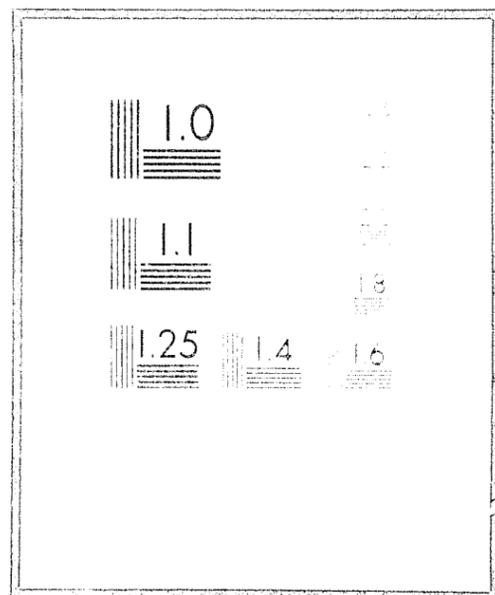


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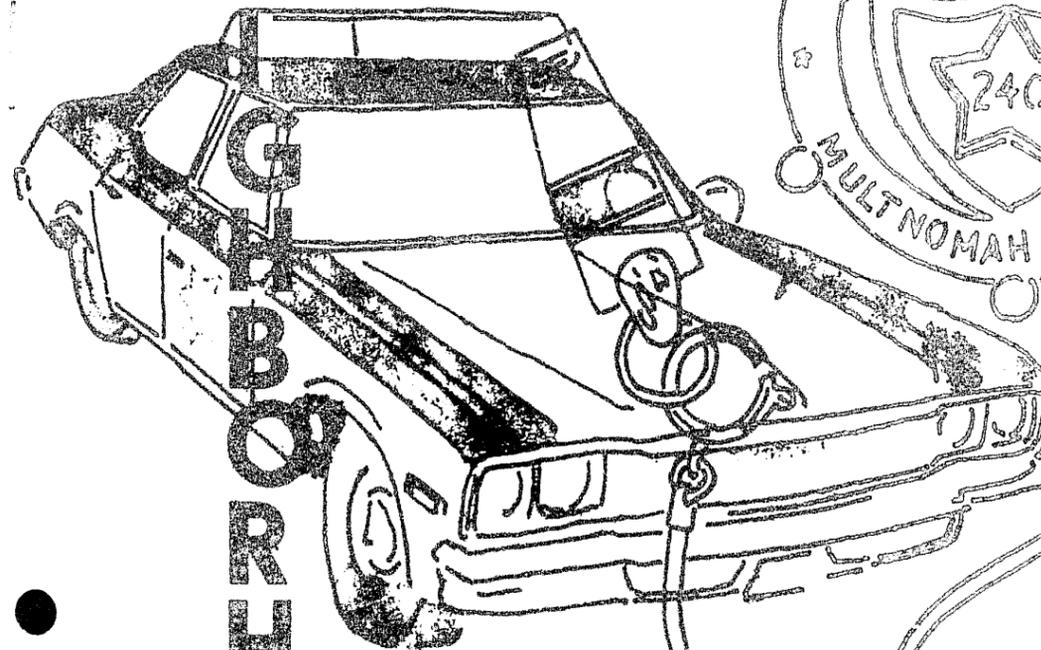
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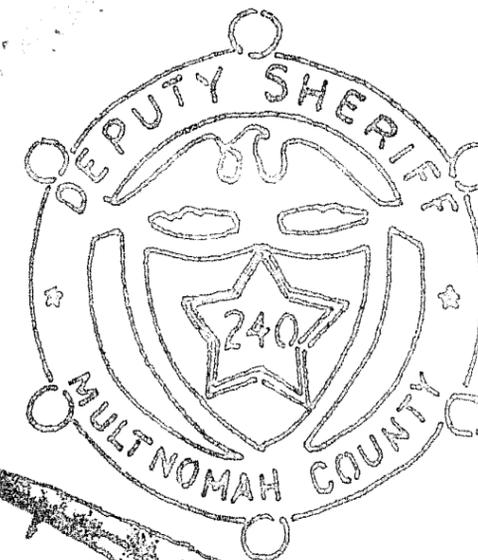
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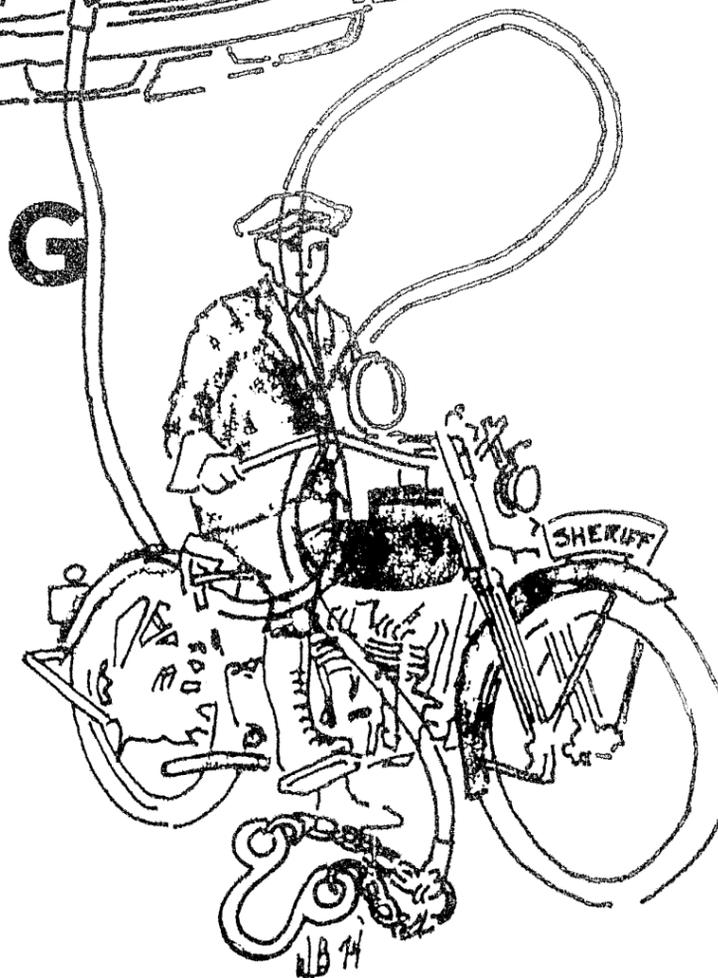
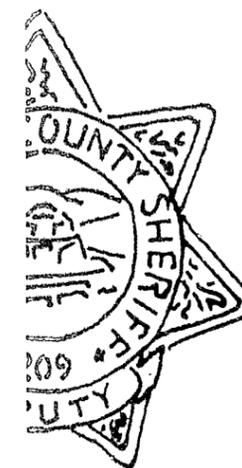
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POLICING



