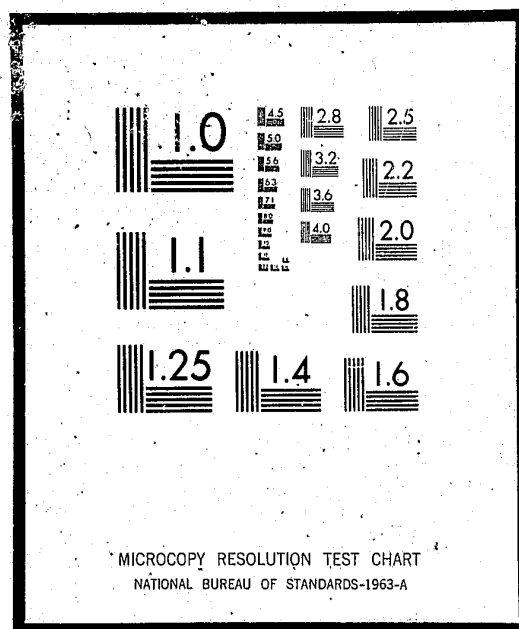


18511

LEAA

# NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed

5/20/76

SECOND YEAR FINAL EVALUATION REPORT

ON THE FOOT PATROL UNIT

BUREAU OF POLICE, CITY OF HARRISBURG

CONTRACT NO. SC74/c/d-5/6/225

#### EVALUATION TEAM:

JOHN ELDRED  
211 McDaniel Avenue  
Jamestown, New York 14701

ANDREW SUTOR  
11839 Colman Terrace  
Philadelphia, Pennsylvania 19107

20 January, 1976

32636

CONTENTS

PART 1	EXECUTIVE SUMMARY
PART 2	PROJECT AND EVALUATION ACTIVITIES
2.1	IN GENERAL
2.2	SELECTION OF MISSION
PART 3	PROJECT RESULTS AND IMPACT
3.1	CONCLUSIONS FROM THE DATA
3.2	SUPPLEMENTAL CRIME NOTES
PART 4	PROJECT RESULTS AND IMPACT
4.1	OTHER EVALUATION ISSUES
4.2	COMMENT ON THE MANAGEMENT OF THIS PROJECT
4.3	REPORT OF RESULTS OF PLANNING/TACTICAL PROBLEM IDENTIFICATION SESSION OF NOVEMBER 23, 1975
PART 5	FINDINGS AND RECOMMENDATIONS
5.1	CRIME RELATED FINDINGS
5.2	NON-CRIME RELATED FINDINGS
5.3	RECOMMENDATIONS
PART 6	APPENDIX A - SUPPORTING DOCUMENTS

PART 1 - EXECUTIVE SUMMARY

This report represents a final updating of what has been a two year evaluation process of the Foot Patrol Unit (F.P.U.) of the Harrisburg Bureau of Police (H.B.P.), which is funded by a continuation grant from the Governor's Justice Commission. The F.P.U. was, after its first year (September, 1973-September, 1974), recommended for refunding by the authors. The close of the second year (September 1974-September 1975) evidenced several changes in the internal operations of the F.P.U., in the characteristics of the target area in which it was operating, and in the crime criteria by which it was being evaluated.

Taken together, the cumulative effect of these changes was assessed by the evaluators as having a negative impact on the effectiveness of the unit in terms of "bottom line" indicators - which in this case, had been set as the total effect on the reducing of certain Part I crimes (robbery, burglary, auto theft [and in 1974-1975, assaults] ) in the target area (referred to as the "Hill" area) on a 7 day, 24 hour basis. The evaluators note that the unit has operated on a 4 day, 10 hour day basis each week, thus confronting the unit with total crime-reduction accountability for the Hill area, even though it is active there only about 25% of the time (40 of a possible 168 hours per week). This partial activity/total accountability has been a source of disagreement between the unit and the evaluators, with both unit members and higher authorities in the H.B.P. maintaining that the F.P.U. cannot and should not be responsible for crime activity which occurs during the 75% of the time in the Hill area in which they are not active. The evaluators' response to this has been twofold: first, some of the crimes on which it is being evaluated (specifically burglary and auto theft) are known to be difficult to assign a pinpoint time of occurrence (there is often a lag between the time when a burglary or auto theft occurs, and when it

is reported) therefore making the assignment of the crime difficult to pin down; second, and more important, since the days/hours chosen to patrol are almost entirely at the discretion of the F.P.U., then it is incumbent on the F.P.U. to choose those days when it can maximize its impact. In effect, the evaluators are assessing the unit on its ability to perform a planning task (choice of days/hours) as well as its "on the street" activity. Parenthetically, it should be noted that there is much merit to either argument. Unfortunately, the merits of the F.P.U. arguments against total accountability cannot be translated, in the opinion of the evaluators, into criteria that are both realistic and balanced. Consequently, the partial activity/total accountability conflict has continued.

Parallel to the continuation of this conflict was an evident deterioration of the Unit's effectiveness on the criteria of deterring robbery, burglary, and auto theft. This deterioration, somewhat abated by a partial return to the first year operational mode of high visibility/deterrence, was the basis for the Second Year Interim Evaluation Report (16 July, 1975), in which the evaluators stated that they could not recommend refunding unless the H.B.P. took certain steps to restore the innovative character of the F.P.U. (which had been diminished by a shift from high visibility to full responsibility after the first year). Subsequently, these changes were made (see evaluators' memo to Governor's Justice Commission (September 5, 1975, in Appendix A).

Since the changes were made after the end of the evaluation period, no attempt is made in this document to assess, on a crime data basis, their effect. Such an assessment is the responsibility of the third year evaluation, which is being undertaken by the Internal Planning and Research Group of the Harrisburg Bureau of Police. This group, as was recommended in the memo of September 5, 1975, to the Governors Justice Commission, is meeting monthly with

both key H.B.P. officials and with representatives of the Governors Justice Commission and its constituent agencies (the Evaluation Monitoring Unit, and the South Central Planning Organization).

The central task of this final evaluation report is to refer to the further elaborations of operations, tactics, and policies which were indicated in the Interim Evaluation Report (see especially Section 5.4, Next Steps, p. V-13). A primary source of ideas for this elaboration is the results of the special one day planning/ tactical problem identification session which was recommended by the evaluators in their G.J.C. memo of September 5, 1975, and subsequently conducted on November 23, 1975, with full participation by both the Unit Commander and all members of the Foot Patrol Unit. Both the process and the outcomes of this session are reported in Part 4. Specific recommendations which arose in that session are identified and reported in Part 5. Parts 2 and 3 represent brief updates of similar sections contained in the interim evaluation report.

As a final statement, the evaluators note that the F.P.U. has been operating for over two years within an environment of continuous changes. Unlike other projects, and other project evaluators, the concept of joint operation/evaluation has been, in the opinion of the evaluators, successful, if not always smooth.

What has been learned both individually and jointly has been considerable, as has been the investment of time and effort in the learning process. The results of this process suggest that, where appropriate, innovative operatives should be coupled with innovative evaluation. The evaluators suggest that such coupling is distinct from the legalistic (arms length) approach to evaluation, and from the mechanistic approach to evaluation (the old model of experimental design, using pre-test, post test, control areas, experimental areas, etc.). It is the opinion of the evaluators that such legalistic/

mechanistic evaluation is the common mode, and was clearly the expectation of some H.B.P. personnel in the initial phases of the evaluation. It is apparently not that now. To summarize, it appears necessary that any genuinely innovative program in police operations must proceed under conditions which enable it to make the appropriate changes in its own internal structure/operations in real time, which is usually in terms of days or weeks, and not the usual delayed feedback of bi-annual evaluation reports, as required by the formal contract. These conditions, together with joint operations/evaluation, suggest a different concept - that of continuous innovation, in which both the program being evaluated, and the way it is being evaluated, evolve in a planned and matched process.

The evaluators hope that this final report fulfills not only the legal requirement of the contract, but also contributes to another phase of such continuous innovation.

## PART 2 - PROJECT AND EVALUATION ACTIVITIES

### 2.1 IN GENERAL

The Foot Patrol Unit (F.P.U.) was established in September, 1973, under a new project grant from the Governor's Justice Commission to the Harrisburg Bureau of Police (H.B.P.). It was refunded twice, with conditions, and is in the third year.

The unit consists of 2 supervisors and 15 patrolmen (12 since its inception and 3 since April, 1975). All members were rookies when they joined. The unit has always been deployed on foot and/or motor scooter in parts of the "Hill" neighborhood since its inception, and has, for the most part of its history, worked a four day-10 hour schedule, Wednesday through Saturday, with the starting times changed according to the season.

As with the first year evaluation, the data sources are crime statistics supplied by the Planning and Research Group of the H.B.P., a small survey of local business establishments conducted by us (see results as reported in Section 4.1, Perceptions of Police Service by F.P.U.-area Businesses in the Second Year Interim Evaluation Report, 16 July 1975), the outcomes of the special one day planning/problem identification session with the entire F.P.U. membership (see details of this session in Section 4.3, Report of Results..., this report), and extensive direct contact with H.B.P. management and selected members of the F.P.U. The primary evaluation question is, "What effects did the F.P.U. have?" In answering this question, the crime data continues to be ultimate outcome criteria and are discussed in Part 3. The shift in orientation of mission (from high visibility to full responsibility to modified high visibility) is discussed in the following section.

