force of paid professionals, their responsibility is derivative. Their role is to supplement and aid community efforts, not supplant them. The powers permitted to these police must be carefully defined and limited.

A community which abandons its basic duty to police itself to a professional police service will soon find that the police can hope to provide no more than a bare modicum of public order and security, and this only through such repressive measures that the basic liberties of a free people are eroded and the very democracy that the police seek to preserve is endangered.

Only if the proper balance is maintained between the basic responsibility of the community and the derivative responsibility of the police can a safe and orderly society be preserved with the least burden on individual rights and freedom.

It is unfortunate, therefore, that the history of urban policing in America in the twentieth century is a consistent record of efforts by the police service to assume a disproportionate share of the responsibility for maintaining social control and the concurrent abandonment by American communities of their portion of this duty. The result has been an increasing lawlessness which even increasingly repressive measures have been unable to curb.

The delicate balance between the traditional roles of the community and the police needs to be restored. Peacekeeping must again become a joint police-community effort to stand any reasonable chance for lasting success. In this respect the Lincoln Police benefit from serving a community which is vitally interested in assuring a high level of safety, security and public order, and able to assume the responsibility for policing itself. The fundamental mission of the Lincoln Police, therefore, is to provide the leadership and professional support required to sustain and improve the community's efforts and to develop a balanced and cooperative police-community campaign against lawless and disorderly behavior.

COMMUNITY RELATIONS

If the control of crime and other disorder is to be a joint effort between the police and the citizens of Lincoln, then the keystone of this effort must be cordial, respectful and trusting relations between the police and the community. Every effort must be made, and no opportunity overlooked, to strengthen this police-community bond. Every action by the Police Department or by any of its members must be judged for its effects thereon. The Police must endeavor to ensure that all citizens of the City of Lincoln view the Police Department as an integral part of the community and not as an organization outside or estranged from it.

Experience with police-community relations activities has taught the American police service that good relations cannot be maintained by entrusting this crucial function to a few community relations specialists. Where community relations is not a department-wide concern, any special program which seeks to improve these relations will necessarily fail. It has now become axiomatic that good relations with the community is the sum total of good private relations between police officers in the performance of their duties and individual members of the community. A citizen's image of the Department is largely influenced, if not wholly determined, by the officers he encounters. If they are competent, polite, and caring, no deliberate image management by a team of community relations specialists will be necessary.

For these reasons, the Lincoln Police Department reaffirms its view that one of the basic, continuing responsibilities of every officer and civilian employee is to strengthen the affinity between the citizens of Lincoln and their police service. Lincoln's community policing concept provides an unparalleled opportunity to discharge this responsibility.

Community-based policing is an idea inspired in large part by the need for better community relations. The division of the city into small geographic areas, each policed by a single team, permits the members of the team to concentrate on improving their private relations with a reasonably small, manageable number of citizens who live or work in the team area. One of the major thrusts of community policing is to develop a high level of team-community accord and trust as a prelude to joint activities to reduce crime and preserve order in the team areas.

The prevention of crime actually includes a number of distinct concepts, two of which are relevant to the police service.

PUNITIVE CRIME PREVENTION:

The threat of certain punishment for criminal offenses has long been felt to have a preventive effect. The assumption is that where the pain of the penalty outweighs the advantage gained from the criminal act, the potential offender will refrain from committing the offense. This concept is the basis of the criminal justice system. Penalties are imposed by the courts not only as punishment for the particular offender

in the dock but to warn would-be criminals that the same fate awaits them if they violate the criminal law. The success of a social control system designed around punitive prevention, however, depends on how certain is the threat of punishment. Where fewer than 25% of all criminal offenses result in an arrest, it's doubtful that many would-be offenders consider the threat of punishment to be substantial.

PHYSICAL CRIME PREVENTION:

While punitive crime prevention seeks to reduce motivation to commit crime, physical crime prevention strategies approach the problem by simply reducing the opportunity to commit an offense. Placing valuables in vaults, removing keys from automobile ignitions, and using deadbolt locks on doors are all physical crime prevention measures.

The traditional crime prevention role of the police is in the area of punitive prevention. The Lincoln Police have a continuing obligation to increase the risk of eventual punishment for offenses by increasing the current rate of apprehension and case clearance and constantly improving case preparation to ensure more frequent convictions. But concentration solely on punitive prevention measures does not fulfill the Department's responsibility for prevention.

The Lincoln Police must also undertake to aid the community to protect itself from crime by working with residents and businessmen to encourage them to adopt sound physical crime prevention measures. The Police Department must continue and expand current efforts to make citizens aware of their responsibility to safeguard themselves and their property through low-cost, common sense opportunity reduction and risk management practices.

CRIMINAL APPREHENSION AND CASE CLEARANCE

One of the basic tasks assigned by tradition to the police is the identification and apprehension of criminals and the acquisition of evidence of their criminality to be used at trial. The American police service in comparison with the police of other free nations has never been very good at clearing up crimes and preparing cases for court. The average clearance rate for all crimes known to the police in the United States is around 20%. The Lincoln Police Department does marginally better than this national average. In 1977, for example, the Lincoln Police cleared about 25% of all reported offenses.

