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Austin's Concept for Community Policing:



Achieving  
Self-Reliant Neighborhoods  
through Community Policing



A Cooperative Effort  
of the Austin Police Department  
and the Citizens of Austin



City of Austin ★ July, 1993

150545

**U.S. Department of Justice  
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## AUSTIN POLICE DEPARTMENT

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### Achieving Self-Reliant Neighborhoods Through Community Policing

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"Our freedoms, the  
opportunity, our  
neighborhoods,  
mean little  
if they can't be  
enjoyed."

Justice Sandra Day O'Connor

## The Goal:

### Achieving Self-Reliant Neighborhoods

## The Vision

Communities in Austin and across the nation are struggling to deal with crime, violence, and a drug problem that is approaching climatic proportions. The resulting fear sends tremors through entire cities, even when most of the activity is concentrated in particular neighborhoods.

If these problems are to be solved, *fear must be reduced and hope generated.*

The indomitable spirit of optimism and hope of the citizens of Austin is the energy and sustenance to accept this challenge.

## The Outcome

Healthy, secure neighborhoods where people are happy to live, work, and raise families.

Citizens who are confident in the present and optimistic about the future.

Police officers who are equipped and trained to meet the challenges of today and tomorrow with determination to secure the right of every well-intentioned citizen to contribute to our quality of life and prosper.

"Surely one role of  
government is to help  
rediscover and rebuild  
the sense of community  
that we have lost  
in too many places."

Peter Edelman & Beryl Radin  
*Serving Children and  
Families Effectively*

If fear is a problem in its own right, the effectiveness of police strategies must be judged not only on the capacity to address crime, but also by the extent that fear is reduced.

The patrol officer on the street is the lowest rank in the department, but is the front rank in service delivery.

## Success Defined

Success will be measured by consequences. Outcomes will be defined by police and citizens working together and may include issues such as:

- the number of citizens involved in the policing function;
- the physical appearance of neighborhoods, measuring progress against abandoned houses, overgrown lots, and the like;
- the real rate of crime, not just that which is reported;
- the economic stability of the neighborhoods, charted by the number of new businesses or new homes locating in the area;
- the migration of citizens in and out of neighborhoods and population growth;
- the level of customer satisfaction with police services as determined by surveys and charting the number of citizen commendations and complaints for police officers; and
- the level of job satisfaction for police officers measured by surveys and turnover rate for police personnel.

## The Method

Through community policing, we will build from within and strengthen from without. The centerpiece of this repositioning strategy is to place resources and decision making responsibility at the delivery point of service. Community policing, therefore, becomes a different way for management and specialized units to think about their role. Either employees are part of patrol providing direct service to the citizens or they are supporting that effort through direct service to patrol and indirect service to the citizens.

This shift in thinking requires decentralizing resources and decision making to the officers at the point of service delivery. It requires police and citizens to engage in a concrete course of action to:

- identify the problems;
- set priorities and develop strategy to attack one problem at a time;
- assess capability and garner resources sufficient to the tasks;

- apply the strategy with determination and patience until success is achieved or everyone agrees that another approach must be tried; and always,
- try again until both police and citizens are satisfied with the outcomes.

## Prospects for Success

It can be done. The Austin Police Department has done it. In instance after instance, citizens working with police, have witnessed victories over crime and the fear it produces. The remaining task is to build on 'what has worked' and expand our efforts to include more citizens and more neighborhoods.

*Crime, violence, and disorder can be reduced when:*

- police and citizens work together toward a common purpose;
- police recognize they are supported by the public and are equipped with the resources sufficient to the responsibility; and
- other public and private institutions shoulder their own responsibilities to help.

The response to rising crime and increasing public disorder in many cities is to escape. Homes become fortresses. Finally, for those who can afford it, mass migration to the suburbs offers a seemingly last recourse to regain a sense of security. Yet, Austin has continued to grow during decades when the populations of other large cities were diminishing. The continuing willingness of citizens to work with police is evidence of the strong commitment to neighborhoods in Austin.

The perseverance and resilience demonstrated by the citizens of Austin will serve us well as we embark on a concerted, systematic effort to reduce crime, restore social and physical disorder, and control the fear that paralyzes our dreams.

Sufficient resources, appropriate skills and tools, and persistent resolve must be evident to achieve success.

We know that we have to break crime's destructive cycle in Texas. It is a task that involves hard work - and hard thinking. We have made a start. We cannot rest until Texans, wherever they live, feel safe and secure in their homes, on their streets, and in their public spaces. We must work together to achieve this goal.

Ann W. Richards  
Governor of Texas

## Chapter One

### Executive Summary

#### The Challenge

Between 1960 and 1990 violent crime in the United States grew 14 times faster than the population. During this same time period, Austin's violent crime rate grew at a much slower rate, from 1.7 to 6.7 offenses per thousand population. In 1991 Austin ranked 61st in violent crime among 64 cities with populations greater than 250,000 making Austin one of the safest places to live in America. Less than one percent of Austin's citizens were actually victims of violent crime in 1992 when violent crime decreased 4% and total Index Crime decreased 1% as compared to 1991. Why then was crime listed as the number one concern in the 1993 Austin Trends survey? Because it is the *fear of crime* that fuels the perception that crime is increasing uncontrollably. It is this fear that erodes the confidence of people in their neighborhoods, and if unchecked, can cause them to abandon hope.

Fear of crime is not limited to violent crime. Property crime, especially burglary, produces its own brand of fear. When homes are burglarized, the sense of safety and privacy is destroyed. Residents experience a sense of violation and fear very similar to victims of violent crime. Though violent crime is remarkably low in Austin, unfortunately property crime is not. Austin ranked 12th among the 64 cities in property crime in 1991. This was primarily due to theft accounting for 64% of all Index Crime reported in 1991. In fact, theft of property valued at \$50 or less was responsible for 40% of total Index Crime reported in 1991. Austin ranked 20th among major cities in 1991 for burglaries.

For the most part, citizens have trouble relating to aggregate reports detailing the level of crime for Austin as a whole. What citizens can and do talk about is a feeling of security, or lack thereof, felt in their own homes and neighborhoods. It is impossible to design a single strategy to combat crime or

"They stand out there  
day and night,  
in sunshine and in rain,  
selling drugs.  
Are we willing to make  
that same commitment  
for our children  
and our neighborhoods?"

Resident Leader  
New York, NY

At first crime rates may  
rise due to the  
increased willingness of  
citizens to report crime;  
but over time, the  
partnership of police  
and citizens will  
make crime rates fall.

Police, like other agencies of government, should not do for citizens, what citizens can do for themselves.

Whether community policing will become a lasting feature of life in Austin is up to the people who live and work here-to its public and private sector leaders, its citizens, and its police.

fear of crime for Austin, Texas. Why? Because the contributing causes to crime - even crime itself - differs dramatically from neighborhood to neighborhood. It follows then, that resolution must occur at the neighborhood level championed by a partnership between citizens, businesses, and all relevant public and private agencies to solve the problems that are engendering crime, disorder, and fear. As these conditions are removed, the partnership must endure to prevent new problems from arising.

### **THE DEFINITION - ACHIEVING SELF-RELIANT NEIGHBORHOODS**

Achieving self-reliant neighborhoods means building the capacity for citizens to deal with problems that erode the quality of life in their community. It means bringing to bear all the resources of a community, with each entity assuming a fair share of the responsibility for solution of problems. It entails self-actualization of the neighborhood to identify and prioritize problems, assess resources, and conceive joint strategies to reduce crime and fear of crime. Community policing is the means to reach this goal.

The neighborhood must become the nexus of action. Residents must unite with community institutions, police, and governmental agencies to address the problems in real, 'sleeves rolled up', working partnerships. When a coalition of police and citizens can displace fear with a feeling of safety and control, the destiny of present and future generations once more has hope.

### **THE PAST**

The difficult economy of the late 1980's diminished the capacity of local government to respond to citizen needs. The Police Department lost critical support positions to budget reductions. In some cases police officers were reassigned to support functions; in others the work was simply left undone. Crime analysis was abandoned, data entry of crime reports was delayed, fingerprint submissions to DPS were halted, and the mechanisms to support the police function weakened.

After a 14% increase in Index Crime in 1988, we began to explore new ways to deliver service. Community policing offered a way to combine our resources with those of the neighborhoods to achieve greater impact on the quality of life in Austin. This philosophical change in policing mirrored other changes undertaken by all City departments. The focus on customer service, continual improvement, and creative problem solving integrated City goals and the police mission. In 1991 the City Council endorsed the transition to community policing by committing to a five year action plan to add 47 new police officer positions annually. This plan will bring sworn staffing more in line with national averages for police strength. Though the current level of support staffing is still 8% below 1988 levels, the additional sworn increases during the last two years has strengthened the Department.

## THE PRESENT

Much has been accomplished in the transition to community policing, but much more remains to be done. Thus far, most of our efforts have been on building partnerships with neighborhoods. Why? Because it was the easier thing to do. Though partnerships are critical to the success of community policing, more important, and considerably harder to accomplish, is the fact that police departments must reevaluate what they are doing, why they are doing it, and how they are policing to realign processes, policies, and structure to meet the needs of the community.

As a consequence of fear of crime in our neighborhoods, citizens are appealing for more police. More police may be part of the answer, but how we use current police resources can have a strong influence on providing a greater sense of security until additional police personnel are available.

There are current issues that must be resolved to optimize our capacity to meet changing demands. Our basic network of personnel, facilities, equipment, and technology commands attention. This is the infrastructure that either promotes or impedes our ability to meet community expectations. Personnel issues surrounding recruiting, training, performance evaluation, and the reward system compel resolution to foster empowerment, further coordination of operations, and encourage open communication within the Department and with citizens.

This report endeavors to capture the historical context of where we have been, describe the effectiveness of what we are doing now, and point the direction for moving us to the desired state of building the strength and self-reliance of neighborhoods. There are many issues today that remain unresolved. We can be certain that others are on the horizon. It is imperative that we develop a plan to:

1. Give us a picture of the future.
2. Ensure a system for addressing and resolving issues.
3. Create a capacity to measure our progress.

## STRENGTHS - THE FOUNDATION FOR CHANGE

The very best opportunity to become a role model for other departments aspiring to implement community or neighborhood oriented policing is ours. This prospect is fortified by the strengths embodied in:

- the willingness of the active citizens of Austin to form partnerships;

A safe and secure city  
will emerge only  
from building  
neighborhoods  
without fear.

- the City of Austin's goal of quality, customer driven service; and
- the men and women of Austin Police Department and their tradition of neighborhood service.

**CHALLENGES: Why COMMUNITY Policing HAS NOT BEEN COMPLETELY IMPLEMENTED ANYWHERE**

Though most major cities are paying homage to the benefits of community policing, what it means and how to do it varies remarkably across the nation. A change in the way police view their role cannot occur rapidly. These are the reasons:

- The command and control model of traditional policing, by its nature, cannot readily give birth to a style of policing that stresses initiative over mere compliance, promotes familiarity with neighborhoods rather than detachment, and measures quality of life impact rather than just calls for service, arrests, or tickets.
- The role of the police officer as peace keeper and problem solver competes unsuccessfully with the Hollywood image of ruthless crime fighter.
- The complex process of organizational reform has not been refined.
- The urgency of combating the "crisis of the moment" steals away the planning time which is critical to long term sustenance of the change effort.
- Comprehensive, coordinated community involvement has not occurred.