2.2 SELECTION OF MISSION

It has been both revealing and frustrating for the evaluators to witness the apparently unsuccessful attempt of the F.P.U. in its change from high visibility to full responsibility. This change, described in more detail in the Second Year Interim Report (Part 2.2), was precipitated by essentially a manpower problem - that is, the reported dissatisfaction and frustration being voiced by the unit members who felt underutilized professionally (in terms of their skill, training) and often personally embarrassed when they were confronted by a situation in which they could not complete the handling of a citizen complaint (because of the constraint of being high visibility, these officers, from the beginning, were prohibited from most of the report processing of complaints, thereby requiring them to request, in effect, a reporting officer).

It was suggested, at the end of the first year, that full responsibility be tried, on a thirty day experimental basis. This experiment was judged to be successful, and the unit, with the accord of the evaluators, agreed to adopt the full responsibility mode as their new mission. Unfortunately, a deterioration in effect on crime occurred, as reported in the Second Year Interim Report (see Section 3.2). This deterioration was the basis for the refusal of the evaluators to make an unconditional recommendation for continuing. Consequently, the unit switched back to a modified high visibility mode, and is in that mode today. However, the earlier professional frustrations have reappeared, and are probably worse, for reasons which are elaborated in this report (see Section 4.1). Specifically, the choice of mission has been alternating between two poles - at one pole is full responsibility - with professional satisfaction for the members of the unit, with the other pole being high visibility, which is, from an overall point of view, more effective, in deterring crime. The evaluators believe, however,

that there is a middle ground, not in the sense of a compromise between these two poles, but in the sense of a mode of operation which will be both crime effective and professionally satisfying. Clearly, any permanent unit of this type must offer both crime effectiveness and professional satisfaction - if only because a disgruntled or dissatisfied police unit lacks the very basic requirement for effective police work - that of professional self supervision. Consequently, the evaluators have suggested such a mode of operation which, for lack of an existing title, is called "composite responsibility." This concept is described in Section 5 of this report.

## PART 3 PROJECT RESULTS AND IMPACT - CRIME DATA

## 3.1 CONCLUSIONS FROM THE DATA

The evaluators have spent a considerable amount of concentration in detailing crime trends in pervious reports.

Two major changes in evaluating the crime data have occurred during the course of the second year evaluation. The first change was that, with the shift to full responsibility, the evaluators began to monitor assault rates, as well as robbery, burglary, and auto theft. Secondly, crime specific goals were set (at the urging of the evaluators) for the second year. These goals were, in general, to effect a 10% improvement in the crime rate (the selected crimes - robbery, burglary, and auto theft) compared to the rest of the city.

Our conclusion, based on the second year experience, is that the F.P.U. has arrested the decline in effectiveness which it suffered while under the full responsibility mode. The evidence for this conclusion is offered in the following table (Table 3.1).

TABLE 3.1

	F.P.U. Area (7 Day/24 Hours)				Total City	
	1	2	3	4	5	4/5
	Robbery	Burglary	Auto Theft	Total	Total of Robbery, Burglary, Auto Theft	Percentage
10/73	16	47	26	89	262	33.9
11/73	12	60	17	89	288	30.9
12/73	10	45	8	63	235	26.8
1/74	11	38	12	61	274	22.2
2/74	10	39	27	76	265	28.6
3/74	16	28	30	74	266	27.8
4/74	8	44	37	89	256	34.7
5/74	12	49	27	88	288	30.5
6/74	9	57	23	89	295	30.1
7/74	2	38	19	59	276	21.3
8/74	20	40	25	85	335	25.3
9/74	12	46	30	88	348	25.2
10/74	15	46	61*(1)	122	410	29.7
UNIT CHANGES TO FULL RESPONSIBILITY						
11/74	16	44	20	80	235	34.0
12/74	24	67	16	107	332	32.2
1/75	19	73	17	109	332	32.8
2/75	18	55	13	86	274	31.3
3/75	9	43	11	63	201	31.3
4/75	9	34	11	54	241	22.4
5/75	9	61	12	82	274	29.9
UNIT RETURNS TO "MODIFIED HIGH VISIBILITY"						
6/75	15	40	10	65	253	25.6
7/75	12	59	10	81	282	28.7
8/75	10	47	15	72	319	22.5

Notes: \* (1) A strong recommendation for an anti auto-theft program was implemented successfully at this time.

(2) Mean percents (Column 4 of Column 5) as follows:

10/73 - 10/74 (high visibility)	=	28.4 %
11/74 - 5/75 (full responsibility)	=	30.7 %
6/75 - 8/75 (modified visibility)	=	25.5 %

The shift back to concentration on the high visibility mode (modified) has apparently afforded an increase in effectiveness, although three months of evidence (June to August) is hardly conclusive.

It is rather interesting to note that the increase in effectiveness between the two periods of high visibility (10/73 - 10/74 and 6/75 - 8/75) is .284 - .255 = .029, or (and certainly coincidentally) an improvement in effectiveness of about 10%, which was the original crime specific goal set for the beginning of the year.

### 3.2 SUPPLEMENTAL CRIME NOTES

Note: This section is reproduced from the Second Year Interim Report.

This section contains a number of remarks that, while not part of the set of primary outcome measures discussed in the previous section (crime rates), are of some relevance in a full evaluation of the F.P.U.

In response to an earlier draft of this part of the report, the Evaluation Review Group suggested that two considerations were relevant. First, one public housing sector, Hall Manor, was thought to be a particularly troublesome spot, disproportionately affecting the rate for the whole area. Second, frustration was expressed with the handling of juveniles after apprehension, since they tended to be released by Youth Aid or Juvenile Court rather quickly and were thought to have a high and immediate recidivism tendency.

The Hall Manor question is addressed below. The juvenile problem could not be explored for this report because juvenile arrest and ultimate disposition data were not available by location or by apprehending unit.

In addition to the above considerations, others arose at various points in the evaluation: arrests, response time, and percentage of crime during F.P.U. duty hours. The evaluators feel that arrests are now an appropriate supplemental indicator with the "full responsibility" mode, and they are tabulated below. Response time was sampled by H.B.P. in November, 1974 soon after the switch to "full responsibility" and tended to average about four minutes for the F.P.U., compared with an estimated seven-to-eight minutes for the department as a whole.

The evaluators did not feel that the time of crime would be a useful indicator for the following reasons. First, it is very difficult for either the victim or the police to determine the time of occurrence (as opposed to time of reporting) for the more numerous crimes such as burglaries, larcenies, and auto thefts. Second, even if that were possible, the implications would be unclear.



For example, if crime during duty hours is low compared to off-duty hours, it might suggest effectiveness, but it might also suggest that the wrong hours are being scheduled for the unit.

#### Hall Manor

One reason suggested by H.B.P. for the poorer data results of the second year was a migration of criminals and delinquents into the Hall Manor public housing neighborhood in the F.P.U. area from other parts of the city. This was attributed primarily to the conversion of the Jackson-Lick public housing in the Uptown area into senior citizen residences in late 1974. To examine this claim, the evaluators requested and received crime data for Grid 7-11, the primary Hall Manor location, and the surrounding Grids 7-6, 7-10, and 7-12. The results are displayed in Table 3.2.

Between the late 1974 and early 1975 periods tabulated, the percentage of F.P.U. area crime in Grid 7-11 actually decreased for robbery and burglary, remained about constant for larceny, increased somewhat for auto theft, and increased notably for assaults. (There were too few reported rapes and murders in the full F.P.U. area to have any significant implications for these crimes). Overall, there does not seem to be a significant change in Grid 7-11's portion, except for assaults. In particular, this is true for the three primary criteria crimes, robbery, burglary and auto theft.

If the Hall Manor area is considered to cover four grids instead of just one, the above conclusion still appears to hold, except that burglary begins to have a significant portion of the whole F.P.U. area's crime. (See the last column of Table 3.2.)

#### Arrests

Table 3.3 was supplied to the evaluators by H.B.P. to indicate arrest data

in the various F.B.I./U.C.R. categories for the F.P.U. The unit has about 14% of the sworn personnel of the force (17 out of 121, counting supervisors). In the period tabulated, they made 5.1% of the Part I arrests, 14.5% of the Part II arrests, and 13.6% of all arrests. This is a very reasonable result for the unit. The highest arrest categories are "other" (15.6%), drunkenness (10.9%), weapons (10.5%), vagrancy (10.0%), and rape (9.1%). (As noted previously, corresponding figures for juveniles are not available on a unit-by-unit basis.)



TABLE 3-2.

CRIME IN THE HALL MANOR AREA, SEPTEMBER 1974 TO MAY 1975.