The first problem in improving this clearance rate is persuading citizens to report offenses to the police. The 1977 city-wide victimization survey conducted by the Lincoln Police reveals that about 40% of all crimes are not reported to the police. Since the Lincoln Police cannot begin to solve offenses that have not been brought to their attention, one of the primary tasks of the Police Department is to encourage the community to report offenses.

Secondly, the Lincoln Police must improve their ability to solve offenses through more citizen input into the crime-solving process. The Lincoln Police are responsible for providing an organization receptive

to citizen information and capable of making the best use of that information to solve offenses and make apprehensions.

The free flow of citizen information requires a relational environment between the police and community which encourages the exchange of information. Community-based policing is the first major step in establishing the necessary relationship. The close community ties of the community teams foster trust and confidence in the police, permitting them to begin soliciting information which is generally not available to police departments organized conventionally.

Once information is received, however, the Department must ensure that maximum use can be made of it. This requires a systematic intelligence and crime analysis capability which the Lincoln Police have just begun to develop. Moreover, it requires improved case management and careful liaison with the city and county prosecutors, to ensure that cases are fully investigated and evidentially sound.

The constant development of these capabilities is one of the long term aims of the Lincoln Police as part of a systematic approach to improving rates of apprehension and case clearance.

TRAUMA INTERVENTION AND CONFLICT MANAGEMENT

The mobility of the Police Department and its constant presence in the community often makes it the only emergency service able to provide instant emergency assistance and aid. This includes immediate aid at a variety of physical traumas such as traffic accidents, personal injuries, and acute illnesses. The Department's mission does not, however, involve primary responsibility for life support and emergency transportation, and the Lincoln Police Department does not attempt to duplicate emergency services provided by the Lincoln Fire Department, the private ambulance companies, or hospital medical teams.

The Police Department is, however, the only emergency service available to respond to instances of interpersonal traumas. In contemporary society the role of the police in conflict management and crisis intervention has become much more important and is consuming an even larger share of the time and resources of the Lincoln Police. More training is required to equip Lincoln Police personnel to discharge these new roles. Early identification of potential crisis problems and successful resolution of social conflicts with the aid of available resources in the community should be major aims of the Lincoln Police. Better coordination between the police and other social service agencies is important. More effective use should be made of Lancaster Mental Health, family welfare services, Child Protective Services, and other agencies sharing the responsibility for social welfare.

The continued presence of interpersonal trauma in the Lincoln community in the form of domestic crises, child neglect and abuse, suicide, and aberrant behavior reflects a wide range of human problems. The Lincoln Police cannot hope to eliminate these problems but should attempt to mitigate some of their more harmful effects, not only because they are inherently undesirable but because they often lead to crime, and they severely affect the quality of life for all citizens in Lincoln.

ADMINISTRATION

The Lincoln Police Department as an agency of city government supported by tax revenue is charged with a continuing duty to use public resources efficiently and with evidence of good stewardship. Over the past two years the effectiveness of the Department has been improved measurably within the confines of the permitted operating budget. A major reorganization of the department has taken place which, since 1975, has improved the operating efficiency of the department. The number of police units on patrol has been more than doubled; a 21.9% increase in calls for service has been effectively accommodated; and a high solution rate for crimes has been maintained -- all with a net loss of 3% in manpower.

These benefits have resulted primarily from a more productive use of existing police personnel.

Police personnel make up by far the largest portion of any police agency's resources. Policing is labor intensive work. No way has been found to more than marginally reduce a police department's dependence on its human resources. It is the productivity of its personnel which ultimately determines a police department's efficiency. The productivity of personnel is, in turn, dependent on careful selection, thorough training, motivation to work and responsive support.

The Lincoln Police Department benefits from being staffed by police officers of exceptional quality. Through constant attention to training, both in formal sessions and through informal instruction by supervisors and managers in the course of their daily duties, Lincoln Police Officers are continually refreshed in basic skills and exposed to new techniques and methods as these are developed. This emphasis on training is intended to provide each generalist police officer with a wide ranging competence to deal more effectively with crime and order problems. The in-house training capability of the Lincoln Police is being constantly improved to meet more sophisticated training needs. Resources available outside the Police Department, especially those at the University of Nebraska, are used whenever special skills are required.

The reorganization of the department into community-based policing emphasizes the need of highly educated, highly trained professional police officer for enriched and expanded work where initiative and creativity will be rewarded. Community police units are built around a generalist police officer competent to handle a wide variety of tasks. He is able to assume expanded roles in community development, crime prevention, investigation, planning and problem solving. Narrow specialization is held to an unavoidable minimum. The experience of other police agencies has shown that as a result of improved opportunities for rewarding work, the productivity of each officer will improve over time, necessarily resulting in the improved efficiency of the Lincoln Police as a whole.

The reorganization of the operational support functions of the Lincoln Police Department is intended to contribute to this increase in productivity by providing timely assistance and access to resources not

now available to operating personnel. Of major importance is a new information support unit combining the features of criminal intelligence and crime analysis to supplement the department's current records system.

TRAFFIC SAFETY

One of the major tasks devolved on the police since the advent of the automobile is the protection of motorists and pedestrians on public streets and highways. Traffic accidents are responsible for most of the loss to the community in property and lives, and, together with traffic offenses, account for a large part of police resource expenditures.