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MULTNOMAH COUNTY DEPARTMENT OF PUBLIC SAFETY

NEIGHBORHOOD TEAM POLICING PROPOSAL

1975

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PART ONE

FORWARD

INTRODUCTION

BACKGROUND

FORWARD

The problem of effectively delivering police services to a community continues to increase in complexity. Measures of reported criminal incidents show a continual increase. Public expectations of both the anticipated quality of police service, and the scope of services to be provided by police agencies have also increased. One method of meeting these increased expectations would be to increase the amount of resources given to the police. Given the current demands placed upon available public dollars, it does not appear that the police may anticipate receiving significantly increased resources in the near future. The police then, if they are to effectively discharge their responsibilities, must scrutinize the manner in which they utilize their present resources to determine whether those resources might be used in alternative ways to better effect. The alternative of Team Policing presented within this paper reflects a new approach to the delivery of police service.

This report is the product of a six-man planning group assembled from a variety of units within the Department of Public Safety. Members of the planning group were relieved from their normal duties for a thirty-day period and worked together to explore the feasibility of adapting the team policing concept to this department. During this period of time, a wide variety of input was solicited from department members. Weekly meetings were held in the various department units and information was disseminated concerning the progress of the planning group.

The following issues need to be stated concerning the team policing proposal:

1. Neighborhood Team Policing is not a panacea which will cure all the problems which members of the department now experience in performing their jobs. The proposal should be evaluated then, not in terms of whether any problems are likely to exist with it, but rather whether those problems are significantly larger than those experienced in our present mode of operation.
2. The issue of facilities should be separated from a consideration of Neighborhood Team Policing. The planning group is committed to the idea that the most suitable environment for team policing to operate from in this department would be a single facility housing all department members. At the same time, however, the planning group feels that it is possible to implement team policing within our current facilities.
3. It is also felt that the reduction of specialized units such as detectives and youth services is also an issue apart from the decision to implement team policing. The reduction of specialized units could well be accomplished within our present manpower deployment scheme. The planning group feels that the suggestions contained within this report represent a viable alternative to our present method

of resource utilization and recommend that the department implement this change and evaluate its effect upon the delivery of police service in Multnomah County.

INTRODUCTION

This paper is the product of an ad hoc planning group assembled from different functional units within the department. Although there is a similarity of philosophy between group members, various sections in the paper have been written by individuals depending on their fields of interest and expertise. We feel that this product is a translation of the general concept of Neighborhood Team Policing (NTP) into a plan that is suitable for implementation by the Multnomah County Department of Public Safety.

This document will support the premise that NTP will: 1) increase police effectiveness in controlling crime; 2) improve the police officer's job satisfaction; and 3) improve police-community involvement in problem solving.

Observations on Traditional Police Practices

To be supportive of the current law enforcement systems, one has to make several assumptions: 1) that the present system is the most effective one that can be developed to deliver police services; 2) that the quality of services produced are satisfactory to both the community and the criminal justice system; and 3) that the present level of apprehension represents an optimization of the system's capabilities.

In terms of law enforcement's effect on crime nationally, statistics reveal a recent dramatic crime rise far outstripping the proportionate increase in the U.S. population. Current LEAA statistics, for example, indicate that crime increased nationally 15% during the last quarter of 1973 and increased another 16% during

the first quarter of 1974. This trend is indicative of "reported" crime only and does not reveal the true nature of the crime problem. In an eight-city study (including Portland) conducted by LEAA it was found that only 34% of crimes against persons actually occurring were reported to the police. Further, only 31% of the crimes against property category were reported to the Portland Police.¹

How effectively does the present police structure deal with that percentage of criminal incidents brought to its attention? In a Michigan study by Haney & Gold² it was found that 97% of juvenile crimes committed went unsolved.

In Multnomah County, the 1973 UCR Annual Report indicates that the total crime clearance rate was 17.125% for all reported crimes. In specific crime areas the statistics reveal the following:

1. Total Burglary	14.35% cleared (71% reported to police) 10.19% cleared (all burglary)
2. Burglary, Forcible	17.06% cleared (71% reported to police) 12.12% cleared (all forcible burglary)
3. Burglary, No Force	10.30% cleared (71% reported to police) 7.32% cleared (all burglary, no force)

With the results of these recent studies, it would be difficult to approach the community with an argument of police effectiveness because police "solve" only about 10% of all the burglaries that occur, and identify and arrest less than 5% of those persons committing crime. In fact, in only one-sixth of burglary cases cleared

¹LEAA Advance Report. 1974. Crime in Eight American Cities. U.S. Dept. of Justice. LEAA. Wash., D.C.

²Haney, Bill and Martin Gold. 1973. The Delinquent Nobody Knows. Psychol. Today. Sept. '73 pp. 49-55.

by arrest is police investigative work instrumental. Most burglary arrests (50%) are cleared by an arrest on the scene.³

The LEAA study ibid. also found that Portland rated among the worst in several crime categories compared to Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark and St. Louis. For example, Portland tied with Denver by having the highest rape and attempted rape incidence (3/1000) and scored second to Denver in the number of crimes of theft (123/1000). Citizens reporting violent crimes to the police were lowest in Dallas and Portland (41% reported). In the study it was found that in each city the most commonly cited reasons for not reporting personal, household, and commercial victimizations to the police were a belief that, because of lack of proof, nothing could be accomplished, and a feeling that the experience was not sufficiently important to merit police attention.

Police Bureaucracy

As pointed out, Multnomah County Department of Public Safety parallels other traditional bureaucracies in terms of structure and less than optimal productivity.

³Bridge, Patricia, Ed. 1974. Portland Impact Program Update Impact Program, City of Portland. p. 130

ibid. Crime in Eight American Cities.

Bureaucracy in general, as pointed out by Weber,⁴ is a rather modern societal development. It has, however, characteristics which limit an individual's ability to function within the department. For one thing, he points out:

"Bureaucracy-the principles of office hierarchy and of levels of graded authority mean a firmly ordered system of super and subordination in which there is a supervision of the lower offices by the higher ones...with the full development of the bureaucratic type, the office hierarchy is monocratically organized.... The bureaucratic structure goes hand in hand with the concentration of the material means of management in the hands of the master...."