CRIME	<u>September to December, 1974</u>			<u>January to May, 1975</u>			Portion in Four Grids*
	Grid 7-11	FPU	Portion in 7-11	Grid 7-11	FPU	Portion in 7-11	
Murder	2	3	.67	0	0	---	---
Rape	0	4	.00	1	4	.25	.50
Robbery	6	67	.09	1	56	.02	.04
Assault	13	141	.09	28	119	.24	.32
Burglary	18	203	.09	17	249	.07	.15
Larceny	26	265	.10	31	284	.11	.13
Auto Theft	3	127	.02	6	62	.10	.10
Total Index	68	810	.08	84	774	.11	.16

\* -- Grids 7-6, 7-10, 7-11, 7-12 during the period January to May, 1975.

Source: Planning and Research Section, Staff and Technical Services Division, HBP.

TABLE 3-3

COMPARATIVE ARREST DATA FOR FPU  
VS. OTHER LINE DIVISIONS  
(SEPTEMBER 1974 TO MAY 1975)

	City Wide Adult Arrests	FPU Arrests	% FPU of City Wide
UCR 0100 Murder	7	0	0%
0200 Rape	11	1	9.1%
0300 Robbery	67	0	0%
0400 Assault	241	16	6.6%
0500 Burglary	86	2	2.3%
0600 Larceny	259	15	5.8%
0700 Auto theft	15	1	6.7%
Total Part I Crime Arrests	686	35	5.1%
UCR 0900 Arson/bombing	6	0	0%
1000 Forgery	24	0	0%
1100 Fraud	8	0	0%
1200 Embezzlement	0	0	-
1300 Stolen property	16	0	0%
1400 Malic. mischief	61	5	8.2%
1500 Weapons	57	6	10.5%
1600 Prostitution	9	0	0%
1700 Sex offenses	25	0	0%
1800 Narcotic viol.	90	3	3.3%
1900 Gambling	0	0	-
2000 Off. ag fam/child	8	0	0%
2100 Drive und. influ.	125	9	7.2%
2200 Liquor law	56	3	5.4%
2300 Drunkenness	91	10	10.9%
2400 Disord. conduct	421	42	9.9%
2500 Vagrancy	10	1	10.0%
2600 Other	5645	880	15.6%
2700	0	3	-
Total Part II Crime Arrests	6652	962	14.5%
Total Part I & II Crime Arrests	7338	997	13.6%

Planning and Research Section  
Staff and Technical Services Division  
July 9, 1975

#### PART 4 - RESULTS AND IMPACT

##### 4.1 OTHER EVALUATION ISSUES

In the first year evaluation, the role of the F.P.U. was identified as being possibly more than just fulfilling its obligations as a new unit. The evaluators noted that the F.P.U. could serve an additional role - that of acting as the experimental, or research and development - arm of the H.B.P.

The unit, to its credit, has fulfilled this additional role. It has demonstrated the feasibility of many changes which the conventional wisdom in police science denies. Specifically, it has shown that it is possible to use what has been an all rookie unit, it is not impossible for such a unit to function effectively, even though it does not reflect the social distribution of the area it serves, and that the use of the four day work week can benefit not only those who enjoy it, but also those who command. (in terms of fewer absences, etc.). In summary, it is possible to make changes and implement programs in which everybody wins (the street policeman, the public, and police management). Such "win/win" thinking is, after all, somewhat foreign to an agency which is steeped in the adversarial process (win/lose). Nevertheless, there are and will continue to be certain challenges in the future of this unit. The evaluators see these as the following:

o The challenge of how to continue to set realistic goals for the unit, and monitor progress towards those goals.

The evaluators note the uncertain progress in terms of the unit's achieving the crime specific goals it set for itself in the beginning of this evaluation year. Perhaps, upon reflection, these goals were unrealistic. Certainly, future efforts at setting goals should reflect some participation by the members of the unit itself. A start toward this was gained in the one day planning session of November, 1975.

o The challenge of how to continue to adapt to changes in the environment of the unit.

In this case, environment is defined to include both the nature of the physical areas in which the unit works, as well as the other organizations with which the unit must interact.

A specific example of the difficulty encountered during the second year was the reported rapid growth in juvenile crime originating in the Hall Manor area. Apparently, the F.P.U. did not either sufficiently track this growth or, if it did, could not develop adequate measures to counteract this crime (the severe limitations of working with juvenile crime suspects are noted here). The evaluators also note that given the difficulties of controlling such crime, there needs to be some innovative thinking regarding how the F.P.U. can protect its own internal resources from being drained off into what appears to be for this unit anyway, an intractable problem.

o The challenge of integrating the activities of individuals, including resolving conflict where it appears.

To a great extent, this unit, like most other police units, depends largely on a dual system of self coordination and discipline administered by the unit commander. Given the small size of the unit, as well as the geographical stability it has enjoyed, this system appears to be adequate.

A continuing and probably an issue that will be more important than at the start, is the likelihood of the maintenance of this self discipline. Two things are different now. One, the novelty of membership in the unit has worn off (13 out of 17 current members of the unit report that they would transfer out of the unit; their reasons are varied, but almost all report the personal hardships of inclement weather compounded by inappropriate equipment).

The second thing that has changed is related to the personal situations of the officers themselves. A steady, two year regimen of no weekends off, coupled with the physical hardships on the job, has evoked much personal concern regarding their own family lives and their own effectiveness. These individuals are no longer rookies, and many of them see their continued membership in the F.P.U. as highly undesirable. They feel, in a phrase, that they have paid their dues.

o The challenge of providing for continued occupation of the roles in the unit, through recruitment, training, and promotion.

This challenge of course, is reflected in the previous discussion. The evaluators feel it is highly unrealistic to expect the present membership of the unit to continue to perform well, without major changes in the time of work, type of equipment, and nature of operations which the unit undertakes. These changes are spelled out in Part 5, Findings and Recommendations.

4.2 COMMENT ON THE MANAGEMENT OF THIS PROJECT

In another report (Final Evaluation Report on the Intensive Patrol Unit, Bureau of Police, City of Harrisburg, Grant No. SC-166-73A, 27 February 1975), prepared by the same evaluators, six necessary preconditions were noted for effective experiments in tactical unit management\*. The evaluators have had the benefit of working with both the F.P.U. and the I.P.U. of the H.B.P., as well as senior police management for over two years. The following is a listing of those six necessary preconditions, and the extent to which the evaluators have seen them as effectively maintained by H.B.P. management:

Condition 1. Senior management commitment to focus on a well defined and time limited task.

The time limited task was, of course, defined by the nature of the grant (yearly evaluation and continuation). The task came to be defined extremely well very early on in the first year of the F.P.U.

There was very little questioning of the nature of the commitment or the boundaries (both geographic and functional) of the unit. If anything, there was a very cautious attitude on the part of H.B.P. management when some initial changes were recommended by the evaluators.

In summary, the evaluators saw no evidence of either lack of management commitment or of attempts to use the F.P.U. for purposes other than intended.

Condition 2. Strong support by department senior officials of the unit commander.

This support was evident throughout the project. It was, in effect, the concern expressed by senior officials for the extreme strain placed on the first

---

\*Adapted from Project Management in N.A.S.A.: The System and the Men, R.L. Chapran, N.A.S.A., Washington, D.C., 1973.

unit commander that led to the consideration and implementation of the four day work week, to allow both the commander and the unit members more time with their families.

Condition 3. Authority to act across organization lines.

This authority was largely unnecessary, because of the self contained method of the unit. However, where jurisdictional problems occurred, the ability to resolve these problems was clearly evident in the coordination demonstrated at the periodic Evaluation Review Group meetings.

Condition 4. A basic but simple system for keeping senior management and those affected by the project informed.

This condition was met by the activities of the Planning and Research Group of the Bureau of Police. This information was constructed both weekly and daily, and from the evaluators' point of view, was both timely and accurate.

Condition 5. A system for periodic review by senior management at points in the life cycle (of the project) keyed to reporting and management decisions.

This condition was met by the use of the Evaluation Review Group, and is being complemented by the monthly meetings now being held which include Planning and Research, F.P.U. commander, H.B.P. senior management, and representatives of the Governor's Justice Commission.

Condition 6. Relatively easy access to senior management by the unit commander.

This access is present. The evaluators have seen it, as well as its benefits. It occurs during the Evaluation Review Group meetings, as well as other times.

In summary, it is the impression of the evaluators that the management of the H.B.P. has met all of the necessary preconditions of successful tactical unit management.

4.3 REPORT OF RESULTS - PLANNING/TACTICAL PROBLEM IDENTIFICATION SESSION,  
NOVEMBER 23, 1975

1. This session included all members of the F.P.U. including the unit commander. The session was conducted by J. Eldred, of the evaluation team.
2. The session lasted approximately six hours, and was conducted in City Hall, Harrisburg.
3. The plan of the session was as follows:
  - A. Orientation by evaluators, including distribution and brief discussion of the memo of September 5, 1975, to the G.J.C.
  - B. Administration of F.P.U. Evaluation Survey (See Appendix A).
  - C. Formation of two man interviewing teams (all individuals were instructed to appear in civilian clothes; they all were), and instruction of interviewing teams (see "Interview Guidelines," Appendix A).
  - D. Report, by interviewing teams, of results of "on the street" interviews.
  - E. Report of partial results of survey, as compiled by J. Eldred during lunch.
  - F. Formation of three discussion groups, each of which was assigned one of the following specific key problem areas:
    - Internal organization of the F.P.U.
    - Interface of the F.P.U. with both supervision and other departments.
    - Interface with the public.
  - G. Three discussion groups, using both the results of their interviews and the surveys, make recommendations for changes, to be considered by the evaluators in preparing the final report.