Police Managers must continue, and improve, efforts to reduce accidents and increase traffic safety. Much of this effort should be through public education and awareness, but selective enforcement based on accident data should also play a major role.

Police resources in this area can be saved not through de-emphasizing enforcement and investigation but through streamlining these processes and reducing the amount of paperwork involved.

At the level of the Department administration, efforts need to be made to create an effective liaison with other city and state departments involved in ensuring highway safety to solve mutual problems.

PERSONNEL DEVELOPMENT

The transition to Community-Based policing requires new roles for police officers opening avenues for a wider variety of work which should increase job satisfaction. These expanded functions require careful and continuing attention to training needs particularly in the areas of beat management, intelligence, conflict resolution, and community development to correspond with the new roles of team officers. Regularly scheduled training sessions should emphasize subjects appropriate for team policing. In addition, such special training should be provided as required.

It is important that voluntary personnel attrition be kept to an absolute minimum. The basic strength of the Lincoln Police lies in its relatively young but intensively trained and seasoned field personnel. Each officer who resigns must be replaced by a recruit who cannot be made operationally effective for at least eighteen months of careful training and close supervision. If the turnover rate is high, then a large portion of the police force at any moment in time will consist of novice officers, thereby decreasing the operational effectiveness of the Department.

Experience has shown that where officers are satisfied with their jobs and are provided a reasonable opportunity for advancement, voluntary attrition will be reduced. The turnover rate at the present time is at an all time low. Retaining this low rate of attrition is one of the essential goals of the Lincoln Police.

The job enrichment required by Lincoln's concept of Community Policing should increase officers' satisfaction with police work. But

considerable improvement must be made in advancement opportunities. At present the range of pay for police officers is severely truncated. Unless an officer is promoted to either sergeant or detective, he or she can hope for little increase in pay or benefits no matter how effective or how skillful the officer becomes in discharging his/her professional duties.

Unfortunately the number of detective and sergeant positions available are limited. At present only one fourth of the patrol force can anticipate promotion to sergeant or detective which leaves no reasonable prospect for advancement for the remaining 145 uniformed officers. This condition is demoralizing, contrary to the best interests of the Department and the City, and should be remedied with deliberate speed.

The greatest emphasis should be placed on retaining proficient patrol officers as patrol officers, not requiring them to seek promotion into either detective or sergeant ranks in order to achieve advancement. There is no question that at any one time the Lincoln Police have a number of highly proficient patrolmen who do not, however, possess the supervisory abilities to be effective sergeants, nor the particular qualities needed for good detectives. Therefore, where they are promoted as a reward for good work as patrolmen, they are often ineffective and dissatisfied.

The only permanent solution is to develop a career advancement system which rewards proficient performance while retaining field officers in patrol. The creation of a professional career path and its attendant opportunities for advancement is a priority of the Lincoln Police for the foreseeable future.

SECTION II

GOALS OF THE LINCOLN POLICE DEPARTMENT FISCAL YEAR 1979-80

CRIME CONTROL

The major concern of the Lincoln Police Department is crime. Consequently, a large proportion of the Department's goals concern crime prevention and control. The eight goals which follow are proposed as an interlocking group which, taken together, define the Police Department's future crime reduction efforts. Measurable progress toward these goals will require continuous improvement in obtaining citizen cooperation and considerable enhancement of the Department's existing methods and procedures.

G-1: TO REDUCE THE INCIDENCE OF SUPPRESSIBLE CRIMES PER CAPITA IN THE CITY OF LINCOLN

Perhaps the ultimate goal of the Lincoln Police is to significantly reduce the number of criminal offenses which take place. Unfortunately, however, the police have very little control over most of the causative factors which produce crime. Acting by themselves, therefore, the police can do very little.

Acting in a collaborative enterprise with the community, however, the police can be very effective in preventing and controlling crime. With guidance and assistance from the Lincoln Police, a community-wide effort to prevent crime has the best chance of achieving a sizeable reduction in crime in Lincoln.

Certain types of crimes, however, are more susceptible to police-community efforts than others. Fortunately, these "suppressible" crimes are usually the ones which cause the most public concern. Examples are robbery, burglary, and larceny. An initial concentration on these suppressible offenses would make the most cost-effective use of both the police department's and the community's crime suppression resources. For this reason the qualifying term "suppressible" is used in expressing the goal.

The proper measure of progress toward this goal is a per capita crime rate based on victimization data compared from year to year. If the per capita rate shows a decrease, we may fairly conclude that joint police-community efforts are having a favorable impact.

This per capita crime rate is not the same as the reported crime rate used in F.B.I. and Nebraska Uniform Crime Reports. The reported

crime rate is based on crimes known to the police. The rate of citizen reporting of crime may vary independently of the occurrence of crimes, as has been shown by several Federal studies. A victim's decision to report a crime to the police may be influenced by a number of considerations which are discussed under G-3 below. Generally, only about 50 percent of all crime is reported to the police. Consequently, as a measure of actual crime rate, reported crime data is severely deficient. Estimates based on properly conducted victimization surveys are much more accurate. The Lincoln Police intend to encourage citizens to report offenses to the police. (See G-3 below.) The anticipation is, therefore, that the number of reported crimes will increase while actual crimes decrease.