John Angell et al⁵ points out that:

"Local police agencies, however, appear to have developed rapidly to the Bureaucratic stage and frozen on the characteristics of this typology. Although police personnel seem aware of the weakness of the military-like, bureaucratic approach, many middle managers in local police agencies seem reluctant to risk change to a more participatory style. These commanders express confidence in such bureaucratic accoutrements as hierarchy, rank, span of control, chain of command, specialization, experience in the police bureaucracy, universalistic rules and regulations, impersonal treatment of employees and clients, and control of employees and clients by threats and punishments. They view civilian involvement in police operations with suspicion and cling to the more traditional bureaucratic criterion of police experience as the surest indication of competency to deal with police matters. Employee participation in decision making is limited primarily to people in high status and rank positions..." (p 65)

Like the military, police organizations have all of the characteristics inherent in a classical bureaucratic model, including the tendency to form: 1) rigid class structures that limit the

⁴Weber, Max. 1958. "Bureaucracy," Essays in Sociology, by Gerth & Mills. Oxford University Press. pp. 196-244.

⁵Angell, John and Egger, Steven A. 1974. Staff Report. Police Consolidation Project. Portland, Oregon.

amount of upward mobility individuals within the organizations can experience; and 2) policies that prevent the "lateral entry" of individuals coming from other organizational sectors. Inherent in the management of bureaucracies in general, is the Theory X set of assumptions pointed out by McGregor⁶ involving employee motivation:

1. The average human being has an inherent dislike of work and will avoid it if he can.
2. Because of this human characteristic of dislike of work, most people must be coerced, controlled, directed, threatened with punishment to get them to put forth adequate effort toward the achievement of organizational objectives.
3. The average human being prefers to be directed, wishes to avoid responsibility, has relatively little ambition, wants security above all.

Current management literature suggests that there are more complex factors involved in productivity and rejects the basic Theory X assumptions of employee productivity. McGregor's ibid. Theory Y assumptions which are currently utilized in many private sector organizations include:

1. The expenditure of physical and mental effort in work is as natural as play or rest. The average human being does not inherently dislike work.
2. External control and the threat of punishment are not the only means for bringing about effort toward organizational objectives. Man will exercise self-direction and self-control in their service of objectives to which he is committed.
3. Commitment to objectives is a function of the rewards associated with their achievement.

⁶McGregor, Douglas. 1960. The Human Side of Enterprise. McGraw-Hill Book Co. N.Y. p. 177.

ibid. The Human Side of Enterprise.

4. The average human being learns, under proper conditions, not only to accept but to seek responsibility.
5. The capacity to exercise a relatively high degree of imagination, ingenuity, and creativity in the solution of organizational problems is widely, not narrowly, distributed in the population.
6. Under the conditions of modern industrial life, the intellectual potentialities of the average human being are only partially utilized.

The concept of NTP embodies Theory Y assumptions. Acceptance of Theory Y, however, does not imply "soft" or "permissive" management. Such notions stem from the acceptance of authority as the single means of managerial control, and from attempts to minimize its negative consequences. Theory Y assumes that people will exercise self-direction and self-control in the achievement of organizational objectives to the degree that they are committed to those objectives. Authority is for that reason an inappropriate means for obtaining commitment to team objectives. Besides enlightened management assumptions, other forms of influence within the team also help in achieving team objectives. These influences are best tapped in a democratic participatory management context, where all members within the team participate in setting team objectives, defining the "police role" in their team area, and develop strategies to be used in the delivery of police service to community members in their team area.

In summary, Theory X, an endemic organizational feature of traditional police departments leads naturally to an emphasis on the tactics of control -- to procedures and techniques for telling people what to do, for determining whether or not they are doing it, and for administering punishments. Since an underlying assumption is that people must be made to do what is necessary for the success of the enterprise, attention is naturally directed to the techniques

of employee direction and control.

Theory Y, on the other hand, is innovative in the sense that it has not been a part of basic police organizational management. It leads to an enlightened interest in nature of relationships, with the creation of an environment which will encourage professional commitment to organizational goals and objectives and will provide opportunities for the maximum exercise of initiative, ingenuity, and self-direction in those officers given the responsibility for achieving them.

A concept developed by Abraham Maslow⁷ relates to Theory Y assumptions and the NTP concept in general. He points out that individual needs must be satisfied on the following priority system:

1. Basic physiological needs.
2. Safety and security.
3. Belonging and social activity.
4. Esteem and status.
5. Self-realization and fulfillment.

These needs are ordered in a dominance where, for example, need 2 does not dominate until need 1 has been satisfied and so on.

Organizations that take these needs into consideration (especially #4 and #5) allow the individual employee room to experience professional growth within the organization to a point of self-actualization. This allowance for personal growth is associated with higher employee productivity and job satisfaction.

⁷Maslow, A.H. 1943. A Theory of Human Motivation. Psychol. Rev. V50:370-96.

Maslow, A.H. 1954. Motivation and Personality. Harper & Row Publ. N.Y.

Hopefully, these management perspectives will enlarge the formal job role of the field police officer and allow him to evolve from his present state: that of a report taker and reluctant crisis intervener to a professional with the responsibility and authority to take an active part in the solution of community crime problems, social problems and community relations.

Although the science of management has developed in various private organizational sectors such development has not included police organizations. In fact, Bloch & Specht⁸ point out that:

"Perhaps the most controversial 'element' of neighborhood team policing is the use of 'professional supervision.' It may be that a team commander can improve police service in a neighborhood by using traditional (military) supervisory methods and that professional supervision is an unnecessary frill. While, of course, some departments may choose to accept this analysis, it is believed that professional supervision is one of the most essential elements."

Professional supervision implies that type of "control" that professionals exert mutually within their discipline. Medical doctors, for example, utilize this type of professional supervision in a participative manner as colleagues that regularly meet to discuss their cases with each other in order to achieve mutual learning. This results in increased competency of the group members. Indiscretions such as malpractice are treated by members within the profession leading, when justified, to either censure or expulsion from the profession. NTP implies that this professional peer type of supervision can also occur within professional police teams.

⁸Bloch, Peter, and David Specht. 1973. Prescriptive Package: Neighborhood Team Policing. Washington. U.S. Government Printing Office.