Four of the five reasons above are grounded in difficulties internal to a police organization. Before police departments can become agents of change with neighborhoods and with other public and private entities, police departments must resolve these internal impediments.

The Austin Police Department faces the following additional obstacles to full implementation of community policing:

- limited resources and infrastructure;
- a failure to manage call demand appropriately thereby denying ~~subject~~ time to build relationships and engage in problem solving;
- the lack of a department-wide vision of community policing;

The interaction of police and community is the foundation for building trust, support, and confidence. Keep in mind that the process is built one encounter at a time.

Wally Bock  
*Clear Vision*

- o the perception of police personnel as being unappreciated by the public and somewhat unsupported by police management;
- o the lack of a perceived crisis to rally around and motivate change; and,
- o the presence of unresolved racial and ethical assumptions regarding police.

### THE FUTURE - PHASES OF CHANGE

This report is a blueprint of the future for the Austin Police Department. It provides the broad framework necessary to begin detailed action plans to change. The transformation will occur in three stages that mirror the goals of the City of Austin: Focus on Customer Service, Invest in the Workforce, and Live Within our Means.

**Goal One:** Determine the difference between what citizens want and what police can provide.

We will continue the process of defining customer needs at the neighborhood level and assessing our capacity to meet community expectations. The preponderance of activity involves a self-assessment of the way we do business. This marks the first time in the history of the department that an assessment of this magnitude has been undertaken.

**Goal Two:** Enrich the work experience for personnel.

Proper deployment matches people to jobs. Enabling employees to perform those jobs adequately requires the Department to recruit selectively, train adequately, and reward appropriately. Citizens have indicated that a greater investment in training for police employees is needed, particularly in areas associated with cultural awareness. Recruiting efforts will be focused on attracting applicants temperamentally suited to the tenets of community policing who reflect the racial and ethnic diversity of Austin. The entire system of providing assignments, promotions, and rewards will be aligned with the goals and objectives of the Department and to assure the system is fair, equitable, and valid.

**Goal Three:** Optimize resources through the investment in technology and long range planning for unresolved budget issues.

information management and revamping 9-1-1 are two areas where technology can free human resources to better respond to neighborhood needs. To improve response times, the demand for calls for service must be managed to assure all calls are handled well, but that emergency calls receive the

Though we are proud of the progress made through community initiatives these last two years, it is sometimes frustrating trying to do new and different things under the burden of old systems, processes, and policies.

immediate attention required. Consolidating police information systems into a relational database will positively impact criminal investigations, property recovery, crime analysis, and the quality and utility of statistical information. Incorporating a database to house all police records and enhancing data entry capability through the use of lap-top computers is the single most important technological advancement the Department can make. Investment in technology, acquisition of capital items, and long range staffing plans require thoughtful consideration of priorities, balancing the need to operate effectively within fiscal restraints with the need to continually improve operations and support systems.

### **WHAT HAPPENS NEXT**

This document was written to provide direction for the Department. In its present form, it is not a detailed plan, but rather a guide to set in motion the activities required to achieve our destination. This document was written in order to assure that those involved in the partnership - the police employees, other governmental and private agencies, and the community - understand and enthusiastically support the direction we are taking. To this end, we issued the first draft to hundreds of representatives within the Department and the community. Along with the resounding feedback of "Let's get on with it!", we received insightful suggestions which were incorporated into this final document.

Now the real work begins; that is the determination of 'who, what, when, and how' we will accomplish our goals. In the process, this paper will be transformed from a conceptual document to a planning document. Activity has already begun within the Police Department to formulate detailed plans based on the framework outlined in this paper. Areas of responsibility, tasks to be performed, and timelines for completion will be developed. A significant measure of outcomes can be accomplished within prevailing resources; others may be delayed until resources are available. Work will begin immediately on the self-assessment process, for it is this analysis that forms the basis for our capacity to address the challenges.

A continual process for improvement has begun. For us, this means hard work for a long time, but we cannot be intimidated by the magnitude of the challenge, for the rewards for the Department and for each neighborhood in Austin are too momentous to forfeit.

## Chapter Two

### The Past

Austin Police Department has a rich history of policing. In the early 1900's, with horses and Model T's, six shooters and brass badges, a handful of Austin police officers guarded the rights and property of the City's founders. Now, almost a century later, the looks and methods have changed, but the mission and dedication remains the same.

The saloon brawls of yesteryear have been replaced by a new breed of crime, fueled by drugs and fanned by violence. New problems required new solutions. The Austin Police Department met the challenge by creating specialized units to target the evolution of crime.

Police borrowed from the past returning officers to horseback, walking patrol, and bicycles to police areas with high pedestrian traffic. Neighborhood Centers were opened to work directly with neighborhoods. Narcotic Units, Organized Crime and Repeat Offender Units, and a Special Missions Team were formed to address drug trafficking and serious, career criminal activity. Victim Services was implemented to deal with the other side of crime, offering crisis intervention and support for victims and survivors of crime.

And the list goes on and on. Techniques and images may change, but the age-old dedication to service and protection is a legacy to be handed down for generations to come.

### Budget Reductions and Stress

Austin was one of the last cities affected by the economic decline of the '80's. But when the budget cuts occurred in 1988, the Police Department was particularly distressed. The Police Department lost 44 civilian positions due to budget reductions. Crime analysis was virtually abandoned. Crime reports stacked up for want of data entry personnel. Police officers were reassigned

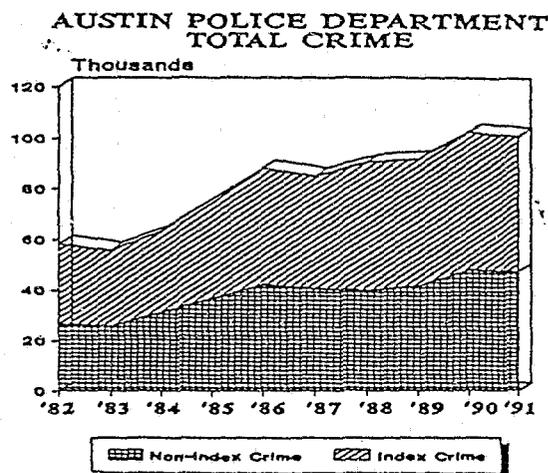
Service has always been the cornerstone of the Austin Police Department; now that mission is enhanced through a problem solving partnership with the citizens of Austin.

The unpredictability of daily police work requires an unusually high degree of job security.

Malcolm Sparrow  
Harvard University

to mitigate the loss of civilian positions. Roles changed causing morale to dwindle. At a time when the City was valiantly trying to do more with less, things like record keeping, training, and inspections seemed the most expendable.

Nevertheless, the department pressed forward with changes to keep abreast with national policing advancements. An Automated Fingerprint Identification System (AFIS) was secured from Houston at a bargain price when they upgraded their system. An automated method to track pawned items was initiated to recover stolen pawned property. The 9-1-1 communications capability was enhanced, a computer-aided dispatch (CAD) system installed, and mobile data terminals (MDT's) added to patrol cars.



Though understandably proud of these accomplishments, none were as successful as they could have been due to resource limitations. Personnel were not available to load AFIS with fingerprint classifications or to enter pawn tickets into the computer to reap full benefit from the pawned property system. There were too few 9-1-1 operators and insufficient numbers of MDT's installed. As other departments around the country were making giant technological strides permitting access to databases on warrants, offenders, and crime patterns, the Austin Police Department was struggling to keep up.

**BEGINNING OF RECOVERY**

The seeds of community policing were planted in 1989. By 1991 the City Council and City Management enthusiastically supported a multi-year plan to implement community policing. During the last two years, the department has made notable headway toward recovery and revitalization. Significant resources were targeted to meet the basic needs of a police department that must, at a minimum, provide rapid response to life threatening emergencies.

The Police Department's shift in philosophy punctuates other changes undertaken by all City Departments; that is, the focus on customer service and continual improvement of operations. Although the Police Department has a long history of service orientation, a change to community policing involves becoming a problem solving catalyst in every neighborhood while still attending to the basic demands of traditional policing; and to do so, in an environment of continuing fiscal restraints.

The tight budgets of the '80's produced a degree of uncertainty previously unknown to police; when that security is lacking, either in fact or perception, the result is a heavy demoralizing effect.

## Chapter Three

### The Present

#### MEETING CHANGING DEMANDS

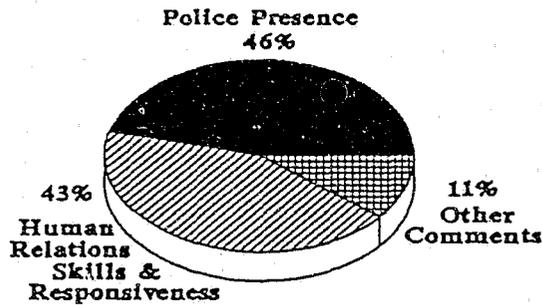
The citizens of Austin have spoken loudly and conclusively. In meeting after meeting with citizen groups, the resonant cry was for more police. Citizens reasoned that more neighborhood based police presence would assist in crime prevention and guarantee rapid response to emergency calls.

This recent input substantiates the Austin Quality citizen survey conducted in May, 1992 where the largest single category of responses advocated increasing the number of police officers. This response was given to an open-ended question of 'How can we improve the quality of Austin Police Department services in the future? Eighty-six percent of

the responses related to some aspect of human resource management, with 46% focusing on increasing the number of police officers.

Austin patrol officers are assigned to neighborhoods, but police presence is not always noticeable because 9-1-1 call demand frequently pulls officers from assigned districts to answer calls in other neighborhoods. More police may certainly be part of the answer; but where police are deployed and what they are doing can have a stronger influence on providing citizens with a greater sense of security.

#### CITIZEN SUGGESTIONS FOR IMPROVING POLICE SERVICES



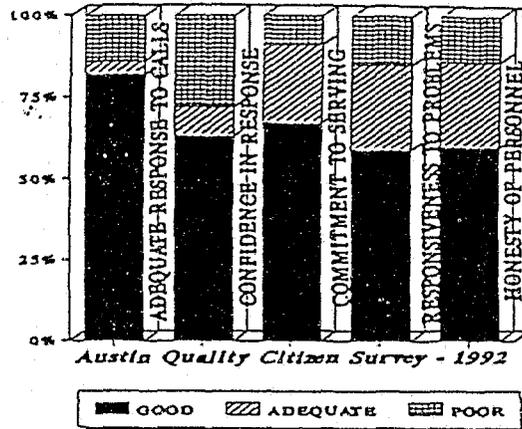
Austin Quality Citizen Survey - 1992

Researchers contend that if a relationship exists between crime rates and police, it is associated more with the tactics of police than with their numbers.