A per capita measure is used to ensure that the indicator is not contaminated by the projected increase in the population of Lincoln over the next few years. It is well known that as the population increases, so does crime, simply because there are more criminals and more victims. Density of population is also known to have an adverse effect on the crime rate. As the population becomes more dense, a natural concomitant is an increase in crime.

Consequently if the risk of crime per person in Lincoln can be reduced despite the projected increase in populations, this will be a significant achievement seldom duplicated elsewhere.

The per capita crime rate is calculated as follows:

$$\frac{\text{Number of Suppressible Crimes Which Occur in Year X}}{\text{Average Population of Lincoln During Year X}}$$

During 1977, this rate was 326/1000. Rates by Community Police area are shown in Table 1.

G-2: TO REDUCE CRIMINAL OPPORTUNITY
THROUGH POLICE-COMMUNITY COOPERATION

Crime prevention is a traditional aim of police activity. There is little evidence, however, that ordinary police preventive activity has more than a minimal impact on crime. But there is ample support for the belief that where the community is aware of its own crime prevention role and accepts responsibility for its own security against crime, then a lasting reduction in the crime rate can be achieved.

Basic responsibility for routine everyday precautions against crime belong to every resident of Lincoln. There are simply too few police to protect everyone all the time. The police cannot ensure that all doors are locked, that each business has properly protected its merchandise, or that people who should know better do not take midnight strolls in dark and isolated places. These simple precautions are a basic responsibility of each individual member of the community.

TABLE 1:
VICTIMIZATION RATE PER THOUSAND POPULATION FOR SELECTED OFFENSES
 by Community Police Area ^a

<u>OFFENSE TYPE</u>	<u>NORTHWEST AREA</u>	<u>NORTHEAST AREA</u>	<u>CENTER AREA</u>	<u>SOUTHWEST AREA</u>	<u>SOUTHEAST AREA</u>	<u>TOTAL CITYWIDE</u>
RESIDENTIAL BURGLARY	19.6 _b (1)	51.2 (9)	113.4 (8)	35.2 (7)	68.7 (16)	56.5 (41)
ASSAULT	39.2 (2)	56.8 (10)	59.7 (4)	50.3 (10)	42.9 (10)	49.5 (36)
LARCENY FROM AUTOMOBILE	137.3 (7)	96.6 (17)	104.5 (7)	80.4 (16)	120.2 (28)	103.3 (75)
OTHER LARCENY	156.8 (8)	125.0 (22)	119.4 (8)	105.5 (21)	68.7 (16)	103.3 (75)
TOTAL OFFENSES BY AREA**	352.9 (18)	329.5 (58)	402.9 ^c (27)	271.3 (54)	300.4 (70)	312.7 (227)

- a/ Does not include the offense of robbery, rape or motor vehicle theft. The number of affirmative responses received to these offenses was too small to be meaningful statistically when divided by community police areas.
- b/ The figure in parentheses indicates the number of affirmative responses received from the sample population.
- c/ The 402.9/1000 victimization rate pertains to residents only and does not represent victimizations which may involve businesses, shoppers, workers or transients in the downtown area.

In the area of prevention, the police can play only a supporting role. The Lincoln Police Department will endeavor to make citizens aware of their responsibility to safeguard themselves and their property, and to provide expert assistance and advice when called upon. Each Community Police Area will have at least two crime prevention specialists to provide technical assistance to citizens interested in protecting themselves against crime through proper crime prevention practices. Each field officer assigned to a Community Police Area will also receive at least 40 hours of instruction in physical crime prevention.

Additionally, it is an obligation of the police department to propose and secure legislation designed to safeguard the community against crime.

There is no single best indicator of movement toward this goal. Progress can best be assessed subjectively. However, there are several measures which will assist this subjective assessment. One is a comparison of crime rates between secured and unsecured premises. The assumption underlying this measure is that premises which have been properly secured against crime will be less often victimized than those which are not. The second measure is a simple ratio of secured to unsecured premises in Lincoln.

G-3: TO INCREASE THE PERCENTAGE OF OFFENSES
WHICH ARE REPORTED TO THE POLICE

A major citizen responsibility in addition to crime prevention is the relatively simple matter of reporting those crimes which do occur to the police. A large number of offenses are now not reported for reasons which range from "it's too much trouble" to a belief that the police cannot do anything about it anyway. Forty percent of the offenses which occurred in Lincoln during 1977 were not reported.