4. The following are the specific outcomes of key sections of this session (specific responses to individuals are left out).  
(SEE NEXT PAGES)

1. In your opinion, what are the four most successful features of the Foot Patrol Unit?

- A. All officers off on the same days; all members of foot patrol were rookies; the concept of patrolling on foot better, serve community; the 1-2 hour training each day does help officer to better himself and the citizens of our community.
- B. It's ability to meet more people on the street; the attitude of the officers in the platoon; the "esprit de corps" of the unit; it's ability to pinpoint trouble areas before trouble actually occurs.
- C. Members work well together; all members work same time; members have time to relate to their public; work on specific geographical area.
- D. High visibility which creates the impression of omnipresence; group of men assigned to specific area to deter crime; high contact with people in community; young men who want to reduce crime and who will work.
- E. Fast response time to in-progress crime due to number of officers; visibility regardless whether answering calls or regular patrol.
- F. Better rapport with the people; more men in a smaller area; getting feedback and information from people on street; getting all its members to work as a close group, helping each other.
- G. Decrease in part 1 crimes; knowing the area; knowing the people; high visibility.
- H. The members are all young and aggressive and want to work; all members are deployed in force within a limited working area; the hours which the unit works (darkness); when properly mobilized, the unit has a very quick response time.
- I. Getting the police officers close to the public (beat cop); four day work week; keeping the same officers together as long as possible; trying to keep the morale "up".
- J. Foot patrol - use of Hondas (limited); young aggressive officers (ideas); unlimited time to devote to community; concerned about the people.
- K. High visibility; getting to know the people; working in one set district; being able to work together from the beginning of school.
- L. The citizens have a sense of security.
- M. Large amount of men in a small area; statistics on crime are down; more personalized services for citizens; four day work week.
- N. The FPU brings more policemen into a smaller area; the FPU can function as a unit with all members sharing the same goals.

...Continued...

1. Four most successful features...

- O. Rapport with the public; the concentration of patrolmen in a comparatively small section; same days off - closer knit group.
- P. FPU allows us to get closer to the people, allowing us to better understand the problems of the public; the Hondas - during the summer months only; the deployment of its men - cover the areas effectively; being given a unit to patrol our Cameron St. area - we did almost stop burglaries in that area.
- Q. It has deterred crime in the FPU districts; it has brought people and police closer; most of the men in the unit are close.

2. How has the F.P.U., in your experience, been more effective than units of the regular Patrol Bureau?

- A. Yes! The high visibility has been successful in deterring certain crimes & statistics have shown a reduction of about 15% better than patrol and traffic has city wide.
- B. In certain aspects, the F.P.U. has been more effective in deterrence of crime because people know we are there and many people will tell us of problems in their area because we are readily available.
- C. We work one area with several men and are able to get involved more so with the public where the other units only have a few men working the same area, therefore the work load is greater not giving them ample time to get involved per say. Better response time for FPU.
- D. Intensive, visible patrol in a semi-restricted area with all young officers who really want to do police work and, therefore, reduce crime. FPU is more effective with motorized patrol, though, since the men can cover a greater area and make people feel there are police on the streets and more men in one area.
- E. FPU is more effective first because of the closeness of the group. In responding to calls, the foot unit is usually first on the scene because of aggressive officers. Due to being saturated in a small area most foot men are aware of where crime is and have an idea who are the criminals.
- F. The FPU members have developed a rapport with the people of the impact area. Thus, they have developed more knowledge of the people in the area and the habits of these people. They were only able to do this because of the amount of men in the impact area and the amount of free time they had.
- G. The FPU unit does get to know more people that are on his beat. Also, I know that the foot man knows his business and district a lot better than the regular Patrol.

...Continued...

2. How has the F.P.U. been more effective...

- H. When FPU equipment is functioning properly, the unit has a much quicker response time for calls within our area. Unlike the patrol units, members of the FPU stop in area businesses and stop and talk with area residents, creating a better working rapport between police and citizens.
- I. The FPU, while working the streets, have come to know the people in their area, and if a crime does occur, people are more willing to talk to a police officer they know, thus helping the police to arrest the suspects involved in the crime.
- J. Know the people and their problems, and are willing and concerned enough to help.
- K. The FPU members get to know the people in their districts better than the men in the other units. Also the people seem to rely more on the members of the FPU, than the other members of patrol and traffic.
- L. Only because (when we had permanent walking districts) we knew the people and the people knew "their cop".
- M. Yes. Crime in the FPU area has decreased more than in other areas. This may be because of the increase in the number of men in one area. However, on a man to man basis there may be little or no more effectiveness.
- N. The FPU brings more policemen to the people.
- O. I think the FPU members communicate with the people in their area better than the regular patrol units.
- P. FPU, as for getting closer with the people, it has been effective, many people have stated they would rather talk and explain their problems with the foot man rather than the units, if for no other reason than the FPU takes the time to listen to them regardless if we can solve them or not - a lot of people just want to talk about them.
- Q. The unit has better relations with the people.

3. How has the F.P.U. been less effective than units of the regular Patrol Bureau?

- A. The unit during inclement weather which makes the use of Hondas impractical, and an officer who is cold and chilled to the bone, can't be effective in the performance of his duties as an officer in a patrol unit.
- B. In response time to crimes in progress we are less effective because many times we are on foot.
- C. Equipment, namely Hondas, are not properly attended to. This, many times, renders us less mobile than patrol units.

...Continued...

3. How has the F.P.U. been less effective...

- D. Keeping men on for more than 1 year on restrictive patrol has caused morale and work output to drop; men on foot take too long to respond to crimes in progress and have less chance of apprehending criminals; rules too restrictive and morale drops.
- E. After the first year morale (general) has declined due to work hours. In cold or inclement weather, FPU has no motorization causing apathy (general in responding to calls or just visible patrol. Although in bad weather the FPU works but there is not the same coverage as in fair weather.
- F. The mobility of the FPU was a major hinderance in its effectiveness. Another time when the FPU is less effective is during periods of bad weather. (Rain, snow, cold). Also the FPU members have not been given the chance to develop in the field of report writing and investigation.
- G. The regular patrol is able to respond to calls a lot faster than the foot patrol.
- H. When FPU equipment is not functioning, the unit suffers a lack of mobility and due to the large areas covered by individuals or teams, the members cannot always provide an efficient response time.
- I. The FPU has been hindered by the restrictions set on us. Certain calls which were supposedly not to be dispatched on, are really calls of importance to the public, such as a traffic accident, which was not "on view", but a report must be taken and help rendered.
- J. Visibility (1) Days off (2) 24 hours coverage (3) Foot man working during inclement weather (a) public cannot be seen (safe feeling) (b) criminal - cannot be seen (deterrent).
- K. During extremely cold or rainy weather a member of the FPU cannot function as well due to the fact that man who is frozen stiff or soaked to the bone cannot produce as much as one who is protected from the element by a car.
- L. It's embarrassing to tell a citizen you cannot take a report and then call a car.
- M. No.
- N. The FPU lacks the mobility to be effective. Many times the FPU could respond much quicker and easier than one of the Patrol and traffic units who may be tied up.
- O. Lack of mobility. Members of FPU are restricted from becoming involved in all aspects of law enforcement, i.e., the "high visibility" role.
- P. In the winter months, while on foot, response time for in progress calls is far greater than the regular motor units, in the summer months with Hondas we can hold our own, but units either marked or unmarked, (or both) should be detailed to this unit.

...Continued...



3. How has the F.P.U. been less effective...

Q. In bad weather the only thing a man can think of is keeping warm and dry, not about deterring crime. The Hondas and Cushmans have been used for punishment to men rather than for mobility.

4. If you were acting as an evaluator to a similar unit which was starting up in another city, what measures of effectiveness would you use to evaluate that unit's success?

- A. The same system we are using now. All statistics compiled by planning and research, and then advance your unit to days, hours and times to meet the crime in said TAC area.
- B. Crime statistics; number of arrests; interview citizens of the area and find out their opinion; interview the officers involved and find out their techniques to deter crime.
- C. The effectiveness in reduction of Part I crimes as compared to the entire city. Measure the difference in crime reduction for the hours and days worked as opposed to the hours and days not worked. I would not accredit crime against the unit while they were not working in the overall picture.
- D. Start with stats on crime as it is now and how the unit drops the crime rate. Amount of on street time for the men. How citizens feel unit is working to curb crime.
- E. Decrease of part one crimes (same as this evaluation). Citizen acceptance and cooperation of the unit.
- F. Set up target crimes such as was done with the FPU and measure the effectiveness only while the unit was working paying more attention to the growth of crime in other areas of the city and the growth of population in the impact area.
- G. I feel I would use the same standards in which the evaluator has set up now.
- H. I would evaluate the unit only on the original crimes they are to be held responsible for. I would also only evaluate them on the statistics of the exact hours they are on the street.
- I. I would use statistics, as a major guide line, but, only statistics concerning the FPU while they were on duty. I would then compare the FPU figures with the regular patrol and traffic division.
- J. Part I crimes as follows - Burglary, Robbery, and Auto Theft; During working hours only; any questions should be counted against the unit.
- K. I would somehow have better working hours, days off, and would also have sector cars in certain areas of the area that the men are working. These would be marked units that would be seen by the public just as much as if not more than walking men.