U. S. Dept. of Justice

Currently the Department utilizes a computerized process to track calls for service, response time, time spent on calls, and the resulting formulation for allocation and deployment. The deficiency of this system is that it measures what occurs, not what needs to occur. Five components define the patrol staffing level a department requires to do its job:

**RESPONSIVENESS TO CITIZENS**

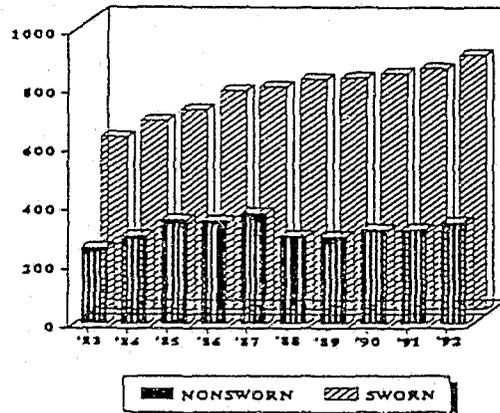


1. Number of calls taken by Patrol and the amount of time it takes to handle them
2. Number of officers assigned to Patrol (excluding specialized or support units)
3. Absentee rates caused by leave of all kinds, including vacation, sick, holiday, court, and training
4. Geographical issues relating to patrol districts, such as size and condition
5. Definition of the Department's vision (reactive response to calls for service requires one level; partnership, problem-solving, and performing community defined functions require another)

**STRUCTURE OF THE ORGANIZATION**

Additional personnel is but one part of the equation for building neighborhoods without fear. The structure of the organization must be reconfigured to correct some old problems and to promote the transition to community policing. Three areas are of particular concern: empowerment, coordination, and communication.

**TEN YEAR STAFFING**  
Austin Police Department

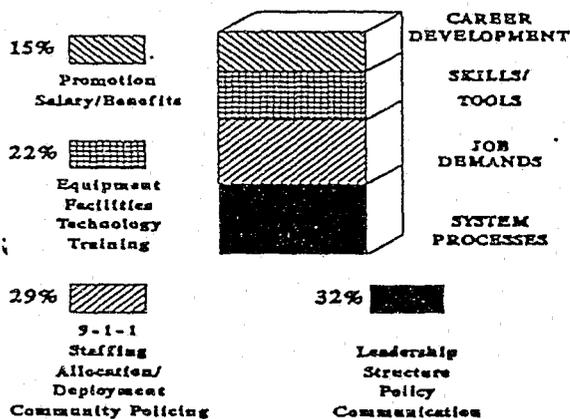


*Empowerment*

Police officers have long been accustomed to doing their jobs "by the book". Detailed policy and procedure manuals attempt to describe action for every eventuality. These instructions are written and passed down to the operational level of the department. New ideas and methods are seldom conceived, evaluated, and implemented from the lower ranks.

Admittedly, there is a need for some standing orders and procedures. Uniform standards are necessary to uphold the professionalism and integrity of the department. A hindrance arises, however, when policy is constantly being changed in an attempt to cover every possibility. The policy manual becomes a tome with each new entry being traced to the error of a particular officer. As a result, officers do not have to think or have new ideas to solve problems. Sensitivity and creativity are stifled. Uniformity operates on the assumption that wealthy suburban districts should be policed the same way as public housing areas and precludes the discretion and empowerment needed by officers to respond to particular neighborhood problems.

**MAJOR POLICE ISSUES**  
As Identified in Employee Meetings



elements associated with specialist units. Therefore, coordination and communication between specialists and generalists becomes vitally important.

*Communications*

Ineffective communications is a problem common to almost all organizations. The Police Department is no exception. Officers say they hear more information about department policies and operations from the news media or from each other than they do from supervisors. Yet experts from widely different schools of management regard first-line supervisors as the key to organizational responsiveness and change.

*Coordination*

It becomes increasingly onerous to focus on a unified vision when the proliferation of specialized units blurs distinctions of responsibilities. This results in overlapping functions. Police activity requires some degree of specialization but for the most part, the majority of police employees deal with all varieties of those

Police officers have little time to think or have ideas; most of the day is taken up just trying not to make mistakes - doing their jobs "by the book".

Decentralization of facilities created problems, as yet unresolved, in areas of communication and coordination.

APD has eight ranks for a department of over 900 officers . . . The Roman Catholic Church does a fairly good job of disseminating values with only five layers.

Malcolm K. Sparrow

Community policing is not a 'band-aid' approach to crime, it involves identifying the underlying causes contributing to crime fear, and disorder and forms community-based problem solving partnerships to address those root causes.

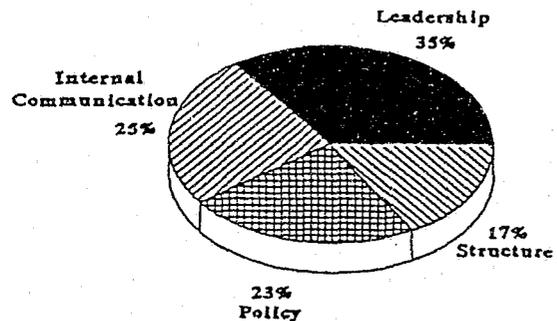
The nature of the rank structure itself is an obstacle to the effective communications necessary to instill new values within a department, primarily because it consists of many thin layers. Physics teaches that the best protection from cold weather is many, thin layers of clothing rather than a few thick ones. Likewise, the typical layers of police ranks becomes an effective barrier, insulating the top ranks from the bottom. While we cannot readily remove all obstacles involved with the rank structure; we can, and must do a better job of communicating within and among ranks.

### CULTURE OF THE ORGANIZATION

For police, community policing is an entirely different way for officers to see themselves and their role in society. It is nothing less than a fundamental culture change for the organization. Herein lies the complexity. Police culture has incredible strength and great resistance to change.

The unusual strength of the police culture can be attributed to two factors. First, the always stressful and sometimes dangerous nature of police work produces collegiate bonds of considerable power as officers feel besieged in an increasingly hostile world. Second, the long hours and rotating shifts are not conducive to a normal social life; thus, the majority of an officer's social life is confined to members of the police department.

### SYSTEM PROCESSES



Police employees identified internal systems as the major concern facing the department. 32% of all comments targeted this area.

The repercussions of change impact police managers to a much greater degree than line officers. The practice of community policing finally allows what most officers decided to become police officers for in the first place, that is to help others and make a difference in the world. But for managers, who through traditional policing, are conditioned to command and control techniques, the change is much more drastic. Supervisors must empower, remove obstacles, facilitate, and support employees in the pursuit of common goals.

### STATE OF INFRASTRUCTURE

#### Facilities

The Police Headquarters facility and the Training Academy require extensive repair. The most serious deterioration was addressed in the FY 1992-93

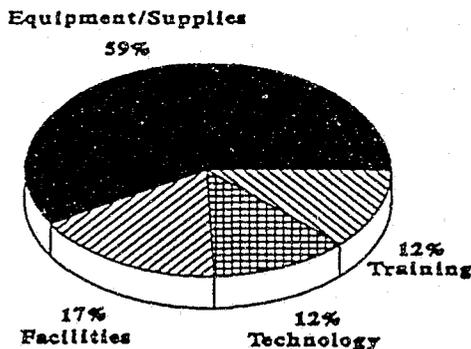
budget. In addition to maintaining current capital assets, space overcrowding will continue until new substations are built through the Capital Improvement Process in 1995 and beyond. Overcrowding at Headquarters and the Training Academy may be addressed through the acquisition of Bergstrom Air Force Base by the City. The current facilities at Bergstrom are suitable for communications operations, stables, housing for canine, training, and office space.

### Equipment

When compared to other similar size departments, the equipment available to Austin police officers is adequate for the most part. Problems exist, however, in first time acquisition, maintenance, and securing replacement equipment. Budget considerations, for example, precluded the ability to totally equip Patrol with mobile data terminals. This resulted in confusion for dispatch personnel and fostered resentment among those being less equipped than the majority. Other areas of concern involve the purchasing process, delays in issuance of replacement equipment, and keeping pace with technology.

It becomes difficult to accurately assess equipment needs when inventories of fixed assets are fragmented throughout the department. Redundancy of record keeping and currency of information are other areas of concern.

### SKILLS & TOOLS



*Law Enforcement & Specialized Equipment* Employee concerns regarding appropriate skills and tools comprised 22% of the major issues outlined in employee meetings.

Vehicles: Austin police cars are driven 24 hours a day, 365 days a year. Though adequate numbers of vehicles are usually available, timely replacement of old cars is problematic.

Weapons: Media reports have led to a growing concern with the effectiveness of the weapons and ammunition currently in use by the Department. In response, current authorized weapons and ammunition is under review. As a result of the review, the type of ammunition issued to officers was recently changed increasing the confidence level and morale among line officers.

An Inventory of fixed assets was computerized in 1991, but has not been maintained (updated) since March, 1992.

Superior transportation, trustworthy weapons and ammunition, and reliable communications equipment are of utmost importance to police.

Burgeoning personnel costs compel the use of technology to maximize efficiency.

The conversion to a relational database for offense reports is critical to virtually all police operations.

Special Equipment: Other considerations involve specialized units, such as the Hostage Negotiation Team and Mounted Patrol, who lack equipment that is peculiar to their needs.

*Office and Support Equipment*

Recent budget constraints have precluded the ability to replace aging office equipment. Examples of needed equipment range from personal computers to office furniture. Some police Divisions lucky enough to have a personal computer are still disadvantaged by the lack of sufficient memory to store and process data efficiently or the inability to network with other computers within the department. Availability of usable chairs is pronounced to the degree that chairs must be shuffled from one office to another when meetings are held or citizens come in for service.

*Technology*

The technological advances of the last decade is nothing short of a revolution in changing the way business and society operates. The Austin Police Department historically has committed to furthering technological advances in policing.

■ *Computer Aided Dispatch (CAD)*

CAD is the computerized system used to track the activity of police officers on the streets, assign calls to the appropriate district officer, and measure the time it takes to arrive and complete each call. Austin's CAD system was installed in 1988 and contains other enhancements, such as call history by location. For example, police officers headed to a call know in advance what other recent events have occurred there, such as a shooting or an assault on a police officer, thereby preparing the officer with useful information. Supervisors can monitor the calls waiting for dispatch so that the workload can be managed more efficiently. CAD was a radical departure from previous experience. It has taken time to familiarize the Department with its operations. Now the objective is to thoroughly understand all of its capabilities and maximize their use.

■ *Basic Computerization*

Policing today requires access to a multitude of federal, state, and local databases of information to track wanted persons, offenders, outstanding cases, vehicle registrations, etc., for tactical operations as well as provide the capability of performing crime and trend analysis by geographical location.

The Department is fortunate in having an in-house programming and systems staff to handle the many requests for specialized applications. The incident report process is the major problem confronting operations. Incident reports are stored in the Police Information Network (PIN) system which was implemented

in 1981. While functioning adequately for report storage and Uniform Crime reporting, the system was never designed to be used for analysis.

The two primary problems lie in report entry and information retrieval. Offense reports are handwritten by police officers with identical information (i.e., names, addresses, descriptions, etc.) being copied over and over by additional officers making supplements to the offense. Later, this redundancy is continued by data entry personnel as they enter the reports into the computer. No one has access to this information until entry is complete; when data entry delays occur, the chances of apprehension or property recovery is essentially halted.

The Data Processing Division is currently completing a relational database system to replace PIN that will fix many of the problems currently experienced. DEORS, (Direct Entry Offense Reporting System) allows integration of all reporting systems. Currently offense reports are housed on the PIN system and other systems, such as accidents, article tracking, field observation reports, and court information, are housed on another. When trying to locate a name or vehicle, for example, an inquiry must be made on each system. Implementing DEORS will eliminate this time-consuming task. Additionally, the use of lap-top computers for patrol will save days, in some cases weeks, of delayed entry.