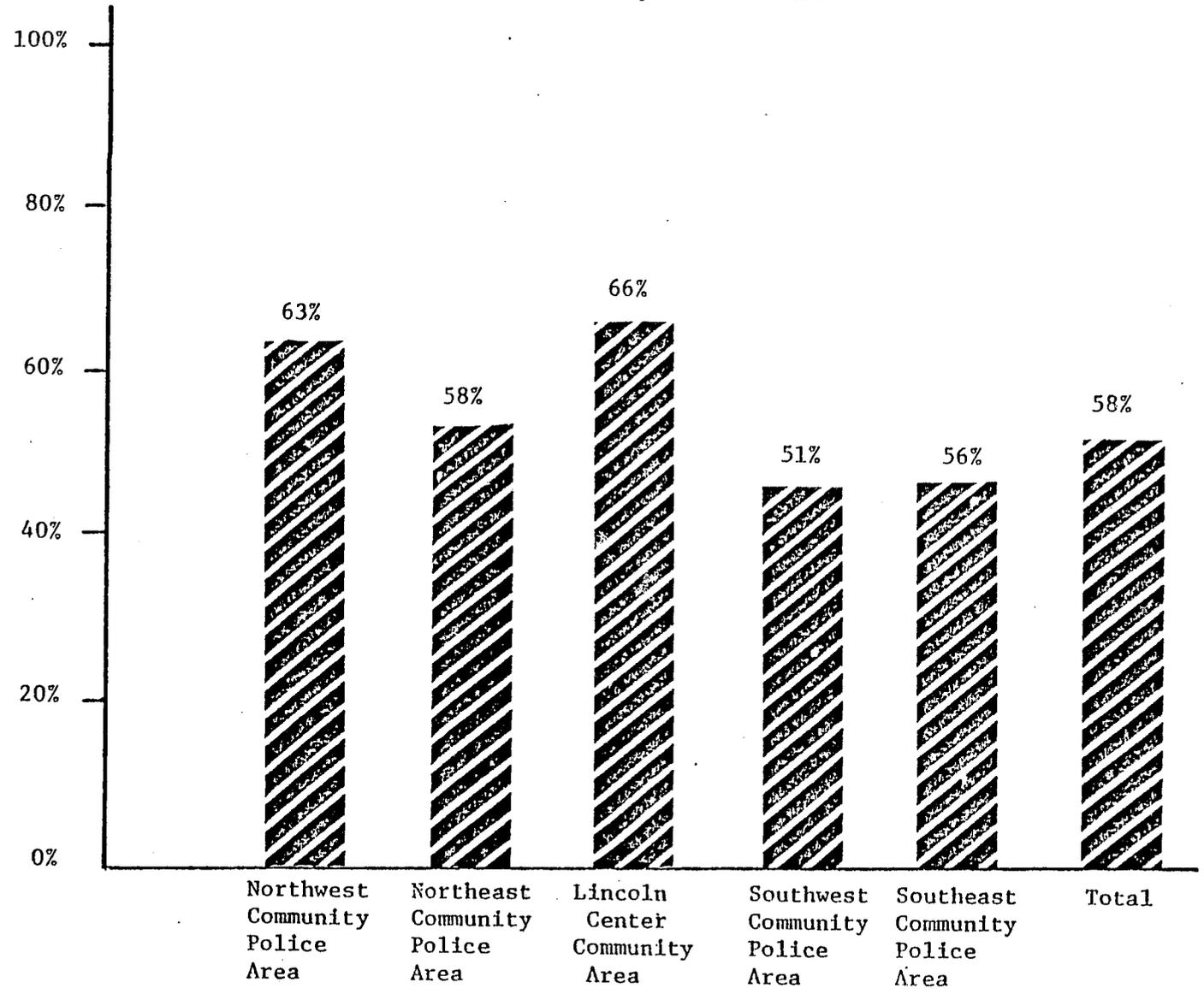
While it is true that not every crime known to the police will eventually be solved through investigation, a crime which is not reported has absolutely no chance whatsoever of eventual solution. It is the duty of every citizen not to permit criminal predation to continue by neglecting to report offenses. And it is the duty of the police to encourage reporting as the first step in identifying and prosecuting criminal offenders.

The measure of progress toward this goal is a ratio of reported to unreported offenses compared from year to year. This ratio will be derived as follows.

$$\frac{\text{The number of reported crimes in year X}}{\text{The total number of crimes in year X}}$$

This rate in 1977 was .58. Rates by Community Police area are shown in Figure 1.

FIGURE 1:
PERCENTAGE OF VICTIMIZATIONS REPORTED TO THE POLICE, 1977
by Community Police Areas



G-4: TO INCREASE THE PROPORTION OF OFFENSES CLEARED

Historically the major responsibility of the police has been to solve crimes by identifying and apprehending criminal offenders, and preparing a case for presentation in court. The public has heretofore been almost excluded from this process except incidentally as victims and witnesses. The police attitude has been that in this area where their expertise is paramount they neither need nor want any help from the community. The natural result has been that the public has been reluctant to offer any assistance other than what is minimally necessary, and too often not even that.

The Lincoln Police Department considers public aid and assistance to be crucial to the investigation/criminal apprehension process. Successful solutions to crimes require information and assistance which only members of the community can provide. To obtain this information the police must establish a relational environment with the community which encourages information exchange. Once citizen information is acquired, it is up to the police to use it effectively to solve crimes. This effective use requires improved procedures within the department.

These improved procedures are being provided in part by the case coordination and operations information systems now under development by the Lincoln Police. A concentration on improving the quality of investigation especially preliminary investigation should also enhance the ability of the department to clear crimes.

The measure of progress toward this goal is the ratio of crimes reported to crimes cleared compared from year to year. This ratio is calculated as follows.

$$\frac{\text{Number of crimes cleared in year X}}{\text{Number of crimes reported in year X}}$$

The number of reported crimes is used as the base for this measure rather than the actual number of crimes as derived from victimization surveys because the Police Department has an opportunity to investigate and clear only those crimes which are brought to its attention. The use of actual crimes would, in this case, bias the measure.

The clearance rate in 1977 was 24.8% for crime classified as "serious" by the F.B.I.