Professional management philosophies also embody the management-by-exception or the so-called "exception" principle. This principle holds that policies should be established so that subordinates can make desirable discretionary decisions on all usual or routine situations without referral to higher echelons. That is, all decisions are made at the lowest level possible, consistent with departmental policies, and only exceptional situations are referred to higher management for consultation and/or decisions. Linked with this principle, it naturally follows that when delegating a job to a subordinate (team member) it is always necessary to give him some of the authority that arises from the superior's position. In the case of a team policing arrangement, the team member is responsible primarily to the goals and objectives of his team and supervision becomes an evaluative rather than a controlling process. The concept of "boss" is not as useful as the concept of a field supervisor who: 1) evaluates the team member's performance using team goals and objectives as evaluative criteria; and 2) functions as a resource to team members.

BACKGROUND

Police service in America has been hampered for many years by several organizational and operational limits. The traditional organizational scheme of a typical police agency is beset with fragmentation and rigid lines of command. There is a minimum of contact between and among patrol officers and detectives. Further, rigid command lines often preclude the coordinating of department

recourses to combat a specific problem.⁹

The traditional organization is also highly centralized which facilitates the control of the chief executive on the theory that centralized decision-making will allow for more efficient and flexible use of manpower and the development of expertise through specialization. Departmental communication tends to be a one-way process from the upper echelon levels down through the chain of command to the lower levels with only a minimal amount of upward flow. Weber ibid. points out that this is a characteristic of bureaucracy:

"Every bureaucracy seeks to increase the superiority of the professionally informed by keeping their knowledge and intentions secret. Bureaucratic administration always tends to be an administration of 'secret sessions' in so far as it can, it hides its knowledge and action from criticism."

These traditional organizations conceptualize the police as "professionally detached" from the community,¹⁰ and evaluation is predominantly carried out through internal inspections of individual performance using uniform appearance, number of citations, etc., as evaluative criteria.

The operational makeup of the first-line (patrol) section of the centralized department features large divisions or precincts of 100 to 250 officers, all performing under quasi-military supervision. The responsibility for conditions is on a shift by shift

⁹Report of the President's Commission on Law Enforcement and Administration of Justice. 1967. The Challenge of Crime in a Free Society. Washington. U.S. Government Printing Office. p. 118.

ibid. "Bureaucracy," Essays in Sociology.

¹⁰Report of the President's Commission on Law Enforcement and Administration of Justice. 1967. Task Force Report: The Police. Washington. U.S. Government Printing Office. p. 37.

basis, with only unit commanders responsible for around-the-clock operations. Delivery of police service is reactive, with the police responding to calls. Radio calls are usually assigned on a first-available basis with some priority for emergencies. The assigned personnel are rotated to new assignments frequently, and special units operate in the various local neighborhoods without the knowledge of local precinct or division personnel. ibid.

Special units are formed for community relations, which consist primarily of "image building". Planning is centralized, and innovation is by order of the chief or other important official. ibid. There is generally little or no input from the lower levels of the organization, and communication is lacking among the various levels.

In the Multnomah County Department of Public Safety many of the problems of centralized organizations have been recognized, and solutions formulated. A management team consisting of the Sheriff and the Division Staff has been formed to combat the problems related to strict centralized decision-making.

In connection with the formation of the management team, the Division has been reorganized to allow for functional integration. Situational ad hoc planning is also being utilized to combat specific problems that arise. This form of participatory management is evidenced by this Planning Group.

The advent of the 4-10 plan is a recognition of alternate ways to maximize the utilization of personnel resources. Additionally,

ibid. Prescriptive Package: Neighborhood Team Policing

ibid.

chronological team policing is already being used in the Patrol Section. Deputies and their supervisors have the same days off and work in the same zone each duty day. This allows two-thirds of the uniformed Deputies to remain in an area for an extended period of time. Team policing will extend this concept to include all uniformed Deputies.

As pointed out previously, police service has undergone many changes. The role of the police in the community, and the role of the community in the police function is continually being examined and redefined. The thrust of these efforts is to make the police more responsive to the community and to local government. There is considerable latitude left to the local government to set its own priorities and objectives. Decisions regarding police resources, police personnel need, police organization, and relation with other government agencies should be made in a way which will best achieve the objectives and priorities of the particular locality.¹¹

Current evidence suggests that overall police effectiveness and productivity will be improved by changes that keep pace with the following current societal trends: ibid.

1. High citizen power
2. High citizen mobility
3. High concern for minorities
4. Personalized treatment for clients
5. Democratically derived power within organizations
6. Increased individual responsibility

¹¹The American Bar Association. 1972. Standards Relating to the Urban Police Function. New York.

ibid.

7. Decreased emphasis on hierarchies of authority and status
8. Situational organizational structures
9. Problem and consumer advocacy
10. Increased employee discretion
11. More tolerance of differences, alternate life styles
12. Dynamic goal definitions
13. Increased opportunities for influence on priorities
14. Employee and citizen participation in management decisions
15. Service rather than crime orientation
16. High openness and low secrecy

The Police Consolidation Project Staff Report makes some recommendations for improving local police service. ibid.

1. The amount of specialization in police line functions should be reduced by incorporating specialist responsibilities into patrol officer jobs, and returning specialists to uniformed generalist patrol operations.
2. Temporary special-purpose committees containing patrol officers should be used to perform functions currently the exclusive responsibility of overhead personnel.
3. Organizational arrangements should be redesigned to provide work groups of first line supervisors and patrol officers with territorial and functional responsibility for providing the appropriate services to their clientele.

ibid. Police Consolidation Project Staff Report.
p. 83.

6. The general operations of the police should be re-organized to facilitate: 1) priority and operational policy differentials that will render police services more relevant to the needs and expectations of individual communities; 2) citizen participation, communication, and influence with police officers in their communities; 3) police officer familiarity with the communities and people whom they serve; and 4) cooperation between the police and other county social service agencies.

Team policing is an example of decentralized modern policing. In team policing, functions such as patrol, traffic, youth services, and some detective functions are de-emphasized as specialties with the personnel added to the manpower pool available to the decentralized teams. Functional investigative activities which remain specialized such as homicide, investigation, fraud, etc., are organizationally centralized.

The team policing organizational model implies functional decentralization and a participatory management style. The team manager is responsible for the delivery and quality of all police services in his area, and is held accountable for crime and conditions in the area on a 24-hour basis, ibid. and is given broad authority to go with his responsibility. Professional respect is the major part of the relationship between and among the team members and the manager. ibid.

Operational Concepts (Summary)

The following principles are implicit to team policing: ibid.

1. Conceptually, each team consists of 20 to 40 officers, working under professional supervision with consultation, setting participation in team objectives, quality in-service training, encouragement of suggestions, and permitting the exercise of professional discretion within necessary limits.

ibid. Prescriptive Package: Neighborhood Team Policing
ibid.
ibid.