#### *Science*

Automation of the mug shot system will occur in 1993 allowing instant availability of mugshots and eliminating the costs for chemicals, processing, and manual filing. The Department will also become the regional facility in the state-wide Automated Fingerprint Identification System using equipment provided by the Department of Public Safety. The applicability of other scientific technologies will be examined in 1993 to further address departmental needs, such as laboratory advances (Serology), imaging, and optical scanning.

#### *Training*

The Austin Police Academy provides recruit training and in-service training. Recruit training occurs over a six month period and covers basic courses in law, social and police sciences, and departmental policy and procedure to qualify successful applicants for service as Austin police officers. Forty hours of bi-annual in-service training is required by state statute to all sworn members to keep current their knowledge of law and procedure as well as updating policing skills. More recently the 40 hour in-service training has been conducted annually to provide problem solving expertise and to accommodate City mandated training.

A very limited amount of training is provided in the commands where officers work. This includes group instruction by videotape or an instructor for skills or

#### Benefits of DEORS:

Timely entry of reports

Early case closure ability

Effective case management

Enhanced crime analysis

Integrated systems

Ability to participate  
in FBI Incident Based  
Reporting System

Relational database  
containing all police  
information systems

Training cannot be centrally focused on the same old traditional, paramilitary process. The priority in the '90's is one of service. It is not just to kick backsides, take names, and make arrests.

Rubén Ortega

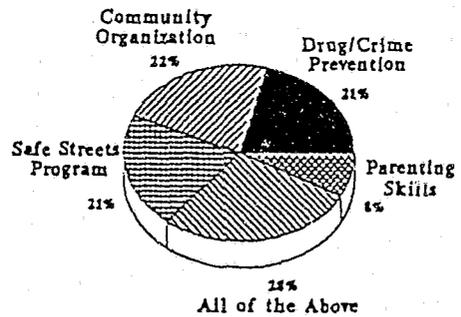
Retired Chief of Police  
Phoenix, Arizona

general policy changes where less intensive training is required. The demands on Training Division's time, space, and personnel, compel that alternate methods of training be enhanced.

When policing extends beyond code enforcement, new skills are required. Meetings with employees and an employee survey conducted in December, 1992 revealed particular training needs for Patrol. The training areas identified included additional drug and crime prevention training and community organization skills. Safe Streets is a program conceived in California that provides for civil remedy for citizens victimized by crime and drug activity in their neighborhood. Officers educate neighborhoods concerning avenues of redress other than criminal courts.

The greatest dearth in training lies in management training. Except for a few individuals that are sent to long-term management schools, by and large, employees are tested, promoted, and assume leadership responsibility without the benefit of appropriate training. A supervisory course is taught for newly promoted supervisors, but the training primarily focuses on the mechanics of supervision. Since community policing is most onerous on mid and upper level managers, training opportunities must be expanded.

TRAINING NEEDS DEFINED  
BY  
PATROL OFFICER SURVEY  
November, 1992



## Chapter Four

### Strengths

Community policing is the operating strategy and philosophy of policing in which police officers create a partnership with citizens and other public and private agencies to identify, attack, and resolve problems that the community perceives as engendering crime, fear of crime, and disorder. When the transition to community policing began, Austin Police Department already had a rich history of programs that embodied this philosophy.

Current and future residents of Austin will be the beneficiaries of a police department and citizens who are ready and willing to undertake the challenge of achieving self-reliant neighborhoods. Austin is poised to become a role model for other departments in this evolution in the policing field. This prospect is due the strengths embodied in:

- the citizens of Austin;
- the City of Austin's goal of quality, customer driven service;
- Austin Police Department's tradition of neighborhood service; and,
- the men and women of the Austin Police Department.

#### The Citizens of Austin

Quality of life is Austin's most precious resource. The climate, the natural beauty, the economy, and a wealth of human resources make Austin a place where people want to live and raise families. The culture in Austin varies from

TEXAS

Land, Oil, Cattle,  
Natural Gas,  
Agriculture,  
Business,  
High Technology

...

but the greatest  
resource is its  
people.

Police, like other other agencies of government, should not do for citizens what citizens can do for themselves.

I think the enlightened view of police is that they are there to help people reclaim their neighborhoods from criminals and violence.

That is truly a community effort and one that the police alone cannot resolve.

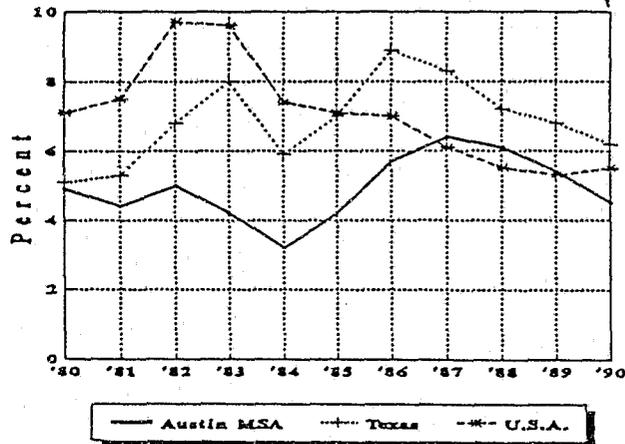
Joseph D. McNamara  
Stanford University

Since beginning the transition to community policing, the Austin Police Department has organized six Neighborhood Advisory Councils.

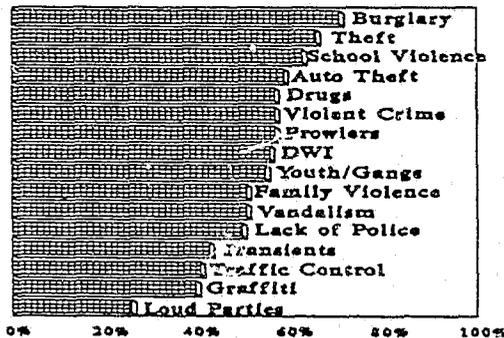
"boots and jeans" to tuxedos and glitz. It is a place where people can be whoever they want to be. It is a metropolitan city with a small town atmosphere. People come to Austin, presumably temporarily, to go to school, work, or serve in the military, and then do not want to leave. For these and many other reasons, the citizens of Austin vigorously defend any intrusion to the quality of the environment and to the safety and security of their neighborhoods.

The Texas economy was built on vast land resources, cattle and agriculture, and oil and gas. When the decline in oil prices occurred, Texas and specifically Austin, scrambled to replace the economic base with industry and service economies that protected the environment. Even through economic decline, Austin demonstrated resiliency by quickly becoming a mecca for the computer industry.

UNEMPLOYMENT RATES  
Austin MSA, Texas, U.S.A



CITY-WIDE  
HIGH PRIORITY CONCERNS



Austin Quality Citizen Survey - 1992

Through the roller coaster decade of the 1980's, Austin experienced a "boom and bust" economy, but still fared better than most other cities. Long-time residents of Austin held on and new citizens continued to come, making Austin the third fastest growing city in the United States. From 1980 to 1990 the population increased by an astounding 35%.

Neighborhoods are another prodigious asset to Austin. The major neighborhoods that comprise the city are as distinct in makeup as they are similar in their determination to survive and prosper. Activism defines their character and pride their nature.

In the last few years, large direct and indirect investment has gone to strengthening the lifeblood of the city, its neighborhoods. Eight Austin neighborhoods have been targeted for intensive attention. Economic

development, creation of affordable housing, job creation, and job training are but a few of the activities designed to bolster the ability of neighborhoods to flourish. Moreover, a partnership among citizens, community organizations, and police have embattled the deterioration of neighborhoods rooted in the drug trade and the violence it spawns.

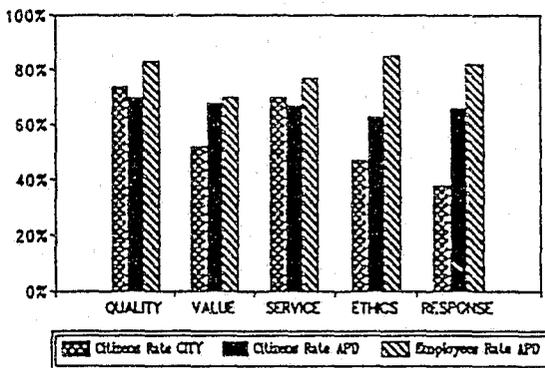
Serious work still remains to be done. More neighborhoods are waiting for the advantages manifested by selection as a target neighborhood. Property crime and drug activity are still formidable foes. Fear is still prevalent in many neighborhoods. Reducing crime and violence will not be enough. To declare victory, fear must be supplanted by feelings of safety.

### City of Austin's Dedication to Quality

The City of Austin has taken deliberate first steps toward transforming all City departments as customer driven, quality focused operations. For the last four years, the precepts of Total Quality Management have been instilled in managers, and now employees are undergoing training as well. A structured problem solving process is being taught to focus on continual improvement of services.

Cooperation and coordination from other City Departments is essential to solving the myriad of problems police officers face. In some cases, the police department becomes the customer of other City Departments. In other instances, police officers facilitate services provided by other City agencies to citizens. Cultivating a shared vision with other City departments magnifies the effectiveness of services to citizens. The integration of B.A.S.I.C.S. (Building Austin's Standards in Customer Service) and community policing is indicative that we are not simply embracing a 'new program' but are truly changing the way we conduct business. These are not separate programs. To implement one is to achieve the other.

AUSTIN QUALITY SURVEY  
1992



### Austin Police Department's Heritage of Neighborhood Services

Throughout its history, the Police Department has remained close to the neighborhoods they serve. Even in tight budget years, attention was paid to providing services tailored to the needs of citizens.

Austin Police Department has Total Quality Management focus groups solving problems related to:

- Graffiti
- Minority Recruitment
- Communications
- Gasoline Drive-Off Thefts
- Internal Affairs

### COMMUNITY PARTNERSHIP

The South Hampton Hills Neighborhood Association met with district officer William Kennedy about growing disorder and juvenile problems in the neighborhood. A fear persisted that gang and narcotic activity was developing. Residents made daily logs of suspicious persons, vehicles, and activity in the area. The police responded with high visibility patrols, field observations, and intelligence reports. Working together, they were able to stop the gang from ever getting organized.

**COMMUNITY  
PROBLEM SOLVING**

Graffiti was a problem in the Windsor Park neighborhood. Officer Ralph Tjerina and Officer Bruce Thompson, the Neighborhood Center Officer, met with the Neighborhood Association to organize a clean-up.

Residents and numerous district officers donated an entire day to repaint. Ten buildings, walls, and fences were repainted with paint and supplies donated by local businesses.

Three young artists created a mural - "Get Into It - Education" across from one of the schools. Only three areas were retagged; and the same group went back and repainted those and other areas in the neighborhood.

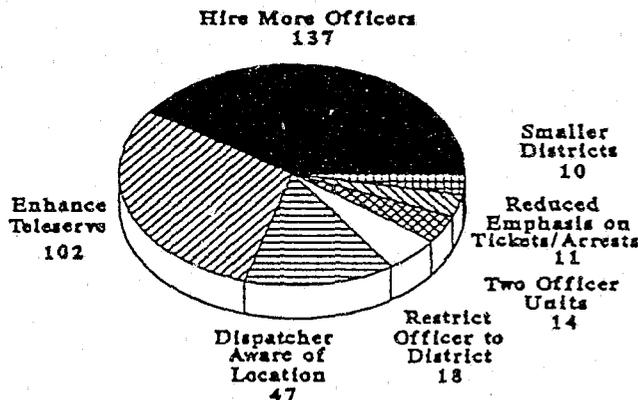
Whatever the assignment, Police employees believe the best way to fight crime is to prevent it, and the best prevention is education. Crime prevention and education programs such as DARE (Drug Abuse Resistance Education), PAL (Police Activity League), Gang Liaison Unit, and Adopt-A-School projects targets Austin's youth. The Citizens Police Academy acquaints adults with police policies and procedures. Community Services Division offers additional crime prevention programs.