G-5: TO REDUCE THE AMOUNT OF ELAPSED TIME
BETWEEN COMMISSION AND CLEARANCE OF AN OFFENSE

This goal complements G-4, to increase the proportion of offenses cleared, by requiring not only that more offenses be cleared but that they be cleared more quickly. Faster solutions to crime will result in a number of advantages to the Police Department including better cases,

less witness fatigue and more victim satisfaction. But they also require a high level of citizen participation, a considerable improvement in the Department's investigative procedures and methods and a renewed emphasis on thorough preliminary investigation.

The goal is measured by averaging the time between commission and clearance for those cases cleared and comparing the result from year to year. During 1977, the Lincoln Police Department took an average of 8.825 days to clear an offense. This ranged from 1 day for assaults on police officers to 25.667 days for larceny from coin operated machines.

G-6: TO DECREASE THE PERCENTAGE OF CASES NOT PROSECUTED
DUE TO FAULTY INVESTIGATION OR CASE PREPARATION

In addition to its responsibility to identify and apprehend criminal offenders, the police department is charged with the duty of preparing legally sufficient cases against apprehended offenders for use by the prosecutor in court. When these cases are not properly prepared, the prosecutor is often placed in a position where he must dismiss the charge or accept a plea to a lesser charge.

The remedy is close cooperation between the prosecutors' offices and the Lincoln Police Department's case coordinator to ensure that poorly prepared cases are repaired and appropriate training is conducted as necessary.

The measure of this goal is a ratio between charges dismissed or not brought due to poor preparation to cases presented for prosecution. This measure is calculated as follows:

$$\frac{\text{Number of cases not charged or dismissed
due to faulty case preparation}}{\text{Number of cases presented for prosecution}}$$

G-7: TO REDUCE THE TOTAL AMOUNT OF PROPERTY LOSS THROUGH CRIME

Most crime involves a deliberate attempt to acquire another person's property unlawfully. Therefore, one measure of crime control effectiveness is the amount of property lost through crime. This loss should not include property recovered, nor court ordered or voluntary restitution. This arrangement is intended to encourage both a concentration on recovering property and restitution.

The measure to be used will reflect these concerns. It is calculated as follows.

$$\begin{aligned} & \text{(Value of Property Stolen/Damaged)} \\ & - \text{(Value of Property Recovered + Value of Voluntary} \\ & \quad \text{and Court-ordered Restitution)} \end{aligned}$$

G-8: TO MAINTAIN A LEVEL OF AT LEAST 50 PERCENT
NON-COMMITTED TIME AVAILABLE FOR PROACTIVE ACTIVITY

The crime control and prevention approach to be used by the Lincoln Police involving the community in assuring its own safety and order requires a considerable amount of community contact by field officers. Preliminary and follow-up investigations also required sizeable blocks of time free from other duties. Consequently, a prerequisite for improvement in many areas of concern to the department is ensuring ample non-committed time for each officer to do his proactive work. Fifty percent is the estimated minimum necessary for this purpose. Manpower allocation and scheduling will, so far as possible, accommodate this need.

Available non-committed time will be measured through current time accounting procedures.

EFFICIENCY

The Lincoln Police Department as a tax supported agency of the city government has a continuing duty to the citizens of Lincoln to make the most efficient possible use of the public resources it receives. This duty requires the Lincoln Police to continually strive to produce better results for each tax dollar.

The majority of the changes now underway in the Police Department are designed to improve its productivity, and as these goals suggest, the issue of productivity is to be a major concern of the department for the foreseeable future. While the goals that follow are the only goals which expressly address the efficient use of resources, it is evident that most of the goals expressed under other headings, by demanding increased performance, also are intended to contribute to the Department's efficient use of the public dollar.

G-9: TO IMPROVE THE ADMINISTRATIVE EFFICIENCY OF THE DEPARTMENT

While the cost of administering the Lincoln Police Department is very modest in comparison with other, similar, departments, there is still some improvement to be made.

Past efforts to reduce administrative costs have included replacing police officers with lower-paid civilian personnel in positions in which police officers are not required, consolidating and reducing the number of different police reports and records, and eliminating non-essential administrative positions. Current efforts include automating the police records system using a mini-computer system which will provide more efficient records administration and a more flexible operational and administrative use of these records.

All divisions should examine their own administrative practices with the aim of identifying economies which might be introduced. Commanders are encouraged to reduce the number of incomplete and other-

wise faulty reports which must be rewritten by carefully examining reports submitted by field officers and investigators. Training needs in this area should be identified and communicated to the training division.

There is no single indicator which can be used to measure administrative efficiency. Progress will be determined by assessing the achievement of objectives developed in support of this goal.

G-10: TO MINIMIZE THE USE OF EXPENDABLE ENERGY RESOURCES

A growing expense to the Lincoln Police Department is energy in all forms, but especially gasoline. The twin steps to be taken to reduce consumption of gasoline are to decrease the number of miles driven and to procure more efficient police vehicles.

The abandonment of random moving patrol as a police strategy and more reliance on community cooperation and citizen contacts should reduce the amount of time police vehicles are in operation. The Department has already begun purchasing low consumption automobiles to replace its existing fleet, and will continue to purchase the most economical vehicle available which meets the requirements for police patrol vehicles.