...Continued...

4. Measures of effectiveness...

- L. If you completely disregard morale, use stats concerning the target crime(s) and area(s); question the business people and persons who do pay taxes.
- M. Statistics on Part I crimes overall; statistics on Part I crimes on a man to man basis with the other platoons; comments from citizens about "safer streets"; comments from the unit's officers about how effective a job they are doing.
- N. Do the majority of the people want such a police unit; is there a need for such a unit; what is the most effective plan and assignment for such a unit.
- O. The increase or decrease of Part I crimes.
- P. The only difference would be a program to show the drop in crime while the unit is on the street as to when it is off, and not on a seven day period, unless the unit is working seven days, a large percentage of our crime happens when we're off.
- Q. I would have done the same except I would get the men of the unit more involved also screen the leaders a bit better.

5. If you were given a real choice of remaining on the F.P.U.. or transferring to the regular Patrol Bureau, would you transfer out?

- |         |         |
|---------|---------|
| A. No.  | J. No.  |
| B. No.  | K. Yes. |
| C. Yes. | L. Yes. |
| D. Yes. | M. Yes. |
| E. Yes. | N. Yes. |
| F. Yes. | O. Yes. |
| G. Yes. | P. Yes. |
| H. No.  | Q. Yes. |
| I. Yes. |         |

6. If you answered yes, what are your reasons?

- A. This reporting lieutenant has worked, all patrolling duties, and has found that this type of policing is more rewarding!

...Continued...

6. What reasons...

B. N/A.

C. Would like a change of shift; do not like riding the Hondas; FPU is too limited on what to do (become more involved); if FPU had the use of police units, I might stay; also total responsibility.

D. FPU is too restrictive in patrol operations. Bad working hours with no changes at all. Members don't really get involved with police work and become rusty. Inclement weather conditions and department doesn't want to alleviate this problem.

E. One year is sufficient on the unit because of work hours and motorcycle patrol in winter and also because of the inopportunity to function by investigating incidents and assuming total responsibility as a police officer.

F. The length of time working the unreasonable working hours.

G. Due to the hours, it makes family life somewhat of a hardship.

H. N/A.

I. The most important reason is the hours, 2-1/2 years of permanent night shift work does not help your domestic life (wife and children). Also the fact that the restrictions set upon us is not good for a police officer, who really wants to get involved in police work (do the whole job).

J. N/A.

K. I have been on this unit from the beginning, 2-1/2 years. I'm tired of freezing during the winter getting soaked when it rains, the hours we work the days off and always feeling that we have done something wrong. Besides that I feel that I am due for a change.

L. Physical health, mental health, boredom, working hours, equipment (Hondas and Cushmans), weather conditions.

M. Adverse conditions one must face on FPU (cold, bikes, hours, days off); conflict with a certain supervisor on FPU; desire to get a broader scope of police work.

N. For the experience of working with an experienced police officer; for the chance of working different hours; for the chance of becoming a more experienced and professional police officer; for the chance of developing in all phases of police work.

O. The steady diet of night work in FPU while the rest of the department rotates shifts; constantly walking or riding a motorcycle in the bad weather; dislike for the "high visibility" role.

...Continued...

6. What reasons...

P. I think two years is long enough on this type of unit - and there are some types of calls we've never been on, thus our experience is seriously limited being on this unit for an extended period of time.

Q. Working the same hours for two years; riding the Hondas in cold weather; not really understanding what is wanted in the FPU - one says high visibility, someone saying get traffic citations and if you don't turn in a lot of paper work you get on the so-called (shit list) and get bad evaluations. Too much favors shown to a few men.

7. If you were developing a personnel rating method for evaluating members of the F.P.U., how would you rank the following activities? (Rate the most important at 1, etc., up to 12).1 - Assisting fellow officers who are in trouble

A - 2 D - 3 G - 1 J - 11 M - 4 P - 1

B - 1 E - 1 H - 1 K - 6 N - 1 Q - 2

C - 1 F - 2 I - 2 L - 1 O - 1

2 - Handling calls involving potential or actual violence

A - 7 D - 1 G - 2 J - 10 M - 1 P - 4

B - 2 E - 3 H - 2 K - 2 N - 2 Q - 4

C - 4 F - 3 I - 5 L - 2 O - 2

3 - Handling service calls involving crimes

A - 11 D - 2 G - 3 J - 8 M - 2 P - 3

B - 3 E - 4 H - 3 K - 8 N - 3 Q - 8

C - 2 F - 1 I - 6 L - 4 O - 5

4 - Conducting preliminary investigations

A - 6 D - 5 G - 7 J - 6 M - 6 P - 9

B - 6 E - 5 H - 5 K - 3 N - 5 Q - 9

C - 3 F - 5 I - 7 L - 6 O - 6

...Continued...

7. Personnel rating method...5 - Educating the public on crime prevention

A - 1   D - 12   G - 8   J - 1   M - 5   P - 5  
 B - 8   E - 11   H - 6   K - 1   N - 10   Q - 1  
 C - 7   F - 6   I - 1   L - 10   O - 8

6 - Developing sources of information in the community

A - 3   D - 8   G - 12   J - 5   M - 8   P - 7  
 B - 7   E - 2   H - 9   K - 4   N - 11   Q - 3  
 C - 9   F - 4   I - 3   L - 5   O - 3

7 - Making arrests

A - 6   D - 7   G - 6   J - 12   M - 7   P - 6  
 B - 4   E - 8   H - 7   K - 7   N - 5   Q - 7  
 C - 6   F - 8   I - 4   L - 8   O - 7

8 - Handling emergency sick calls

A - 10   D - 11   G - 4   J - 9   M - 11   P - 2  
 B - 5   E - 12   H - 4   K - 11   N - 4   Q - 6  
 C - 1   F - 7   I - 11   L - 11   O - 4

9 - Analyzing crime patterns (when applicable)

A - 5   D - 10   G - 9   J - 4   M - 3   P - 10  
 B - 9   E - 7   H - 12   K - 5   N - 7   Q - 10  
 C - 5   F - 10   I - 8   L - 3   O - 9

10 - Contributing to unit discussions of methods and tactics

A - 4   D - 4   G - 10   J - 2   M - 10   P - 11  
 B - 10   E - 6   H - 10   K - 9   N - 8   Q - 5  
 C - 8   F - 11   I - 10   L - 9   O - 10

...Continued...

7. Personnel rating method...11 - Assist in training meetings

A - 8   D - 6   G - 11   J - 3   M - 9   P - 8  
 B - 11   E - 10   H - 11   K - 10   N - 9   Q - 12  
 C - 10   F - 12   I - 9   L - 12   O - 12

12 - Make appropriate references to non-police agencies

A - 9   D - 9   G - 5   J - 7   M - 12   P - 12  
 B - 12   E - 9   H - 8   K - 12   N - 6   Q - 11  
 C - 12   F - 9   I - 12   L - 7   O - 11

8. In order to be effective, the F.P.U. needs some amount of freedom to decide how it is going to accomplish its mission. Listed below are several ways in which the unit can be free to act. Consider each of these, and rank them (1 - most important, to 7):1 - The unit can decide on what different tactical approaches to use in achieving its mission (stake out, plain clothes, patrol patterns, etc.)

A - 1   D - 2   G - 3   J - 6   M - 2   P - 2  
 B - 1   E - 1   H - 1   K - 2   N - 3   Q - 4  
 C - 2   F - 1   I - 1   L - 1   O - 1

2 - The unit should be able to influence the setting of its own goals

A - 3   D - 1   G - 2   J - 1   M - 7   P - 1  
 B - 4   E - 3   H - 4   K - 1   N - 1   Q - 1  
 C - 3   F - 7   I - 7   L - 6   O - 3

3 - Provided that the unit satisfies the needs of the overall Bureau, the unit should be able to decide where (territory) and when (hours of operation) to work

A - 2   D - 3   G - 7   J - 2   M - 6   P - 3  
 B - 3   E - 4   H - 3   K - 3   N - 2   Q - 6  
 C - 1   F - 6   I - 4   L - 4   O - 2

...Continued...

8. Freedom to act...

4 - The individual members of the unit can decide, within their shifts, what activities to perform in what sequence (patrolling, vehicle checks, foot beats, store checks, etc.)