**THE MEN AND WOMEN OF THE AUSTIN POLICE DEPARTMENT**

The Department is rightfully proud of its legacy of neighborhood service, but the time has come to transcend the programmatic approach of community service. Programs, such as DARE or PAL, while worthwhile, involve a very limited number of personnel providing services to a small segment of the population. The vast majority of police employees are otherwise engaged. The new direction for the department calls for all employees to become neighborhood advocates. A holistic approach to service provision at the neighborhood level would include handling emergency calls, problem solving, education, and crime prevention.

To enable patrol officers to assume this wider role at the neighborhood level, it is essential that ownership be developed at the district level and that officers can remain in their district to provide these services. A survey conducted in December, 1992 asked patrol officers what changes are necessary to allow this to occur. The chart below highlights their response.

**SURVEY QUESTION:  
What can the Department do  
to allow officers to  
stay in their districts?**



## Chapter Five

### Obstacles

The obstacles to full implementation of community policing in Austin include:

- limited resources and infrastructure;
- a failure to manage the demand for services appropriately thereby denying sufficient amounts of time for building relationships and engaging in meaningful problem solving;
- the lack of a department-wide vision of community policing;
- the culturally inward focus of police personnel, abetted by a feeling of being unappreciated by the public and somewhat unsupported by police management;
- the lack of a perceived crisis around which to rally and motivate to committed change; and
- the presence of unresolved racial and ethical assumptions regarding police.

#### LIMITED RESOURCES

Austin gained 47 new officer positions in FY 1991-92 and FY 1992-93 as the beginning of a five year plan to strengthen police operations. This added strength will alleviate workload for street officers but create more activity for support operations. Future staffing plans must include attention to rebuilding

The job of police becomes one of applying the minimum amount of regulation necessary to guarantee the maximum amount of freedom.

the support staff so that police officers are not assigned functions more economically provided by nonsworn personnel. In addition, technological improvements designed to curb the need for increasing amounts of personnel must be considered. Finally, if city revenues do not improve, the repair, replacement, and expansion of facilities and equipment will be threatened.

**Time**

Perhaps the largest impediment preventing full implementation of community policing is time. Officers must have time to stay in their neighborhoods to get to know the people, the problems, and the solutions. Presently, though Austin patrol officers are assigned to neighborhoods, they spend a considerable amount of time outside their districts answering calls for service. It is a significant irony that 9-1-1, originally conceived to provide faster and easier access to emergency services, has become a boondoggle that in some cases actually delays response to true emergency requests. The fault lies not in the 9-1-1 system, but in the way it is utilized in Austin.

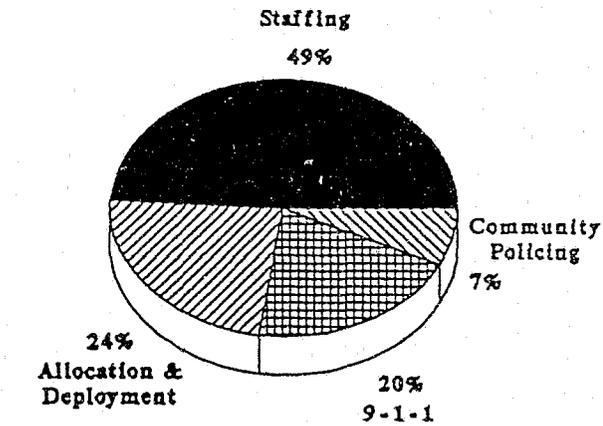
The telephone (9-1-1) and radio dispatchers actually manage patrol to a greater extent than police managers.

Large cities across the nation reserve the use of 9-1-1 for emergencies only except for Austin, Texas. Here, 9-1-1 was marketed as the number to call whenever any police report was necessary. The tremendous influx of non-emergency calls is detrimental not only to persons truly needing immediate police response, but also to those needing Fire or EMS

emergency service. Currently over 90% of police calls to 9-1-1 are non-emergency in nature. This volume has resulted in some citizens receiving a recording when calling 9-1-1. This is absolutely unacceptable! Fundamental to changing this situation is managing the demand for police services in a way that guarantees immediate response when necessary with some degree of flexibility in responding to non-critical situations.

The Police Department employs a priority system to dispatch those calls needing immediate attention first and delaying response on non-emergencies. Problems arise when the Department's definition for "emergency" and the citizen's definition conflicts. For instance, when a citizen arrives home to

**WORK DEMANDS**



Staffing issues comprised 29% of police employee concerns. Support staffing and patrol demands dominated the issue. Patrol felt the biggest impediment to problem solving was time.

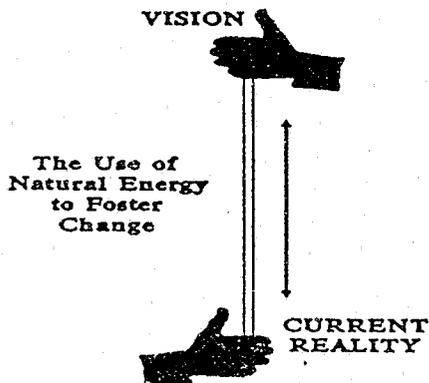
discover his/her home burglarized, this constitutes a personal crisis; yet a rapid response by the police cannot undo what has been done. The police must weigh the need for rapid response for this one incident in context with other criminal activities occurring simultaneously where life or property is in immediate danger. Both perspectives are unlikely to change. The challenge is to develop a response that relieves the citizen's concern without jeopardizing emergency response to others.

In some cases, motorized response may be unnecessary at all. Many reports that lack physical evidence may be taken by telephone at the citizen's convenience. This provides immediate service for the citizen and quicker access to the computerized report for the police. The Teleserve Unit currently takes 18% of all calls for service in this manner. Whether police are dispatched or a report is taken by phone, citizens must be assured that they are receiving the same level of service. The designation "low priority" should reflect only the immediacy of dispatch not the importance of the report.

### Vision

The one essential element of any successful organization is directly attributable to the leader's ability to turn possibilities into realities. Leadership is defined by the willingness of the people who make the decisions and control the resources in a police department to become evangelical in directing the way toward a service oriented, quality driven organization. Successful leaders recognize that change is difficult and not everyone will embrace it. Those with power must display strong and courageous leadership that is compassionate but firm in the commitment.

### CREATIVE TENSION



Leadership begins with the principle of creative tension. Creative tension comes from seeing clearly where we want to be, the vision, and recognizing the truth of where we are now, our current reality. The distance between the two creates a natural tension that can only be resolved in one of two ways. The current reality can be raised toward the vision; or the vision can be lowered toward the current reality.

Without vision there can be no creative tension. The only natural energy for changing reality comes from having a vision of what could be, and that picture must seem to be more desired than what the current reality is. The energy for

### VISION

The Austin Police Department is committed to providing outstanding service with fairness, justice, and equity for all. To this end, we will interact with our customers through a community policing approach to solve the problems of crime, safety, and the fear of crime in our community.

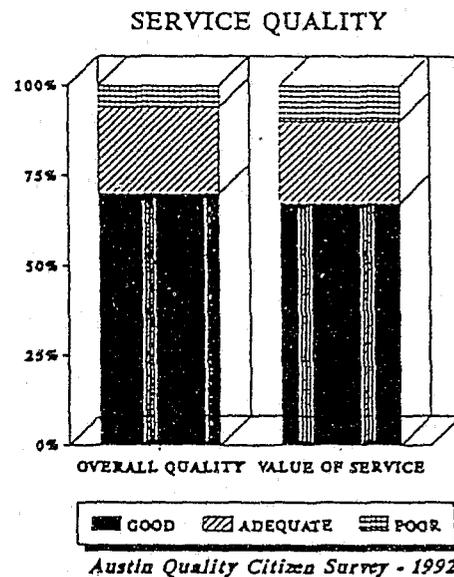
change in problem solving comes from trying to change a bad situation. Once the situation improves, the change process withers. But with creative tension, the impetus for change comes from the vision of where we want to be, juxtaposed with current reality. Though the distinction may be small, the consequences are not. Sustained commitment for change comes from vision, not from a myriad of problems driving the process. The primary responsibilities of leaders, then, is to define reality as it exists now and to build aspiration for a shared vision of what could be.

### INWARD CULTURAL FOCUS

Implementing community policing is not a simple policy change that can be effected by issuing a directive. It is not mere restructuring of an organization to do the same things more efficiently. Nor is it a cosmetic decoration designed to impress the public thereby promoting greater cooperation.

There are strong indications that APD employees feel misunderstood and unappreciated by the public and by management within the Department. This perception makes change difficult. Recent surveys and meetings with citizens do not substantiate this perception. In meetings held throughout the city, the majority of citizens demonstrated appreciation and support for the Police Department.

The last citizen survey showed similar support from the public. The survey was conducted soon after the "Yogurt Shop" tragedy and the Rodney King-Los Angeles riots. In spite of this ill-timing, not a single respondent mentioned either of these incidents in their comments. Likewise, out of 468 citizen comments, there was not a single reference to unsolved homicides or police brutality. Presumably, public opinion is fairly resilient indicating that attitudes about APD may be slow to change but are generally positive.



There is an element in the community that wants police to take the bad guys out at almost any cost. Then there are others that find that totally disagreeable.

The cop gets signals from a whole lot of different places. They are working in a society that, because of its freedom, is so diverse in its ideas that there is almost nothing police can do right with any consistency.

Corrections Bureau

Police Executive

Research Forum

### Lack of a Perceived Crisis

Researchers in the dynamics of organizational change generally agree that groups change in the same way individuals do - only when they have to. Nothing propels change like a crisis. Private industry changes when market

conditions threaten their existence. Public entities change when similar threats in political or economic environments exist.

Yet, the Austin Police Department does not perceive an acute crisis. Unlike police in many other large cities, Austin Police believe they are having a positive impact on the lives of citizens. Officers acknowledge the serious threat of drug activity and crime in Austin, but also recognize that the problem is not as serious as in other, more notoriously dangerous urban areas. Officers still believe that they are in control, and react quickly and decisively to crime conditions within the community.

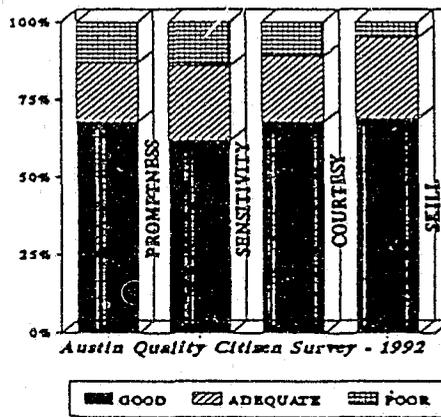
The lack of an actual crisis actually affords a unique opportunity. The Department is not pressured by a crisis to change quickly without the proper preparation. APD is strongly positioned to act based on:

- its tradition of service;
- its successful application of community policing principles by several of its specialized units and the renewed interest in problem solving by Patrol; and,
- the increasing commitment by the City to deliver quality service based on continual improvement.