Recorded gasoline consumption per vehicle will be compared from year to year as an indicator of progress toward this goal.

CAREER DEVELOPMENT

The highly trained and experienced personnel of the Lincoln Police Department are its most valuable resource. The retention of these personnel by improving job satisfaction and offering a suitable career path within the Lincoln Police Department which will maximize the potential of each employee is a major aim of the Department for the foreseeable future.

G-11: TO MAXIMIZE CAREER POTENTIAL FOR POLICE EMPLOYEES

The career ladder available to police employees is currently very limited. Police officers can expect little advancement except by becoming a supervisor or manager, positions for which only a few are qualified by training and temperament. The single professional advancement step currently available is to detective.

Clearly the retention of professional police officers requires a system of professional advancement which recognizes exceptional work and special skills with increases in pay and concomitant status. The result of not providing such a system is a continuing loss of the most highly qualified police officers to other employers who are willing to pay for

the qualities these police officers bring to their work. The resulting loss to the department often represents years of costly training and hard-learned experience.

The position of the department's civilian employees is slightly better in that for most positions there are well-defined career paths. However, there is room for some improvement, particularly if more positions which do not absolutely require a commissioned officer are civilianized.

The single best measure of achievement in this area is probably premature voluntary personnel wastage. The assumption underlying this indicator is that if an adequate career ladder is provided, fewer police personnel will voluntarily quit the Police Department for other employment.

O-15-1: To Complete Task Analysis of All Police
Department Jobs as the Basis for
Future Career Development by June 1, 1979

RELATIONS WITH THE COMMUNITY

Many of the performance goals previously expressed depend on greater police community cooperation which in turn depends on mutual respect and trust. The development of these conditions is the first step in the inauguration of joint police-community programs. The importance of good police-community relations to the Police Department, therefore, cannot be overstated.

G-12: TO INCREASE THE LEVEL OF CONFIDENCE HELD BY THE COMMUNITY
IN THE ABILITY OF THE POLICE

The first prerequisite of a police-community rapport is a feeling by citizens of confidence in their police. Lack of confidence usually leads to a wide variety of injurious effects on the major aims of a modern law enforcement agency. As citizen confidence declines, citizen cooperation with the police in the law enforcement process is affected. The public is less willing to report crimes, testify or provide essential information. Police officers faced with public apathy or even hostility become less enthusiastic about doing their jobs. It becomes harder to attract qualified individuals to police service, or to keep them once they have been recruited. Job satisfaction plummets. Perceiving the public as a hostile indifferent force, the police begin to isolate themselves turning to one another for social support, becoming indifferent to the community and its needs.

The usual result is a police department short on commitment, experience and competence which tends to undermine public confidence still further.

Fortunately, the Lincoln Police have never reached this nadir. But its possibility is one which the Police should take every pain to avoid. Consequently, although the Lincoln Police currently enjoy a high regard

by the Lincoln community as recent surveys reveal, it is important to the development of a large percentage of the Department's programs that this esteem not diminish, but is enhanced by all possible means.

Confidence in the Police Department can be measured by selected questions concerning attitudes toward the police appended to the department's annual victimization survey. The results of the survey compared from year to year will reveal any changes in citizen confidence in the ability of the police.

The 1977 Victimization Survey revealed that 68.5% of Lincoln's residents felt the Lincoln Police were doing either a good or very good job. This figure compares very favorably with that of other cities. See Figure 2.

G-13: TO IMPROVE COMMUNICATION, COORDINATION AND COOPERATION
BETWEEN THE POLICE AND COMMUNITY
AND BETWEEN THE POLICE AND OTHER PUBLIC AGENCIES