A - 6 D - 6 G - 1 J - 7 M - 1 P - 4

B - 2 E - 2 H - 2 K - 5 N - 7 Q - 3

C - 5 F - 2 I - 2 L - 3 O - 4

5 - The unit can make its own internal distribution of work (who does what)

A - 5 D - 4 G - 4 J - 3 M - 5 P - 6

B - 5 E - 6 H - 5 K - 4 N - 4 Q - 7

C - 4 F - 3 I - 5 L - 7 O - 5

6 - The unit can influence who its leader will be

A - 4 D - 7 G - 5 J - 4 M - 3 P - 5

B - 7 E - 7 H - 7 K - 6 N - 6 Q - 2

C - 6 F - 5 I - 3 L - 2 O - 7

7 - The unit can influence its own membership (who comes in and who leaves)

A - 7 D - 5 G - 6 J - 5 M - 4 P - 7

B - 6 E - 5 H - 6 K - 7 N - 5 Q - 5

C - 7 F - 4 I - 6 L - 5 O - 6

9. In terms of your own experience in the F.P.U., check one of the following statements:

TOTAL NUMBER OF RESPONSES SHOWN FOR EACH STATEMENT

10\* - I am more satisfied with the F.P.U. than any other job I've ever had.

\*\*

2 - Being in the F.P.U. is as good a job as I have ever had.

1 - Being in the F.P.U. is about as satisfying as being in any other police unit.

4 - The F.P.U. is not as satisfying as any other police unit.

1\*\*\*

1 - The F.P.U. has been a very unsatisfactory experience for me.

...Continued...

9. Own experience...

First statement

A B C D F G H J K P

Second statement

I P

Third statement

E

Fourth statement

L N O Q

Fifth statement

M

\* - (in terms of the police department)

\*\* - (all jobs included police and non-police)

\*\*\* - (second year only)

10. What is the one most important change in the F.P.U. which you would like to see happen?

- The unit receives the three new officers in school, leaving three other officers go over to patrol and traffic to help morale problems plus the need of mark units inclement weather.
- A return to total responsibility for the FPU supplemented by an increased vehicle patrol by patrol and traffic to insure high visibility when the FPU members are not on the street.
- More flexibility and police cars.
- 1 year tour of duty or a rotating work schedule.
- Implementation of two to three automobiles to be distributed through the tactical area for patrol.
- Being able to decide its own approaches to achieve its goal.

...Continued...

10. Most important change...

- G. I feel the unit on the whole would like to have vehicles on the nights that it is miserable (rain, snow). In the dark clothes we wear on nights that it is miserable out, it is very hard to spot a police officer. You would be a lot more effective if you are dry. You can also see a vehicle a lot better in foul weather.
- H. The unit should be allowed to decide on what different tactical approaches to use in achieving its mission.
- I. Working hours; have a system devised where we could get at least one weekend every two or three weeks, off so we could be with our families.
- J. Limit the length of time an officer will service on the foot unit.
- K. I would like to see a 1-year period of time for any given officer to serve on the FPU.
- L. Corporal Zaiders be transferred out; the Cushmans be decommissioned; the Hondas be decommissioned in inclement (including cold) weather; (sorry, I just could not put down one change).
- M. I would like to see the FPU members have more of a say about their working conditions.
- N. The FPU should be given "Full Police Responsibility".
- O. Return to full responsibility.
- P. Be given units during bad weather and allowed a weekend off a few times during the year - this may not decrease crime but would influence the divorce rate of the unit a great deal.
- Q. Limited to one (1) year (I have been on FPU for over two years). I can put up with the bad hours and Hondas but I have seen four leaders and I have seen one leader do more to hurt this unit than any one thing.

11. We welcome your comments, criticisms, etc.

- A. N/A.
- B. A return to total responsibility with the added vehicular patrol by patrol and traffic would not only help us to realize the problems in our areas but would also alleviate the problem of professional stagnation by giving us a chance to take reports, handle domestic problems, and do all the other things we were trained to do.
- C. There should be a set period of time that a member is to be on FPU and at that time he may stay if wished by him until he feels he wants to transfer.

...Continued...

11. Comments...

- D. Although the FPU is a new and innovative method of patrol to deter crime, major changes should be made to make it more effective. The area covered is too big for solely foot patrol and motorized patrol in this large an area is essential in today's society. 1 year tour of duty - marked patrol units for inclement weather - rotating days off - men who really want the unit to work - trying various methods of patrol-let FPU handle more calls.
- E. In future, similar programs - a one year assignment should be the maximum.
- F. One of the biggest problems I have found with the FPU is the constant bad working hours. It would be beneficial to set a time limit as to the amount of time a man has to spend on the FPU.
- G. A police officer. You would be a lot more effective if you are dry. You can also see a vehicle a lot better in foul weather.
- H. No response.
- I. Restrictions as to what calls we can handle should be lifted. We are sworn police officers - we should be allowed to do the entire job. I agree that high visibility is important, but our job is dealing with the public and making every effort to ensure their safety by doing our police duties to the fullest.
- J. 1 year service to unit; limited use of cars (inclement weather); replacement of Hondas; continued and/or preliminary indoctrination of entire department as to unit's role; (morale problem).
- K. No response.
- L. When you evaluate the rise in crime stats, you must also be aware that in the same time frame the unit received new supervisors. The one supervisor began throwing his weight and changing the previous concepts (permanent districts, walking if you want, getting to know too many people, switching of all partners except two). He has his favorites and he is not discreet. The Hondas and Cushmans are used for punishment and his "boys" don't get them in bad weather.
- M. I feel that FPU has great potential, however it is such a specialized unit that in order for it to be an effective unit, it must be provided with the best possible equipment, supervisors, etc. and not just be considered something that brought in federal funds.
- N. The theoretical concept of the FPU seems to be sound; however in actuality the plan falls short of its goals. The concept of the FPU lacks consideration for the individual patrolman. Excessive assignment with inexperienced unit, unreasonable work hours and unfavorable work conditions tend to deteriorate the unit from within.

...Continued...

11. Comments...

- O. Working all night work and all weekends should not exceed one year without some sort of a change. Overall morale in this unit is very, very poor.
- P. No response.
- Q. I feel it is a good thing if it would have stuck to the original plan.

SUMMARY OF "ON THE STREET" INTERVIEWS

- o A total of 80 individuals were interviewed, consisting of 47 males and 33 females.
- o Of the 80, 27 reported they had been the victim of a crime in the last year (in one case, one team interviewed 9 employees of a business establishment, all of whom had been witnesses to a robbery of the business).
- o 25 of the 27 stated that they had reported the crime to police.
- o 13 of the 25 stated that they knew of the disposition of their complaint.
- o Of the 80 interviewed, 68 reported they were aware of the existence of the F.P.U.
- o In response to the question, "What could be done to improve the safety of this neighborhood (all of the interviews were conducted in the Hill area [the F.P.U. beat] ), without adding more police?", the following were given as suggestions:

<u>Interviewing Team</u>	<u>Suggestions</u>
1 (Hall Manor location)	Better street lighting, security doors for Hall Manor, keep the street gangs off the street, more citizen action (unspecified).
2	Enforce curfew, plain clothes patrol, better street lighting, keep car doors locked.
3.	Keep F.P.U. on street (with scooters), have some officers during daylight hours, do not offer bail for some offenses.
4	Better street lighting, more footmen, cars at night, more parental supervision of juveniles, screen applicants in public housing.
5	Better lighting, new type of burglar alarms.
6	Day street beats, better lighting, more police, stiffer sentences, improve neighborhood, better stores.
7	Like footmen.

Interviewing TeamSuggestions

8

Better lighting, more penalties for crime, more parental supervision of juveniles.

SUMMARY OF RECOMMENDATIONS OF DISCUSSION GROUPSGroupKey Problem Area

A

"What changes should be made in the internal organization of the F.P.U. to improve the unit's morale and effectiveness?"

Recommendations (In order of priority)

1. Equipment - it is felt that better mobilization should be provided for the platoon. The present Honda 90's being used are not sufficient to handle police duties. A mechanic who could provide proper maintenance on these vehicles would help if these vehicles cannot be replaced. Also, it would help morale and patrol if regular marked police units were provided in inclement weather to supplement the walking patrols.

2. Mode of operation - in an area where certain types of crimes are prevalent, the F.P.U. could deploy in civilian attire to make apprehension and, thus, could possibly stop all this activity, if only one or two subjects are committing these crimes. Deterrence of crime is important, but at times an apprehension may be just as effective, and a few good apprehensions could greatly improve the morale of the platoon.

3. Hours - it is felt that the platoon morale would be greatly enhanced if some change in the work hours or days off could be accomplished. This group does not have a plan for the shifting of the hours, but the group feels that this is one great morale factor.

4. Handling of calls - Total responsibility. This group feels that total responsibility in the platoon would greatly enhance the morale and effectiveness of the F.P.U. This group feels that by handling all calls, the officers learn to know the people in the area and get to know where the problem areas are. This also prevents professional stagnation and lets the individual foot officer feel that he really is a policeman.

5. Time on platoon - this group feels that a maximum of one year is sufficient on the Foot Patrol Unit. During the first year, the officer has a chance to "get his feet wet", but after this first year, under total high visibility, the detail becomes repetitious and, at times, even boring.

GroupKey Problem Area

B

"What changes should be made in the interface with supervision and the overall department?"