### RACIAL AND ETHICAL ASSUMPTIONS

Austin, Texas is a city of diverse cultures living together amicably, for the most part. Austin has not experienced extreme racial tensions as are prevalent in other cities in America. Yet whatever progress is made in working in partnership with neighborhoods is never enough to erase feelings of inequitable treatment by minority members of our society. Bias and racial prejudice are by-products deeply conditioned by American history. Destruction of these assumptions requires both persistent and skillful effort. Doing away with overtly abusive and discriminating behavior, while essential, is not sufficient.

### SERVICE DELIVERY



Police officers reflect the prejudices of the community of which they are a part. They shouldn't, we pay them not to, but the sad truth is they are often as prejudiced as the rest of the community.

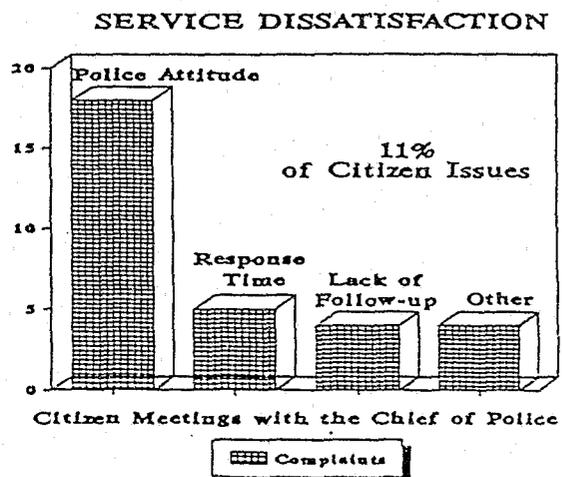
John Kleinig

John Jay College  
of Criminal Justice

Social research reveals that nonverbal behavior, such as body language, subtle facial expressions, and other nonverbal acts, communicates just as effectively and sometimes with greater impact than what is said or done. As society's front line defenders of constitutional rights, police are positioned to have more impact - for better or worse - on citizens they serve or even apprehend.

Recent meetings with citizens reveal that the actions of some Austin police officers demonstrate distrust and disrespect to persons of differing racial or ethnic background. Social research confirms this attitude is prevalent among non-white, low income people around the country. It becomes increasingly important for police to tailor tactics not attitudes when serving persons of low income or ethnic groups. Stereotyping has no place in policing.

The Department has spent the last several months actively working with members of different racial and ethnic backgrounds to address this common concern. Some groups have met with Executive Staff and others have met in problem solving meetings in different areas of the city. The meetings have two primary objects, to identify alternative training curricula for police officers and for groups to learn more about each other.



In addition to impressions of intolerance, within the last two years, a few members of the Police Department have been investigated, and in some cases indicted, for criminal misbehavior and police misconduct. The Department cooperated fully in the investigations and took appropriate steps to ensure justice. Regardless of the limited involvement by a fragment of officers, the Department was forthright with information so that the actions of a few do not damage the integrity of the entire department.

A recent survey substantiates the disparity in the way the Department and the public rates the ethical standards of the department. Favorable ratings for ethical standards in APD dealings with the public were given by 63% of citizens, which is significantly higher than the 47% favorable ratings given to the City operations as a whole, but considerably lower than the 85% rating by police employees when judging their own behavior.

You draw a police officer from society, and society is imperfect.

Ed Davis

California State Senator

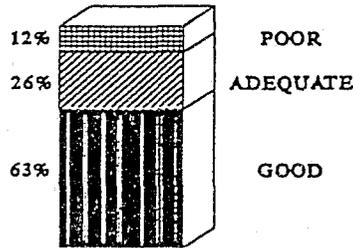
Community self-defense against crime and disorder is primarily a matter of private social control supported, but never supplanted by police.

George L. Kelling

Northeastern University

High ethical standards and the prohibition of bias are issues that must be addressed in Austin as in all police departments. Intensive training to work on the attitudes that unconsciously shape verbal and nonverbal behavior will continue to help personnel interact with citizens in a respectful and effective manner.

CITIZENS RATE THE ETHICAL  
STANDARDS OF THE  
AUSTIN POLICE DEPARTMENT



*Austin Quality Survey - 1992*

## Chapter Six

### The Phases of Change

The Austin Police Department is poised to embark on a systematic modification of operations. We have already begun a customer based needs assessment of the job to be done. This will remain a continuous process as we counter with a self-assessment of the department's capacity to meet or exceed citizen expectations. We will then restructure existing resources and operations to best fit the demand. Finally, we will identify initiatives that cannot be launched with current resources to target future budget requests. This transformation will occur in three stages of simultaneous effort that mirror the goals of the City of Austin: Focus on Customer Service, Invest in the Workforce, and Live Within Our Means.

Goal One: Determine the Difference Between What Citizens Want and What Police can Provide

Goal Two: Enrich the Work Experience for Personnel

Goal Three: Optimize Resources Through Investment in Technology & Long Range Planning for Unresolved Budget Issues

This document will serve as the framework for the development of detailed plans to accomplish the tasks required to strengthen the Department in our ability to optimize our service to the community. A significant measure of outcomes can be accomplished with prevailing resources; others may be delayed until resources are available. What can be done now, will be done.

Achieving self-reliant neighborhoods requires weighing the job to be done against what we have to work with now; restructuring current assets to optimum efficiency; identifying other resources needed; and developing a plan to do it.

If you are not in Patrol and involved in building the capacity for neighborhood self-reliance, then your job is to support Patrol in that effort.

Policing was modeled  
after the military. . .  
the chain of command  
prevails.

You do whatever  
you are told.

Other models suggest  
you analyze, you discuss,  
you have opinions.

The military model  
suggests you have  
to win, victory  
at all costs.

What we are saying  
today is  
police are service  
organizations.

Police do not  
have to win,  
they have to serve.

Conradus Bohan  
Police Executive Research Forum

Patrol is where  
philosophy  
is translated  
into reality.

Work will begin immediately on the self-assessment process, for it is this analysis that forms the basis for our capacity to address remaining issues.

### COMMUNITY POLICING - OUR STYLE OF SERVICE DELIVERY

The Austin Police Department is building on a foundation of long-standing community oriented programs and a newly revived spirit of community participation. But this is not enough. Practices should not be referred to as "community policing" simply because their intent was to lead to greater public involvement. Neither should community policing be referred to as a "program", with its implicit suggestion of a beginning and an end. Rather, community policing is a philosophy of service delivery and an ongoing process of continual improvement. Together with Total Quality Management, community policing represents an opportunity to explore new ways of dealing with age-old problems, and of finally bringing closure to them. It reflects a new strategic and tactical reality underpinned by inclusion with neighborhoods and other public and private entities that have a stake in ensuring high quality policing.

Historically, the military model was adopted by police departments as a means of controlling and directing the activities of "the troops" in a way that precluded, or at least inhibited, communication ("Ours not to question why..."). Police departments traditionally have functioned in a centralized, control oriented manner. Police service was delivered in a standardized manner, with little input from the citizens who received the service. Today, however, police officers increasingly expect to have their opinions heard and their input considered in the decision making process. Certainly Austin's residents have a strong desire to be heard - indeed, the degree of involvement among our citizenry can be counted as one of the City's greatest strengths.

Community oriented policing, with its strong linkage to Total Quality Management, not only enables, but encourages open communication. This capacity for information exchange is necessary in order to achieve another fundamental precept of community policing: Empowerment - putting decision making power and problem solving strength exactly where it is needed, in the neighborhoods.

The ability to do this is not as simple as it seems. It resembles a large puzzle where all the pieces have to be fitted properly before a picture comes into full focus with community policing serving as the frame to hold the pieces together. Improving the operations and essential management systems of the Austin Police Department within the context of community policing principles requires testing the strategies against at least three questions.

1. How does this help develop the capacity of the neighborhood to become self-reliant?
2. How does this help uniformed personnel deliver front line service?
3. Is this consistent with the quality principles and values that guide decision making?

Achieving self-reliant neighborhoods requires a concentrated focus on building the capacity of neighborhoods to participate fully in the solution of problems. Except for direct service provision, the role of police becomes one of facilitator, or catalyst in connecting citizens to resources. Each police employee must be able to associate his/her job responsibilities to the overall goal of strengthening the neighborhoods. This outcome requires assessment to determine the extent to which personnel provide direct service to the community and/or support uniformed personnel in that effort. The process will require a review of operations with the intent of streamlining processes to facilitate and support the efforts of the front line, uniformed officers. In some cases, mission statements and internal operations may need revision.

The Police Department joins the City in its quest for continual improvement and data based problem solving. Training and coordination is necessary to fully implement and measure the progress of our efforts. The Quality Council provides an important steering mechanism, but accountability to these principles must be cascaded throughout the department. The process to link and coordinate activities between problem solving initiatives, Total Quality Management training and support, citizen participation, and inter-departmental relationships will be covered in an implementation plan. The Austin Quality Assessment process will be used in conjunction with the self-assessment of operations and structure.

**Goal ONE: DETERMINE THE DIFFERENCE BETWEEN WHAT  
CITIZENS WANT AND WHAT POLICE CAN PROVIDE**

Goal One ensures basic emergency service and tailors police activity to neighborhood problems. A needs assessment must be undertaken to ascertain community expectations and their relationship to police operations. A considerable amount of customer based data has already been collected. This effort will be continued at the neighborhood level through ongoing communication with citizens. Based on this information, the structure, resources, operations, and policies of the Department must be examined to assure that we are using existing resources to the best advantage.

**GOAL ONE:**

**FOCUS ON  
CUSTOMER SERVICE**

**A fundamental shift  
in operating strategy  
requires nothing  
less than a  
top-to-bottom review  
of resources.**

1. *Initiate a Department-wide Self-Assessment*

Matching resources to demand is fundamental to any organization. An expansion of community policing requires a complete review of staffing resources, both civilian and sworn.

A. Determine Resources Needed at the District Level

The computerized analysis of officer availability, demands for service, and geographical area to be covered will be analyzed to determine the staffing needs of basic, response driven policing ever mindful that emergency response will always be a priority. Next the demands of neighborhood focused, problem solving, fear reducing purposes of achieving self-reliant neighborhoods will be analyzed. This analysis includes all police resources brought to bear within a neighborhood. How officers are allocated, deployed, and shift schedules are organized will be analyzed to enhance our capacity to meet needs at the district level.

B. Reevaluate Job Functions and Responsibilities

Each person in the organization is performing a function that is important and, in many cases, critical to the operational effectiveness of the agency. Unfortunately, however, many employees are frustrated by their inability to see a clear linkage between the tasks they perform and their contribution to the overall mission of the department. For example, many hours are expended preparing reports or generating information that is not critical to service delivery. In order to resolve this dilemma, it will be necessary to analyze each job function with a view toward optimizing the use of available resources.

This evaluation will further document any staffing deficiencies particularly in the area of support staffing. Support staffing is still 8% lower than it was in 1988. While the sworn staff has increased by over 100 positions, civilian staff to support those operations has not increased accordingly. Computerization and automation may address some of the more pressing needs, but responsiveness to neighborhood demands increases requirements in areas of crime analysis, call management, and information provision to the public.

Civilian personnel, though smaller in number, contribute the critical support necessary for police operations.