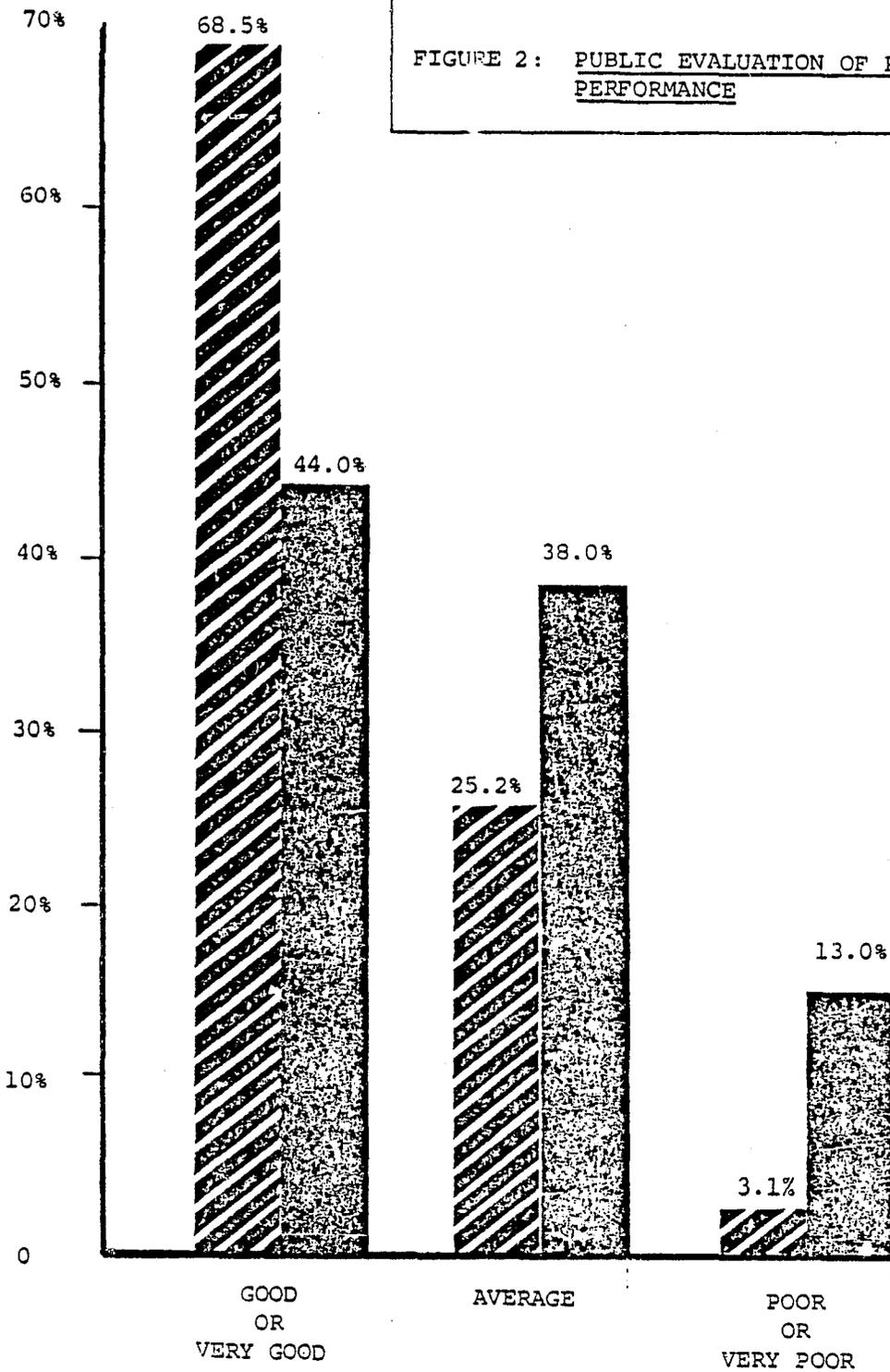
Crime control and the assurance of public peace and security is a community-wide effort. Close cooperation between the police and members of the community is essential if lasting crime reduction is to become a reality. The close cooperation requires open communication between the police and community and coordination between police and community efforts.

Moreover, closer ties between the police and a variety of public agencies are imperative if community-wide efforts are to be mounted. The police have a clear responsibility to maintain a constant liaison with various planning agencies, zoning and building inspections, traffic engineering among others. Social welfare and health agency cooperation is vital to the Police Department's execution of its own mission to ensure social peace, order and safety.

If substantial progress toward this goal is made, we could presume that several measurable changes will occur which collectively will indicate this progress.

First, referrals between the police and social welfare agencies will increase. This increase can be determined from police records. Secondly, involvement by citizens in crime prevention and control programs will increase. This increase can be measured. Additionally, the number of citizens expressing a favorable attitude toward the Lincoln Police should increase. These attitudes can be assessed as part of the annual victimization survey.

FIGURE 2: PUBLIC EVALUATION OF POLICE PERFORMANCE



 LINCOLN 1977
 EIGHT U. S. CITIES *

*Source: Law Enforcement Assistance Administration, Public Opinion About Crime: The Attitudes of Victims and Nonvictims (Washington, D.C., 1977)

SOCIAL TRAUMA RESOLUTION

G-14: TO IMPROVE RESOLUTION OF SOCIAL TRAUMA IN THE COMMUNITY THROUGH IMPROVED TRAINING AND COOPERATION WITH SOCIAL WELFARE AGENCIES

The police encounter social conflict in all guises daily. The most serious from the police point of view because they most often involve or lead to criminal offenses are drug and alcohol addiction and intra-familial conflicts (which are often aggravated by intoxication and addiction). The police cannot provide treatment for these social disorders. The police role is to identify and intercept these problems, mediate immediate conflict if necessary, and refer the problem to a treatment agency for a long term resolution.

The police department must identify and use every social welfare agency which can handle these problems.

The measure of progress is return calls. Neither the police nor any other agency can prevent these disorders from occurring. The stress of coping with the modern world is simply too much for a large number of people. What can hopefully be prevented is the reoccurrence of the same trauma. The number of these reoccurrences indicate progress or lack of progress toward this goal.

Efforts to develop adequate, cost-efficient measures for this goal are continuing.

TRAFFIC

G-15: TO DECREASE THE PROJECTED RATE OF MOTOR VEHICLE ACCIDENTS PER NUMBER OF REGISTERED MOTOR VEHICLES

One of the major risks to personal safety and private property in Lincoln is the improperly operated automobile. Traffic accidents account for more loss of life and more property damage than all known crime combined. Based on current statistics the number of traffic accidents is expected to increase during the foreseeable future. The aim of the Lincoln Police is to reduce this rate through strict enforcement of traffic laws, public awareness and education, and prompt reporting of hazardous conditions to appropriate city agencies.

Progress will be measured by comparing the expected accident rate determined through a linear projection, to the actual accident rate at the end of the year.

END