Recommendations (In order of priority)

1. Members want a greater say in what happens to the platoon. For example, concerning decisions of Hondas, whether they should be ridden or not in inclement weather. Another example concerns the decisions of what districts individuals work, and with whom they work. A third example is the choice to divide the F.P.U. area into three sub-areas, State to Derry, Derry to Paxton, Paxton to South. With this division would go a decision to put four officers in each area, letting them float. Furthermore, a spokesman for the F.P.U. should be elected to gather ideas and complaints from the men, and discuss them with the upper echelon at regular intervals, and possibly attend each meeting with anything concerning F.P.U.

2. Dual standards of discipline (should be eliminated). Concerning suspension, F.P.U. members feel discussion of the validity of suspension should be kept on the unit level for a preliminary basis.

C

"What changes can be made in how the F.P.U. works with the public (both in general and on specific calls for service) so that they are more receptive to your unit?"

Note: This group generated no serious recommendations. Although disappointing, the lack of serious recommendations is not surprising. The evaluators conclude that, in the case of the interface with the public, the unit members believe they are fulfilling their responsibilities.



PART 5 FINDINGS AND RECOMMENDATIONS5.1 CRIME RELATED FINDINGS

The findings are strongly influenced by the F.P.U.'s recent return to a modified form of high visibility. Apparently this has been successful. Consequently, the first major finding is that the F.P.U. should remain in this mode indefinitely. The evaluators have seen no evidence of either direct crime-related improvements (in terms of reduced crime) or in indirect crime-related improvements (in terms of high arrest rate, etc.), under the full responsibility mode.

Another major finding has to be the continued success of the unit in suppressing auto theft.

5.2 NON-CRIME-RELATED FINDINGS

The positive public awareness and perception of the F.P.U. must be considered as a major benefit of the unit. The evaluators are impressed both by the survey results of the F.P.U. business (as reported in the Interim Report), and by the results of the "on-the-street interviews". Public recognition of the unit appears to have been influenced by two factors: First, the high concentration of the officers in the Hill area during their working hours; second, by their mode of operation, either foot, or the Hondas.

A final finding is that the mode of full responsibility, while attractive from a "doing the whole job" point of view, apparently was not sufficiently complimented by changes in responsibility. Possible changes, which have been termed as "composite responsibility," are spelled out in the next section on Recommendations.

5.3 RECOMMENDATIONS

Many of these recommendations are suggested in the results of the survey (see Section 4.3) of the F.P.U.

The following are specific recommendations which, taken together, should serve to improve both the organizational goal of crime reduction and the explicit individual goals of professional development:

Recommendation 1

The evaluators recommend that the unit adopt a concept of operation called "composite responsibility". In effect, this concept means several things:

- A. The unit organize itself around three sub-units (5 patrolmen each with the supervisors floating).
- B. These sub-units should be assigned distinct areas to work (in effect, the units would be working some combination of the present eight beats now organized). One of the sub-units would be concentrating, at all times, on the Hall Manor area.
- C. Each of these units would be responsible for patrolling their distinct area, with working arrangements for back up of the units as appropriate.
- D. Each unit should develop and assign responsibility for reporting/investigating activity to one individual in the unit.
- E. Both the areas worked (among the teams) and the reporting/investigating role (within the teams) should be rotated regularly (not necessarily on the same periods of time).

Composite responsibility would, if implemented, afford the following advantages:

- A. No more than three officers, at any one point in time, should be off the street investigating complaints.

- B. Rotation of this role should help the individual develop and use this skill.
- C. The placing of group responsibility for a group of beats should afford the supervisors more time for planning and coordination.
- D. Rotation of the areas should afford a fair distribution of opportunity for working both the good beats as well as the bad beats.
- E. In the case of inclement weather, weekly rotation of the reporting/investigating role could afford individuals time off the street.
- F. Again, in the case of inclement weather, the reporting/investigating role could be performed by officers who could ride in the automobiles currently used by supervisory personnel.

The evaluators note that this concept of "composite responsibility" may be thought by some to be "team policing". Team policing, as noted in an earlier evaluation report, has three characteristics: geographic stability, maximum team interaction, and maximum police/public interaction. The F.P.U. has had since its inception, all three of these. However, the usual mode of team policing is to assign a group of differently skilled/differently titled individuals (detectives, patrolmen, etc.) to the same team. "Composite responsibility", on the other hand, suggests to build the skills into the team, rather than to add more people to what is an existing team.

Recommendation 2

More generally, the evaluators recommend that the F.P.U. continue the approach of "continuous innovation" which has developed throughout the first two years of the unit. With regards to the first recommendation, we recommend that the F.P.U. adopt composite responsibility on a one team at a time basis, in order to afford some time for learning and refinements of the concept. This would

afford the supervisor sufficient time for training of the investigation/reporting role, as well as a chance to monitor any changes in crime effectiveness before full implementation.

#### Recommendation 3

We recommend that the F.P.U. broaden the awareness of the rest of the H.B.P. with regard to the role and accomplishments of the unit. Specifically, the unit should conduct the following activities/events:

- A. Conduct information meetings with all members of the Patrol and Traffic Division, detailing both the history and the current activities of the unit.
- B. Invite other unit commanders to participate, on a rotating basis, in the monthly meetings conducted by the Planning and Research Group, the F.P.U., and representatives of the Governor's Justice Commission.

#### Recommendation 4

We recommend that the H.B.P. stabilize the equipment of the F.P.U. Specifically, we see the following actions contributing to stabilization:

- 4.1 Planned replacement of the present vehicles with units which will have appreciatively more "street life". The present units are highly mobile, but extremely undesirable. Many of them are already past useful maintenance.
- 4.2 Combine the use of the motorcycles with the use of one or two unit automobiles which are more appropriate in inclement weather (as suggested in Recommendation 1, this could be done by using the present supervisors vehicles, for the transportation of both the supervisors and the reporting/investigating officers).

#### Recommendation 5

We recommend that H.B.P. plan for the total replacement of present officers in the Foot Patrol Unit within the next two years. Specifically, we recommend the following:

- 5.1 If composite responsibility is adopted, we recommend that each sub-unit is replaced, as a unit, and not individually.
- 5.2 If composite responsibility is successful, we recommend that H.B.P. experiment with the placing of one of the sub-units (of five men) in some other area of the city. This recommendation is made on the assumption that, after the end of this year, H.B.P. will have full power to deploy these men when appropriate, and as such, may seek to integrate their activities into what are now only Patrol and Traffic districts. The wholesale transfer of a sub-unit may prove to be more valuable than piecemeal, individual transfer.
- 5.3 We further recommend that, in the interim, the H.B.P. attempt to rotate some days off, on a unit basis, so that the unit members have at least one two-day weekend off a month. Examination of current crime statistics, by daily frequency, should be conducted by Planning and Research, so that the rotated ones not violate the need for patrolling on the days of highest crime incidence.
- 5.4 Finally, we recommend that, if replacements for the F.P.U. cannot be found through new police officers (due to budget restrictions), then the F.P.U. should attempt to get replacements from veteran officers. If enough replacements are not found, we recommend that the unit decrease its size accordingly. Under no conditions should the H.B.P. have to resort to assigning non-volunteers to the unit.

APPENDIX A-1

TO: Governor's Justice Commission  
FROM: John Eldred, Andrew Sutor (Evaluators)  
SUBJECT: Third Year Funding of Foot Patrol Unit, Harrisburg Bureau of Police  
DATE: September 5, 1975

1. Reference is made to both our Evaluation Report on the Foot Patrol Unit (SC/75/C/5-C/6/291), dated 16 July 1975, and to a memo entitled, "Updated Summary of Interim Evaluation Report..." (see attached).
2. The last three months have witnessed a return to the original operating style of the Foot Patrol Unit, which is a high visibility/deterrence oriented mode of operation. This style is contrasted with the "full responsibility" mode in which the Unit operated from November 1974 to May 1975; at an apparent loss of effectiveness.
3. The return to this mode fulfills, partially, the conditions which the evaluators specified in the "Updated Summary..." memo.
4. These conditions can be totally fulfilled with the following changes:
  - A. The Planning and Research group of the Harrisburg Bureau of Police assemble weekly summaries of both crime incidence and crime rate, and conduct weekly briefings of the Foot Patrol Unit, in coordination with the Unit Commander of the Foot Patrol Unit.
  - B. Planning and Research group should conduct monthly briefings of both key Harrisburg Bureau officials, including the Director of Public Safety. Included in these briefings must be representatives of the South Central Planning Organization and the Evaluation Monitoring Unit.
  - C. The Unit Commander, with the assistance of the Planning and Research Group of the Bureau, and the Evaluation Team, conduct a special one day planning/tactical problem identification session in November, 1975. This session should address itself to the following issues:
    - 1) Has the return to "high visibility" mode been successful, and in what ways (against certain types of crime, etc.).
    - 2) What options for patrolling can be utilized to increase the effectiveness of the unit?
    - 3) If "high visibility" is to be the way of life for the F.P.U., what steps can be taken to insure that members of the Foot Patrol Unit continue to develop as professional policemen, and are not limited by the confined mode of operation which

MEMO TO: Governor's Justice Commission  
FROM: John Eldred, Andrew Sutor  
SUBJECT: Third Year Funding of Foot Patrol Unit  
DATE: September 5, 1975  
PAGE TWO

"high visibility" implies.