## 2. *Develop Neighborhood Based Policing Strategies*

Austin's six police sectors, in partnership with the various neighborhoods incorporated, must develop a design so that, as enough police officers become available, the Police Department can become the lead agency in reducing and eliminating sources of fear in the neighborhoods.

Each strategy will be developed at the district level with input from patrol officers, their supervisors, and residents to include, among others, the following:

- Appropriate district boundaries and level of staffing;
- Inventory of community resources and publicly funded programs that exist within each sector;
- Environmental survey of quality of life conditions (abandoned cars, graffiti, etc.) to measure progress;
- Methodology for continued interaction with residents through meetings and surveys to be used in problem solving and measuring citizen satisfaction;
- Process for objectively defining and ranking local problems that cause crime and fear;
- Process for marshaling internal and external resources to attack problems; and,
- Process to coordinate and report activities/progress within the department and to each neighborhood.

## 3. *Analyze Organizational Structure*

A thorough analysis of job function, responsibilities, and deployment is anticipated to confirm expectations that the Department needs to reexamine the structure of the organization. For example, narcotics investigations and youth issues are handled by several different units in the Department that cross Division and even Bureau lines. This contributes to coordination and communication difficulties. Another example is the myriad of committees and

Neighborhoods vary in the nature of their problems and in their capacity for self-defense; policing strategies must be tailored to specific neighborhoods.

The power of effective  
policing comes  
from organizations  
that are "value-guided"  
rather than  
"rule-driven".

David C. Cooper

Chief of Police  
Madison, Wisconsin

Justice is ill-served  
when loyalty goes  
to the person  
and not the  
mission.

task forces working on issues independently without the integration necessary to ensure effectiveness of effort. Assessing the effectiveness of our organizational structure should improve direct service delivery as well as communication and coordination.

#### 4. *Establish Communication Mechanisms to Receive Regular Input*

The intricacy involved in establishing adequate information channels is a problem that faces most large institutions. It is imperative that correct, timely information flow up and down the chain of command as well as laterally throughout the organization. The internal communication problems must be prioritized and addressed one at a time until communication improves.

Equally important is the open exchange of information with the citizens we serve. The Public Information Office must have the resources necessary to work cooperatively with the media to facilitate their efforts in providing timely and accurate information to the community. Additional staffing is essential to ensure that the community is continually informed about important issues within the Department. We have the responsibility to put out information before issues become crises so that the Department is not placed in a reactionary role.

#### 5. *Revise, Condense, and Eliminate Policies and Procedures that are not Compatible with Community and Police Department Values*

The value of a directive system lies in its ability to provide guidance to employees to promote proper behavior and limit litigation possibilities due to improper performance. Three categories make up the system: Rules, of which there are very few; Policies, which guide judgement, ever conscious of the impossibility of anticipating every situation; and, Procedures, that concern the correct method to use to accomplish tasks. The Department must create a system in which employees are guided more by values than by directives in order to distinguish between honest mistakes and flagrant, intentional disregard of standards. The disciplinary system is one area where clarity and uniformity is essential; the current system must be reevaluated with this goal in mind. Internal complaints regarding the inadequacy of the grievance process for employees must be rectified as well. Careful attention to early intervention and fair and uniform disciplinary action is necessary to ensure the integrity of individual officers and the Department as a whole.

As personnel are allocated in adequate numbers with realigned responsibilities, trained to meet the challenges, rewarded for their efforts, and provided appropriate tools commensurate with the demand, one need remains - the

ability to take risks that creative problem solving requires. The General Manual and Standard Operating Procedures incorporate redundancy and in some instances, conflicting guidelines. The manuals have grown in direct ratio to individual mistakes. Management must be based on the behavior of the 95% of the Department's employees who work diligently to provide quality service, not on that small percentage who fail to act appropriately. Those cases must be dealt with individually. Officers should base their actions on answers to these questions:

- Is it in the best interest of the community, the City, and the Department?*
- Is it the legal, ethical course of action?*
- Does it reflect sound judgement?*
- Am I willing to be accountable for this action?*

Community policing places a greater burden of trust on police officers than traditional policing which keeps officers in their cars and limits interaction with the neighborhoods. That trust is fully justified, but systems must be in place to monitor behavior and prevent corruption as well as protect the rights and dignity of citizens. The system must also protect officers from harm arising from unsubstantiated and unwarranted complaints. The Austin Police Department has demonstrated repeatedly that breaches of ethics will not be tolerated, either by management or by the individual officers and civilians who take pride in the work they are doing.

**Goal TWO: ENRICH THE WORK EXPERIENCE FOR PERSONNEL**

Proper deployment matches people to jobs. Enabling employees to perform those jobs adequately require the Department to recruit selectively, train adequately, reward appropriately.

1. *Modify Recruiting Efforts to Attract Applicants  
Temperamentally Suited to the Tenets of Community  
Policing that Reflect the Diversity of Austin*

Traditional policing attracts some individuals who want nothing more than to be heroic crime fighters. The appeal of this image, which is constantly reinforced by the media, is actually a disservice to the profession, in that it under represents the many crime prevention and problem solving activities at which officers also are proficient. Community policing must draw men and women, who, while not lacking in physical courage, want to root out the problems that

**GOAL TWO:**

**INVEST IN  
THE WORKFORCE**

Police are rarely trained sufficiently to do the 80% of what they actually do. Their whole training is predicated on that 20% portion of the enforcement function. That colors their view about the 80% of service functions.

Ruben Ortega

Retired Chief of Police  
Phoenix, Arizona

The quality of a department rises and falls on its sergeants and its field training officers. It does not matter what officers are taught in the academy, if it is inconsistent with what field training officers and first line supervisors say and do.

Edwin J. Delabrie  
Boston University

create crime and fear. Police officers, who embody the shared values of APD, should be selected from a pool of candidates to reflect the racial and ethnic diversity in Austin. Additional emphasis will be placed toward recruiting and retaining women and members of minority groups.

Given the enormous complexities of policing in today's urban environment, as well as the expanded role of police as peace keepers and problem solvers, educational requirements for academy entrance beg review. The citizens of Austin are the most educated in the state, yet the Austin Police Department requires only a high school education or its equivalent. Methods of recruiting must be reevaluated, so that potential candidates are identified early and recruited aggressively, with emphasis on increased women and minority representation and upon education qualifications.

## 2. *Invest in Training*

Perhaps no aspect of policing is as critical, as necessary or as difficult as training. The skills that officers are expected to exercise on a daily basis range from dispute mediation, counseling, and teaching to subduing violent offenders. Although officers of the Austin Police Department are required to attend in-service training (forty hours every two years), the perception of most is that the training provided is not relevant to the job they do. For example, several hours of one recent training session were devoted to asbestos abatement.

Traditionally, police agencies have focused on technical training—firearms, law, etc.—while communications skills got relatively little attention. The trend is changing along with the realization that while physical skills are necessary in some cases, verbal ability is necessary in every case, and may indeed prevent a volatile situation from escalating. Increasingly, training curricula include topics like "cultural awareness" and "verbal judo" which are aimed at preparing officers to manage interpersonal contacts more successfully, but far more emphasis needs to be placed on this critically important area.

Beyond in-service training, it also is essential to focus attention on training for recruits, civilians, supervisors and citizens. Local universities and private industry are potential resources for executive training, centered on leadership development, partnership, team building and customer service.

Succinctly stated, the importance of training and the intricacies involved suggest that we should rethink the entire process from development of curricula to how training is imparted. Alternatives to classroom work provided by internal staff need to be more fully developed and explored; and the amount of time dedicated to training and skills development needs to be expanded significantly.

3. *Reexamine Systems Relating to Rewards, Promotion, and Career Development*

The entire system of providing assignments, promotions, and rewards must be examined not only from the standpoint of ensuring they are consistent with the goals and objectives of the department, but also to ensure the system is fair, equitable and valid. For example, most employees agree that the professional development of police officers is enhanced through transfer opportunities that expand expertise. However, there is concern that the transfer process is not always open and objective, and that a "good 'ole boy" system limits opportunities for transfer to a chosen few. Perception often is more important than the truth, and the fact that such a negative perception persists is debilitating and demoralizing for the organization as a whole.

Rank and pay alternatives for patrol officers are long-standing issues. Many uniformed personnel would prefer to be promoted into a street assignment, and will not test for advancement because they resist full-time investigative work. Given the importance of making patrol the departmental priority, it is essential to explore alternatives to the current system that would enable experienced officers to advance within the patrol framework. While considerable work has been done to improve the fairness and reliability of promotional examinations, new attention must be paid to assuring the method does more than promote competent readers and test takers. The fact that many officers sacrifice career advancement in order to remain on the street is basic to the necessity to identify alternatives for promotion.

Pay alternatives are often discussed in the context of financial incentives to those who use special skills or provide special service that is essential to the police mission. For example, the large non-English speaking population in Austin places demands on bilingual officers such that they often must leave their assignment to help a fellow officer, and then return to complete their own work. Similarly, Field Training Officers are expected not only to fill a patrol position, but also to train and evaluate cadets and probationaries in the complexities of the job. This added burden where an officer is asked, in essence, to do more than one job at a time merits consideration for incentive pay.

An old adage says that people will do what they are rewarded for doing. The performance evaluation instrument must be redesigned so that it recognizes and rewards officers who communicate effectively, focus on customer service and develop problem solving strategies in concert with citizens. The current system is one in which success is measured solely on activity, such as number of arrests made or tickets written; and such a narrow focus inhibits creativity.

Performance evaluations must coincide with the goals and objectives of the Department. Linkages must exist between individual performance, unit and division performance, and departmental performance. An integrated.

Rank and pay  
alternatives  
for patrol officers  
are long standing  
issues that  
must be addressed.

**GOAL THREE:**

**LIVING WITHIN  
OUR MEANS**

Making sure all  
calls for service  
continue to be  
handled,  
and handled well.

Police on the beat  
do not set their  
own priorities.

They respond, they react  
to what is put in front  
of them. That is one  
of the problems  
of policing.

Susan Martin

Health Scientist  
Administrator

measurement system enhances our ability to tie in the objectives, strategies, and performance indicators necessary for performance based budgeting.

**Goal THREE: OPTIMIZE RESOURCES THROUGH THE INVESTMENT IN  
TECHNOLOGY AND LONG RANGE PLANNING FOR  
UNRESOLVED BUDGET ISSUES**

**Investment in Technology**

Police departments are both the first and last resort in many of the most serious emergencies ever faced by citizens. No matter what a department aspires to, the basic mission of responding to emergency calls quickly, intervening effectively, and pursuing criminal offenders is constant. A cadre of police officers who are trained, equipped, and organized is fundamental to the ability to provide this service. Technology frees human resources to accomplish a mission making the investment in technology equally integral.

**1. Information Management**

Though the level of true emergency calls has remained fairly constant, the Department's ability to respond quickly has diminished over the last few years. Geographical territory has not significantly increased during this time but total calls for service have. The dominating objective of Patrol currently is to get to places fast, stabilize the situation, and get back in service where the procedure repeats itself. The effect of adhering to this incident-centered strategy is that police resources are largely wasted. Officers must frequently respond to emergency calls outside their district because the assigned district officer is occupied taking calls of a less serious nature. Police are neither solving problems nor preventing crime; police are coping with the consequences of problems. If community policing is to become a reality, officers must be able to respond to life-threatening emergencies quickly and have time to find longer term solutions for recurring problems.