2. Team members are sent out of their team area only in emergencies.
3. Personnel remain assigned to the team for an extended period of time with consideration of the officer's team area preference.
4. Special police units inform themselves of team goals, and whenever possible, consult in advance with the team manager when they will be operating in a team's area.
5. Interaction with the community is an essential part of patrol duties, and is planned by the team manager and the team.
6. Evaluations are carried out on a program-by-program basis, accompanied with procedural inspections.

Team policing envisions those officers previously specialized in patrol and investigative duties combined under a unified command with flexibility in assignment. ibid. The generalist team police officer performs many of the tasks that were formerly divided and assigned to specialized units. The result is that each officer will become more proficient in performing the many professional skills required in police work.

PART TWO

GOALS AND OBJECTIVES

TRAINING

TEAM BOUNDARIES

PERSONNEL

JOB DESCRIPTIONS

FACILITY ALTERNATIVES

CRIMINAL INVESTIGATION

POLICE-COMMUNITY INVOLVEMENT

EVALUATION

ibid. The Challenge of Crime in a Free Society

GOALS AND OBJECTIVES OF NEIGHBORHOOD TEAM POLICING

The Police Role: Neighborhood Team Policing

The role of the police in contemporary American Society is not a matter of general agreement. Perhaps the clearest definition has been provided by the Goals, Organization and Coordinating Committee of the Police Consolidation Project.¹² They state that the police role and responsibility should include:

1. The most important responsibility of the police is the preservation of human life.
2. The police responsibility for the maintenance of social order is conditioned by a responsibility for protecting individual rights and ensuring social justice. Therefore, the maintenance of order clearly does not obligate or authorize the police to regiment society. Democratic societies expect the police to protect the right of citizens to behave in individualistic, even deviant ways if such individualism and deviancy do not injure others or deprive others of the right to just treatment.
3. Police organizations are in a unique position to support other governmental agencies with information about citizen problems and needs they should address.
4. Law enforcement is an important function of the police; however, physical arrest is only one strategy that is used to enforce laws. The state law requires police to "enforce" the criminal code, but it does not specifically direct police to "arrest" every person who violates the law. Therefore, police officers can legitimately exercise discretion if it results in the enforcement of laws.
5. Police must work with and for citizens as much as they serve the government. Police must strive to assist citizens in developing communities that are liveable places where citizens do not have to be afraid of being abused, attacked, placed in jeopardy of injury, or denied fair treatment. Police methods must stress cooperation with citizens based on trust rather than fear, and they must emphasize prevention of crime rather than suppression. Police should be more concerned about obtaining voluntary rather than forced compliance with laws. The existence and authority of the police depend on public approval of police actions and behavior and in general on the police ability to secure and maintain public respect.

¹²GOC Committee. 1974. Summary Report, April 1974. Police Consolidation Project. Portland, Oregon.

Based on the preceding conclusions as to the role of police within communities the GOC ibid. made the following specific goal statements. We feel these goal statements are in keeping with the Neighborhood Team Policing concept.

1. Provide emergency actions and services, not readily available from other agencies, that may save human life.
2. Provide programs and actions directed at the causes and conditions of delinquency and crime that will result in the prevention of juvenile delinquency, criminal deviancy and crime.
3. Provide programs and actions to acquire information about criminal behavior and responsibility and expeditiously handle that information in a manner consistent with the best interest of involved persons, the community and society.
4. Respond by direct involvement, advice, or referral to those situations which if left unattended would logically result in serious mental anguish, disorder, injury, property damage, or loss of individual rights for people within the jurisdiction.
5. Provide actions and programs for coordination between support agencies that seek to facilitate social justice and justice processes.
6. Provide order maintenance programs and actions to reduce danger and facilitate normal community and social operations during periods of unusual disruptive occurrences such as civil protest, natural disaster, riot and war.
7. Provide programs, procedures and activities that will result in efficient, effective and fair management of the police organization and satisfaction of personnel career needs.

We feel that these broad goal statements should be reviewed at the team level and appropriate measurable objectives set for each goal by each team. The Youth Services implementation plan¹³

ibid. Police Consolidation Project.

¹³Koroloff, John, A. Gerardo and D. Brand. 1974. The Control and Prevention of Juvenile Delinquency by Local Law Enforcement Agencies: An Alternative Method. (Multnomah County Dept. of Public Safety) Unpublished.

is an example of how a team could write goals and objectives for its activities.

TRAINING

Training is an integral part of the necessary coordination and communication involved in NTP. A close liaison between the various teams and the training support resource will allow for the development of programs that will be individually geared to team needs. The Career Development Section would be responsible for coordinating all team training and the acquisition of training resources. Since team areas are to be constructed along the lines of community needs, therefore team members may have to possess different types of skills depending on their team choice. We expect that as the Department gains experience with NTP that specific skill requirements will be developed for each functional job description. For example, Criminal Investigation Specialists might be required to be able to draft a search warrant affidavit, list the elements and proof requirement of specific crimes and knowledgeably discuss current relevant case law. The development of skill requirements for various functional roles described within teams will allow team members to develop the competency required to assume different roles within the team. This proposal takes into account the inherent difficulty in developing criteria to assess "competency". We feel that this role definition can occur, in a large measure, within teams on the basis of team decision.

In order to achieve professional status, all team members must acquire skill and knowledge in various areas of law enforcement and be able to translate theoretical information into field practice.

Neighborhood Team Policing creates the opportunity to develop a new, and more effective, system of continuing training for police officers.

The training process must start by facilitating a common understanding by command personnel of the goals of NTP within this department.

Training for team members will begin prior to commencement of field operations by the teams. Approximately one week will be scheduled for each team to go through a training program as a unit. Besides learning the concept of team policing and the new department structure, they will receive training on case preparation and case handling procedure. Towards the end of the training program, the team will have time to formulate team procedures, guidelines and goals.

Following implementation of NTP the team manager will be responsible for setting realistic training goals for his team and coordinating his training needs with the Career Development Section.

TEAM BOUNDARIES

The demographic and geographic characteristics of the County are important factors in determining the team area and planning police service delivery in those areas.

We considered the approximate population by census tract,¹⁴ police work load,¹⁵ juvenile delinquency¹⁶ and a general examination of economic and social factors. These factors were also combined with an intuitive knowledge of the County supplied by members of the group and through discussion with other Department members. Finally, we considered city limits, school district, and natural boundaries and total team area in making our determination of boundaries.