5. If the Harrisburg Bureau of Police is willing to meet the above conditions, we recommend refunding. We cannot recommend refunding without full and disciplined adherence to these conditions, as well as commitment by the Bureau to utilize the knowledge gained in these sessions in the continued operation of the Foot Patrol Unit.

JCE/dmc

PREPARED BY: JOHN ELDRED, ANDREW SUTOR (EVALUATORS)

DATE: 20 AUGUST 1975

At the request of the Evaluation and Monitoring Unit of the Governor's Justice Commission, we are presenting a short update of our Interim Evaluation Report in order to include data from June and July, 1975. This update can also serve as a revised executive summary, since much of what we stated in the Report's summary is repeated here.

At the end of its first year of operation, the FPU was recommended for refunding by us after we noted that robbery and burglary rates decreased in the FPU area relative to the rest of the city. The RPC and GJC did in fact decide to refund the unit.

The major operational change in the unit for its second year was to assume a "full policing responsibility" mission, in contrast to its first-year primary mission of deterrence. In effect, this meant two things: an increase in off-street time due to extra workload items (e.g. reports), and the absence of regular patrol cars during the FPU hours. (In the first year the FPU was a presence in addition to, not instead of, regular patrol).

In addition, HBP set crime-specific goals for the FPU at the beginning of the unit's second year: a decrease of 10% in FPU area crime rates, relative to the rest of the city, for assaults, robberies, burglaries, and auto thefts. Nine months of data through May 1975 indicated that the area's relative standing had worsened for all these crimes except auto theft.

After these results were presented to HBP in June 1975, the unit was put on a modified version of its first-year mode of operation. It was to be dispatched only to emergency calls and reports of its target crimes. The regular patrol force was to resume coverage of the area during FPU duty hours as well. The FPU hours themselves were revised to a 6 p.m.-to-4 a.m., Wednesday-through-Saturday schedule in an attempt to cover burglary hours.

Two months of data under this mode of operation suggest a further worsening of the FPU's relative standing in assaults and robberies, but marked improvements against burglary and continued effectiveness against auto theft. We emphasize the preliminary nature of these results because past experience has indicated substantial monthly variations in crime levels, and two months' is a very short time span in this context.

Small sample surveys of business proprietors in the FPU area in both the first and second years indicated a slightly lower rating of perceived police performance in the second year. However, ratings were generally higher for the business's neighborhood in the FPU area than for the proprietor's home neighborhood, especially if the latter was outside Harrisburg itself.

The evidence of the second year to date suggests that any refunding be conditional on such modifications of policy, strategy, or tactics as necessary to restore to the FPU the capability to affect crime levels that it exhibited in its first year. In the evaluators' opinion, the most serious shortcoming was that the shift to "full responsibility" left the unit without a role specificity or distinct function such as (although not necessarily the same as) it had in its first year. "Full responsibility" by itself was not a statement of unit goals and operational objectives.

TABLE I  
CRIME-SPECIFIC GOALS

	Assault			Robbery			Burglary			Auto Theft		
Year <sup>a</sup>	1	2a	2b	1	2a	2b	1	2a	2b	1	2a	2b
# Months	10	9	2	12	9	2	12	9	2	12	9	2
Average Monthly Crime:												
FPU	23.0	29.3	35.5	12.7	14.6	13.5	45.1	52.1	49.5	22.6	21.2	10.4
Other	51.6	65.4	61.5	38.8	39.6	25.0	120.3	119.0	141.0	41.8	46.3	28.5
FPU Portion:												
Year 2 Target <sup>b</sup>	---	0.28	0.28	---	0.22	0.22	---	0.24	0.24	---	0.32	0.32
Actual	0.31	0.31	0.37	0.25	0.27	0.35	0.27	0.30	0.26	0.35	0.31 <sup>c</sup>	0.26
Average Monthly Crime Rates:												
FPU	133.8	170.4	206.6	73.9	84.9	78.5	262.3	303.1	287.9	131.5	123.3	58.1
Other	105.3	133.4	125.5	79.2	80.8	51.0	245.4	242.8	287.6	85.3	94.5	58.1
Difference:												
Year 2 Target <sup>b</sup>	---	25.6	25.6	---	-5.8	-5.8	---	14.9	14.9	---	41.6	41.6
Actual	28.5	27.0	81.1	-5.3	4.1	27.5	16.9	60.3	0.3 <sup>c</sup>	46.2	28.8 <sup>c</sup>	0.3

NOTES:

- a -- Year 1: September 73 to August 74, deterrence mode, FPU present in addition to regular patrol in the area.  
Year 2a: September 74 to May 1975, "full responsibility mode, FPU sole presence in area during its duty hours.  
Year 2b: June - July 1975, modified deterrence mode (responding only to emergencies and target crimes), FPU present in addition to regular patrol.
- b -- Targets for Year 2 are 10% reductions in the item from Year 1 (Set by Harrisburg Bureau of Police).
- c -- Surpasses target value.
- d -- Rates per 100,000 population, based on 1970 Census. FPU area = 17,191, other areas = 48,964.

F.P.U. EVALUATION SURVEY

1. In your opinion, what are the four most successful features of the Foot Patrol Unit?

A. \_\_\_\_\_  
 B. \_\_\_\_\_  
 C. \_\_\_\_\_  
 D. \_\_\_\_\_

2. How has the F.P.U., in your experience, been more effective than units of the regular Patrol Bureau?

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

3. How has the F.P.U. been less effective than units of the regular Patrol Bureau?

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

4. If you were acting as an evaluator to a similar unit which was starting up in another city, what measures of effectiveness would you use to evaluate that unit's success?

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

(See Other Side)

F.P.U. EVALUATION SURVEY

5. If you were given a real choice of remaining on the F.P.U., or transferring to the regular Patrol Bureau, would you transfer out?

(Circle One)      Yes      No

6. If you answered yes, what are your reasons?

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

7. If you were developing a personnel rating method for evaluating members of the F.P.U., how would you rank the following activities?  
 (Rate the most important at 1, etc., up to 12)

\_\_\_\_\_ Developing sources of information in the community  
 \_\_\_\_\_ Handling service calls involving crises  
 \_\_\_\_\_ Contributing to unit discussions of methods and tactics  
 \_\_\_\_\_ Handling calls involving potential or actual violence  
 \_\_\_\_\_ Conducting preliminary investigations  
 \_\_\_\_\_ Analyzing crime patterns (when applicable)  
 \_\_\_\_\_ Assisting fellow officers who are in trouble  
 \_\_\_\_\_ Make appropriate references to non-police agencies  
 \_\_\_\_\_ Assist in training meetings  
 \_\_\_\_\_ Making arrests  
 \_\_\_\_\_ Educating the public on crime prevention  
 \_\_\_\_\_ Handling emergency sick calls

(See Next Page)



8. In order to be effective, the F.P.U. needs some amount of freedom to decide how it is going to accomplish its mission. Listed below are several ways in which the unit can be free to act. Consider each of these, and rank them (1 = most important, to 7):

- \_\_\_\_\_ The unit should be able to influence the setting of its own goals
- \_\_\_\_\_ Provided that the unit satisfies the needs of the overall Bureau, the unit should be able to decide where (territory) and when (hours of operation) to work
- \_\_\_\_\_ The unit can decide on what different tactical approaches to use in achieving its mission (stake out, plain clothes, patrol patterns, etc.)
- \_\_\_\_\_ The unit can make its own internal distribution of work (who does what)
- \_\_\_\_\_ The unit can influence its own membership (who comes in and who leaves)
- \_\_\_\_\_ The unit can influence who its leader will be
- \_\_\_\_\_ The individual members of the unit can decide, within their shifts, what activities to perform in what sequence (patrolling, vehicle checks, foot beats, store checks, etc.)

9. In terms of your own experience in the F.P.U., check one of the following statements:

- \_\_\_\_\_ I am more satisfied with the F.P.U. than any other job I've ever had.
- \_\_\_\_\_ Being in the F.P.U. is as good a job as I have ever had.
- \_\_\_\_\_ Being in the F.P.U. is about as satisfying as being in any other police unit.
- \_\_\_\_\_ The F.P.U. is not as satisfying as any other police unit.
- \_\_\_\_\_ The F.P.U. has been a very unsatisfactory experience for me.

10. What is the one most important change in the F.P.U. which you would like to see happen?

---

---

---

---

---

(See Other Side)

11. We welcome your comments, criticisms, etc.

---

---

---

---

---

---

F.P.U. EVALUATION

INTERVIEW GUIDELINES

1. Each team should interview 10 people.
2. Each team should ask:
  - o What individual's occupation is
  - o Where they live
  - o Where they work
  - o If they have been a "crime victim" in the last year
  - o If so, what was the crime, and did they report it?
  - o If reported, what is the disposition of the crime?
3. Each team should ask "What could be done to improve the safety of this neighborhood, without adding more police?"
4. Each team should ask if the individual is aware of the F.P.U., if so, how did the individual first learn of its existence?

**END**