Historically, the demands for police service, as measured by the computer-aided dispatch system, have been increasing each year by at least seven percent. Given that fact, more officers must be hired each year just to keep up with increasing demands, to say nothing of improving the overall capacity of the Department to respond more rapidly. Thus, for progress to occur, the addition of police personnel must be combined with a concerted effort by all of the City's residents to work together for the purpose of impeding the continuing increase in service demands. By combining our City's strengths, and pooling our tremendous resources, we can and must achieve self-reliant neighborhoods

where fear is replaced with confidence--where our residents have the capacity to tap the resources necessary for improving and maintaining a high quality of life at the neighborhood level.

A. Revamping 9-1-1

The first integral step is to create an environment in which police officers assigned to a particular district have the ability to stay in their area, rather than be dispatched all over the city. The priority classification system, not reviewed in ten years, must be modified. As with all major change efforts, it is important to work with those affected (i.e., patrol personnel and citizens) to ensure that the proposed solution truly rectifies identified problems. The 9-1-1 network must be reserved for calls that are truly life threatening in nature, in order to eliminate the possibility of a citizen receiving a recording because lines are overloaded with non-emergency calls. To accomplish this objective, an alternate system must be created to ensure effective handling of non-emergency calls, which constitute the vast majority of all requests for service.

B. Consolidating Police Information Systems

When the Police Department records were first computerized all records resided on the Police Information Network (PIN) system. As this system became antiquated through the creation of increasingly sophisticated software, the Department began to incrementally create subsystems of information on a database format. Currently, police incident reports still reside in the PIN system while other systems, such as accident records, identification records, and field observation reports reside on the database. As a result, each sub-system of the database and the PIN systems must be searched to retrieve information at considerable delay. The lack of integration negatively impacts criminal investigations, the ability to perform crime analysis efficiently, and accurate retrieval of statistical information.

For the past several years the Department has been working toward full implementation of a relational database that includes all police records. This system will solve the aforementioned problems as well as allow faster entry of original incident reports. Direct Entry Offense Report System (DEORS), the relational database, is scheduled for implementation in 1994. Crucial to the implementation of DEORS is the ability to engage in a more productive manner of report data entry. The system will be significantly impaired, if not handicapped, by the redundancy associated with current manual entry. Police departments across the nation view lap-top computers as the most efficient and

Activating a relational database (DEORS) to house all police information and the conversion to lap-top computers for data entry is the greatest advancement the department can make in the foreseeable future.

effective alternative. The return on investment of incorporating the power of DEORS with the efficiency and productive use of lap-top computers cannot be overstated. It is the one, single most important technological advancement the Department could make. The purchase of lap-tops are needed by January, 1994 in order to train officers sufficiently prior to implementation of DEORS.

2. *Identify, Prioritize, and Develop a Plan to Integrate Technological Improvements in the area of Forensic Science*

The operation of the Digitized Mug Shot system and automated fingerprint identification (AFIS) will have a profound impact on the way criminal records are processed. The identification system will end the antiquated practice of sorting suspect identification data by hand. Problems remain, however, in loading older records on to AFIS and as a regional center, having sufficient personnel to process additional records from the surrounding area. Attention will be paid to meeting these demands as well as the need to provide crime scene assistance for patrol. Further projections of impending demands for remote terminals for use with the mug shot system and technology associated with the Chemical Laboratory will be monitored through a cost/benefit analysis for future budgets.

3. *Coordinate and Integrate the Use and Acquisition of Personal Computers with the Departmental Information System*

Though many police officers maintain personal information files on a Rolo-Dex or in shoe boxes, some divisions are fortunate to have personal computers (PC's). Though PC's provide a considerable advantage, one deficiency is the lack of an effective way of sharing the information with other units. DEORS will relieve part of the problem, but LAN (Local Area Networks) will eventually be requested to link PC's around the Department to disseminate information. The continuing need for special application software for PC's especially in areas such as crime analysis, narcotic, and gang activity tracking requires that coordination occur in purchasing and acquisition to assure compatibility with existing equipment and the overall mission of the Department.

## **Budget Issues**

Perhaps there never has been a time when it has been more important to balance the need to provide more or better service with the funding such demands require. Performance-based budgeting represents an important step toward articulating the vital linkage between a specified level of service and the funding required to achieve it. We are committed to involving the entire community in budgeting processes and contractual awards. The City's

Performance-based budgeting will enable police to be more productive, effective, and use resources to the greatest advantage.

commitment to Affirmative Action is reflected at every level within the Police Department.

At the department level, the process requires thoughtful consideration of priorities, balancing the need to operate effectively within fiscal constraints with the need to continually improve operations and support systems. For example, personnel in the Austin Police Department have been working for several years on DEORS, a fully integrated informational database that will vastly expand police efficiency and effectiveness. Analysis indicates that the system could be finalized in August, 1993 at a cost of \$700,000; in January, 1994 at a cost of \$300,000; or in July, 1994 with existing funding levels (absent conflicting priority intervention). Similar analysis is an integral part of the implementation plan developed to address and resolve the many issues outlined in this document.

The Austin Police Department is already decentralized significantly in a physical sense. Decentralization, in the context of fiscal responsibility, implies empowering those closest to identified problems with the authority to resolve them. Employees need to be encouraged to seek cost saving alternatives to current practices, both within the department and between departments. For example, overhead costs related to purchase and issuance of uniforms can be reduced by managing the process internally rather than going to another City department for this service. The monies saved could then be diverted to purchase items that have higher demand than current availability can support.

#### 4. *Facilities and Equipment*

A strategic plan to address capital improvements is essential to planning for long term needs of the Department. The 1992 bond election secured the plans for the purchase of land and construction for three police substations in the next five years. The comprehensive long range plan must address site selection and multi-purpose usage as well as maintenance for existing facilities. Decentralization of police functions and sharing facilities with other City departments is necessary to optimize City resources. Currently the North Substation is used by the Police and Municipal Court thereby creating additional accessibility for citizens and maximizing efficiency in accommodating ever increasing space requirements.

In the next few years federal regulations governing radio frequencies will change. Our current communications system will not qualify for licensing under these new Federal Communications Commission standards. Broadcast frequencies for Police, Fire, and EMS will have to be changed requiring the use of an 800 trunking system to comply. This system is expected to cost millions of dollars which will necessitate CIP funding. Planning for this change in operations has already begun in conjunction with the Fire Department and EMS.

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is essential to  
plan for the  
acquisition of  
capital assets,  
such as a  
trunking system  
for Police, Fire,  
and EMS  
communications  
requirements.

Superior communication  
and transportation  
for police ensures  
the safety of  
citizens and  
police alike.

Long range  
staffing plans  
will leverage  
the addition  
of personnel  
to avoid  
adverse budget  
impact.

A complete inventory of the amount and condition of equipment is essential to allocating limited resources to new acquisitions. This effort will ultimately require every Bureau in the Department to assess the effectiveness and usability of equipment under their purview. Before requesting new or different equipment, the current inventory must be analyzed as to condition and suitability. A documented impact statement will be necessary to justify the need for new equipment.

The reliability and confidence in the firearms used by police is of paramount importance to police and citizens alike, though rarely is deadly force initiated. Due to recent articles published concerning the effectiveness of the ammunition currently used by the Department, an examination of the weapons permitted is warranted. Weapons used by specialized units and less than deadly force weapons, such as the nightstick and Stun Gun should also be reviewed.

This fiscal year, sixty-two of the familiar "blue and whites" will be replaced by white Fords with newly designed markings. Entire fleet replacement is expected to be completed in 1996. In 1993 the Department will put two other major vehicles into service. A retired Bookmobile from the Library is being refurbished with twelve police radios, phone lines, and a mobile data terminal, facsimile, and copy machine. A mobile police van will be acquired through a Community Development Block Grant, and will serve as a mobile neighborhood center.

#### 5. *Staffing and Support*

Long range staffing requirements must be projected to spread the budget impact over several years. The self-assessment process may reveal gaps between human resources and the service expectations of citizens. Creative solutions will be sought to close such gaps, so that the majority of service expectations are met with existing resources. In some cases, it may be necessary and desirable to obtain support from other City departments or external agencies that have a capacity to address problems which the police department cannot sufficiently resolve on its own. Where gaps cannot be filled without the addition of resources, performance outcomes and measurements must be identified to justify requests for increased staffing and/or equipment. This process is limited in that the results are based on present situations. A long range staffing plan should incorporate traditional methods for predicting staffing levels, such as calls for service, geographic area, or time spent on calls, as well as looking to the communities to determine what the local standards demand. The Department is anticipating an additional 47 officers annually for the next three years. A longer range plan must be developed to assure that patrol strength meets service demands. This long range plan cannot simply be a mathematical formula of "X" number of police officers to "X" population. Rather, it entails an analysis of how existing resources can be utilized more efficiently for maximum effect. An integral piece of the plan should include a support staff component. The nonsworn support staff of the department are

crucial to operations. The proper ratio of sworn and nonsworn personnel increases resource effectiveness and efficiency. Inadequate staffing levels negatively impact the amount of overtime the department must expend. A staffing plan would also identify employees eligible for retirement which would assist in recruit planning for attrition.

## 6. *Alternative Funding Sources*

The Department should identify and utilize other funding sources to meet community and departmental needs that cannot be supported by the General Fund. Seized assets from criminal activity that have been converted to departmental use, private sector funding, and grant funding are three resources that enhance our capacity to meet global needs.

The administrative process for forfeited funds was recently revised to strengthen accounting procedures and provide a mechanism to fund programs of strategic importance. This process needs continual monitoring to assure this funding source provides maximum benefit to the department as a whole.

The City of Austin has incorporated quarterly performance reports on all grant funded programs. Though this is helpful for current programs, more coordination is needed at the department level to integrate grant funding opportunities into the budget process. Part of this process is to determine the cost effectiveness of entering into new grant programs. We should continue to seek grant funding for programs that support long term departmental goals. New funding sources, such as the Community Development Block Grants, should be identified and pursued.

## CONCLUSION

This chapter has outlined in a broad way the course for the future for Austin Police Department. Detailed plans of action will be developed to complete the framework. Police employees, citizens, and other City agencies will work in concert to generate the activities necessary to breathe life into this plan.

This is not a 'quick-fix'. Progress requires patience. Some of the endeavors may take years to complete; but we are confidently taking the first steps now. Very shortly we will assign responsibility for specific areas. Those leaders will engage teams to address specific issues and develop a time line for completion. The teams will then utilize the system improvement process to actually do the things we have talked about in this paper.

Work will begin immediately on the self-assessment process. Initial phases of the self-assessment are scheduled for completion by January, 1994. One of the first priorities is to manage the call demand of 9-1-1. This is necessary to improve our response time as well as to make sufficient amounts of time

Strategic planning  
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requirements.

available for officers to work with citizens to solve problems in the neighborhoods. Other areas to receive immediate attention are:

- o Continue the needs assessment at the neighborhood level and establish communication mechanisms to facilitate information exchange
- o Coordinate problem solving efforts with other City Departments
- o Enhance cultural sensitivity training
- o Continue expansion of recruiting efforts to target minority applicants
- o Implement DEORS, acquire, and utilize lap-top computers for data entry

A continual process for improvement has begun. It will require diligence and hard work; but with the help of the citizens of Austin, it can and will be done.

The City of Austin is committed to compliance with the  
American with Disabilities Act. Reasonable modifications  
and equal access to communications will be provided  
upon request. Please call 499-3251 for assistance.