Studies are currently under way involving computer analysis of other variables to determine possible correlation and clustering of demographic variables with crime data police work loads. These data will be available prior to implementation and should prove valuable to team managers determining law enforcement needs and service delivery. The following material is one recommendation of the planning group concerning the establishment of team boundaries.

¹⁴ U.S. Bureau of the Census, Census of Population and Housing: 1970 Census Tracts, Final Report, PHC(1)-165 Portland, Ore.- Wash. SMSA, U.S. Government Printing Office, Washington, D.C., 1972.

¹⁵ Police Consolidation Project, Portland-Multnomah County, Oregon. Police Workload Study, Unpublished, 1974.

¹⁶ Multnomah County, Oregon. Juvenile Court, Juvenile Delinquency Dispositions, 1973.

TEAM AREA DATA

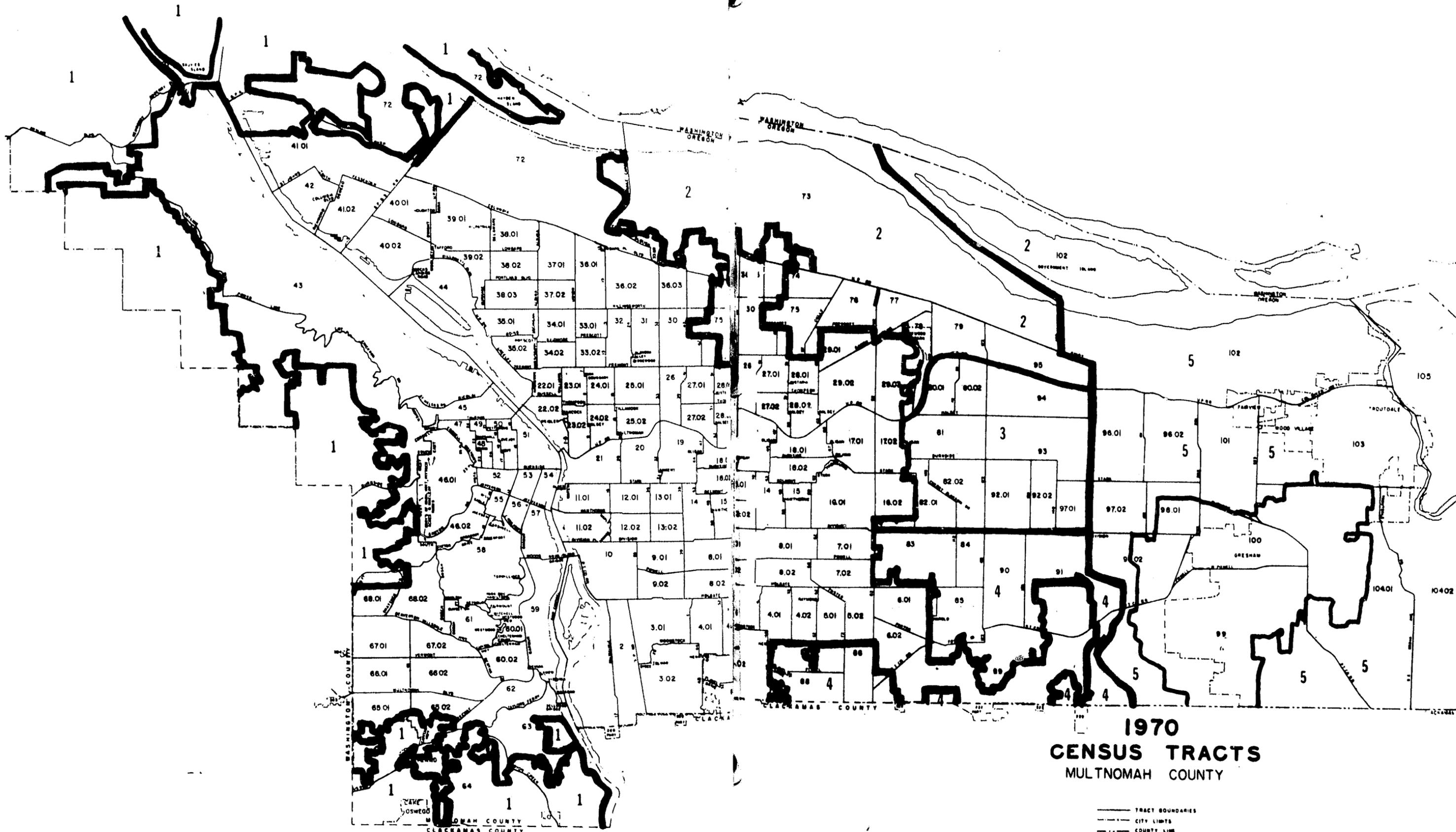
Team Area	Boundaries	Population*	Income*	Delinquency Dispositions	Radio Calls Sept-Dec. 73	Personnel Assigned
AREA #1	West of Portland City Limits, Sauvie Island, Rivergate Industrial and Hayden Island	1960 23,863 1970 28,094 Youth 6,138	Blue Collar 38.4% White Collar 78.1% Unskilled 14.0% Unemployed 6.9%	192	Crime 179 Service 78 Order 162 Total 419	20
AREA #2	Columbia River, 33rd Ave., 142nd, 162nd, and Banfield Freeway	1960 21,585 1970 24,713 Youth 4,600	Blue Collar 54.5% White Collar 57.9% Unskilled 18.8% Unemployed 6.5%	203	Crime 302 Service 198 Order 398 Total 898	28
AREA #3	Banfield Freeway, Portland City Limits, 162nd, Division	1960 37,798 1970 47,493 Youth 9,448	Blue Collar 41.8% White Collar 58.1% Unskilled 15.1% Unemployed 5.0%	409	Crime 645 Service 354 Order 705 Total 1704	29
AREA #4	Division, Portland City Limits, 162nd, Foster Rd., County Line, includes Errol Heights	1960 33,148 1970 37,863 Youth 6,818	Blue Collar 63.7% White Collar 47.3% Unskilled 21.3% Unemployed 6.4%	404	Crime 517 Service 362 Order 446 Total 1625	30
AREA #5	East of 162nd, excluding the City of Gresham	1960 27,294 1970 43,094 Youth 8,868	Blue Collar 64.0% White Collar 52.3% Unskilled 47.6% Unemployed 6.0%	526	Crime 355 Service 276 Order 578 Total 1209	27

*Approximated from U.S. Bureau of the Census, Census of Population and Housing: 1970, Census Tracts, Final Report PHC (1)-165 Portland, Oreg. Wash. SMSA

TEAM

AREA

BOUNDARIES



1970
CENSUS TRACTS
MULTNOMAH COUNTY

— TRACT BOUNDARIES
- - - CITY LIMITS
- - - COUNTY LINE

PERSONNEL

Administrative Team

Since April, 1974 the command staff of the department has essentially operated as an administrative team. During this period of time, problems arising with the functional units for which the various team members are responsible are presented to the entire staff along with proposed solutions and an attempt is made to obtain a consensus of opinion from the members concerning the most viable solution(s) to the problem.

The Administrative Team concept would be an integral feature of the team policing proposal. The team would be composed of the Director of Public Safety, his Deputy or Aide, the commanders of the three divisions and commander of the Evaluations component. All the Administrative Team members would be responsible to the Director of Public Safety, whose ultimate responsibility for the operation of the Department would not be diminished by this concept. The planning group recommends that a system of rotating assignments of Administrative Team members be implemented in order that they gain experience in all areas of departmental operations.

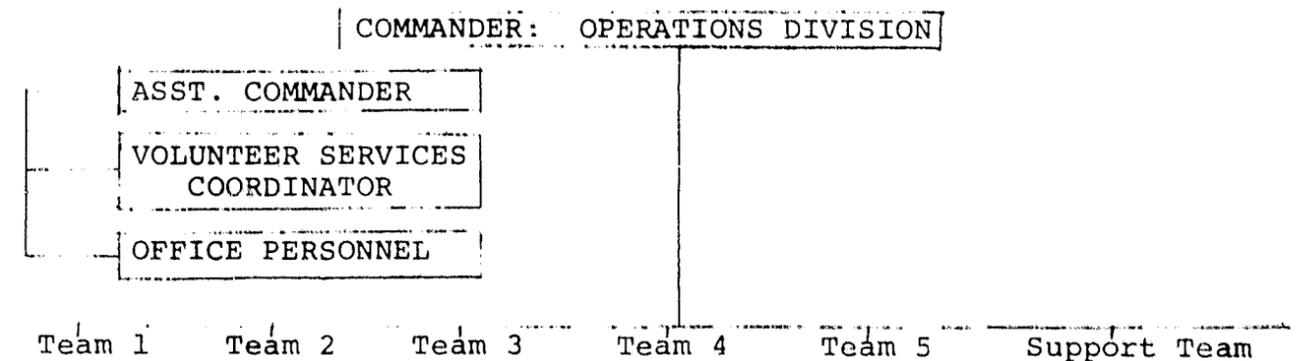
DIRECTOR OF PUBLIC SAFETY				
Commander Services Division	Commander Operations Division	Commander Corrections Division	Aide	Commander of Evaluations

Operations Division Commander

The Operations Division Commander will be responsible for the direction and coordination of the six functional teams. As illustrated in the following chart, an Assistant Division Commander would

assist him in meeting these responsibilities. The Commander might choose to alternate days off with his assistant to provide for continuity of this function. In addition, the Assistant Commander would be responsible for the collation of information and its distribution to the teams. The Volunteer Services Coordinator will be responsible for the coordination of the activities of those volunteer units which provide services to the Department. These units include the Sheriff's Reserve, Sheriff's Posse, and the Search and Rescue responsibility.

PROPOSED OPERATIONS DIVISION
STRUCTURE



Allocation

In determining manpower allocation, we considered the total number of persons currently assigned to the Operations Division. On the basis of that consideration, manpower has been allocated to the five neighborhood teams by assigning a portion of the present patrol force to each team. In order to give the teams a level of manpower necessary to provide responsible police service and carry out the team's investigative functions, additional personnel from the Investigative Section have also been assigned.

The number of specialists remaining in the support team was determined by the investigative functions that would best be handled at the support team level. The functions retained by the support team will be staffed at approximately the same level as they are currently.

Investigative Personnel Allocation

Present*		Proposed Support Team	
Investigations		Investigations	
Management	3	Management	*
Office Detail	1	Homicide & Robbery	*
Homicide & Robbery	9	Morals	*
Morals	1	Burg. Tactical	*
Burg. Tactical	4	Auto Theft	*
Auto Theft	3	Fraud	*
Fraud	2	Arson	*
Arson	1	Child Abuse	*
Larceny	2	Sub Total	24
Night Detectives	4		
DA Investigator	<u>1</u>		
	37		
Youth Services	11	Scientific Investigation	9
Scientific Investigation	9	Crime Prevention	<u>3</u>
Crime Prevention	<u>3</u>	Assigned to Neighborhood Teams	<u>23</u>
	23	Assigned to Evaluation	<u>1</u>
			36
			23
			<u>1</u>
Total . . .	60	Total . . .	60

*MCDPS Allocation, as of 12-6-74

OPERATIONS DIVISION

Personnel Summary

Present	Captain	Lieutenants	Sergeants	Patrolmen	Total
Patrol	1	5	14	79	99
Youth Serv.		1	4	6	11
Scien. Inv.		1	1	7 (1)	9
Detective	1	2	20	14	37
Crime Prev. (2)		1	1	1	3
River Patrol			1	2	3
Traffic			1	4	5
Academy				10	10
Coordinator	1				
Total	3	10	42	123	178
Proposed					
Team 1		1	2	17	20
2		1	5	22	28 (4)
3		1	5	23	29
4		1	5	24	30
5		1	4	22	27
Support	1	2	20	12	36
Coordinator	1	1	1	3 (3)	6
Evaluations	1	1			2
Total	3	10	42	123	178

(1) S.I. Tech. (3) Office Personnel
 (2) Not now part of Operations Division (4) Includes River Patrol

AUTOMOBILE DISTRIBUTION
OPERATIONS DIVISION

Present	Marked	Unmarked	Wagons	Other	Total Vehicles
Patrol	29	2	74 Dodge 73 Travel All	E-Truck	34
Youth Serv.		9			9
Scien. Inv.		2		1 an 64 Pick-up	4
Detective		25			25
Crime Prev.		4			4
River Patrol			74 Suburban		1
Traffic	3	2	70 Plymouth	10.00- cycles	8
Reserve	5				5
Total	37	44	4	5	90
Proposed					
Team 1	4	3			7
2	6	4	74 Suburban		11
3	6	6			12
4	7	6	74 Dodge S/W		13
5	5	4	73 Travel All	73 Van	11
Support		19		64 Pick-up	21
Coordinator		2		E-Truck	3
Reserve	5		70 Plymouth	2 Motor- cycles	5
Supply	4		S/W		7
Total	37	44	4	5	90

NTP 4-10 SCHEDULING

	0000	0400	0800	1000	1400	1800	0000
	A		C			E	
	F					F	
TEAM #1	20	4	2	6	4	6	4
TEAM #2	25	6	3	7	4	6	6
TEAM #3	29	6	3	7	4	8	7
TEAM #4	30	7	3	7	4	8	8
TEAM #5	27	5	3	7	4	8	6
Total Available		28	14	34	20	36	31

EXPLANATORY NOTE: The above chart is based on all team personnel working under the 4-10 plan. 4 - 10 hour days per week. Assuming that half of the team members are off duty, the chart displays the number of personnel available for duty from each team during various segments of the 24 hour day. The bottom line indicates the total personnel from all teams available during the shift overlap periods and at those times when the shifts do not overlap.

This is an illustration of one method of scheduling. The teams could choose from an infinite number of scheduling patterns, as indicated in the chart on the following page.

NTP 4-10 SCHEDULING

	7AM	1PM	5PM	11PM	2AM	7AM
C Shift						
D Shift						
E Shift						
A Shift						
8AM						
10PM						
TEAM 1	2	5	7	5		3
TEAM 2	3	7	7	6		3
TEAM 3	3	4	4	3		3
TEAM 4	2	5	5	3		3
TEAM 5	3	4	4	3		3
Total Available	13	25	27	20		15

TEAM 1 20 Men
 TEAM 2 25 Men
 TEAM 3 29 Men
 TEAM 4 30 Men
 TEAM 5 27 Men
 Total Available

JOB DESCRIPTIONS

Neighborhood Team Policing: Functional Positions

The department currently finds it useful to utilize functional titles in addition to rank designation; for example, hit-run investigation, youth service officers, etc. The planning group feels that implementation of NTP requires functional titles to distinguish persons of the same rank performing distinct and separate functions.

These functional titles reflect the modification of role and responsibility of department members in NTP.

The NTP concept suggests the following functional titles which are additions to the current roles being performed:

Neighborhood Police Officer: (Deputy Sheriff)

1. Responsible for the discharge of system and team goals developed in the performance of his profession... this may also involve speaking to community members, school groups, involvement in community functions, advocating for the rights and needs of children and adults within the community.
2. Responsible for the acquisition and disposition of team and/or support resources required by the nature of his assigned calls for service.
3. Responsible for the preliminary investigation of all crimes dispatched to him while on an on-duty basis within the team area.
4. Responsible for follow-up investigation of all assigned cases.

The neighborhood police officer is viewed in our NTP model as a professional practitioner in the community who can call upon all necessary resources where appropriate for the performance of his duty. He is accountable for all calls dispatched to him including service calls, order maintenance calls or criminal calls. He is responsible for acquiring training in the areas where he has

demonstrated weakness and for assisting and training other team members in areas where he has demonstrated competency. This requires the police officer to become thoroughly aware of "resources" which he can call upon. It is the basic responsibility to resolve the problem and will use departmental resources to accomplish this task. We see the Neighborhood Police Officer as the professional basic unit for the delivery of police services to the neighborhood and therefore all accessory and support services should be oriented in such a way that they assist the NPO in the performance of his duties.

Professional supervision will be utilized as a resource in keeping with the basic philosophy of NTP and Field Supervisors will be responsible to fill this resource to NPOs.

The personnel coming from specialized units (Detectives and Youth Services) will be assigned to teams on the basis of their team area preference and team needs. They will function within teams in the context of their specialty. A detective assigned to a team, for example, will be expected to provide his expertise in criminal investigation to his team. Further, he will be expected to assist NPOs in investigations and facilitate the dissemination of investigative skills to the entire team.

Youth Service Specialist: (Deputy Sheriff or Sergeant)

1. Responsible to NPOs as a resource in the investigation of juvenile offenses.
2. Responsible to NPOs as a resource in the handling, referral and disposition of juvenile offenders.
3. Responsible to the team as a resource in the development of crime prevention strategies particular to juvenile delinquency.
4. Responsible to the team as a resource for school liaison, education curricula development, etc.

Criminal Investigation Specialist: (Deputy Sheriff or Sergeant)

1. Responsible to NPOs as a resource in the investigation of adult criminal offenses.
2. Responsible to NPOs as a resource in handling and disposition of cases.
3. Responsible to the team as a training resource.
4. Responsible to the team as a resource to provide a liaison with the Court component of the criminal justice system (DA's Office).

Field Supervisor: (Sergeant)

1. Responsible to assist or coordinate the NPOs in meeting their team responsibilities.
2. Responsible for field evaluation of the NPOs contribution to the attainment of team goals and objectives.
3. Responsible for the collation and dissemination of information to NPOs.
4. Responsible to perform in accordance with team and department goals.
5. Responsible to make case assignments and review case reports.

Assistant Team Manager: (Sergeant)

1. Responsible and accountable with the Team Manager for all aspects of police service on a 24-hour basis within the team area.
2. Responsible for inter-team information flow.
3. Responsible as a resource to provide consultation to NPOs and FSSs working within a team area when their service is requested.

Team Manager: (Lieutenant)

1. Responsible and accountable for all aspects of police service on a 24-hour basis within the community.
2. Responsible for the acquisition of management and supervision skills that will increase the motivation, productivity and effectiveness of the team members. Further responsible to impart this information to the rest of the team.

3. Responsible to the community, team, and administration in the provision of police services in keeping with the best interests of the community.
4. Responsible for development of team goals and objectives consistent with those of the department.

FACILITY ALTERNATIVES

The Operations Division is presently utilizing two separate facilities which are recognized as being grossly inadequate. During the past year the County has initiated steps to attempt to provide the entire department with a suitable, centralized facility. The planning group strongly supports this effort. However, we also believe that the implementation of NTP may proceed independently of the resolution of the facilities issue.

The planning group has identified two alternative methods of utilizing current facilities to accommodate team policing.

The first alternative is that the 5 NTP teams will be housed at the present Operations Division Headquarters in Gresham. Presently, there are 104 officers operating out of this facility. This would increase the number of personnel utilizing this facility by approximately 40 persons. To accommodate this increase of personnel, modest physical alterations of the facility and relocation of much of the equipment function would have to be accomplished. The resulting space would be used to provide locker areas and team office space. The attached diagram indicates one method in which space may be reallocated.

In addition, increased parking requirements could be accommodated by leasing additional land adjacent to the present parking area. We recognize that this does not represent a solution to the facility needs of the department. It does, however, permit the implementation of NTP prior to the acquisition of suitable facilities by the department.

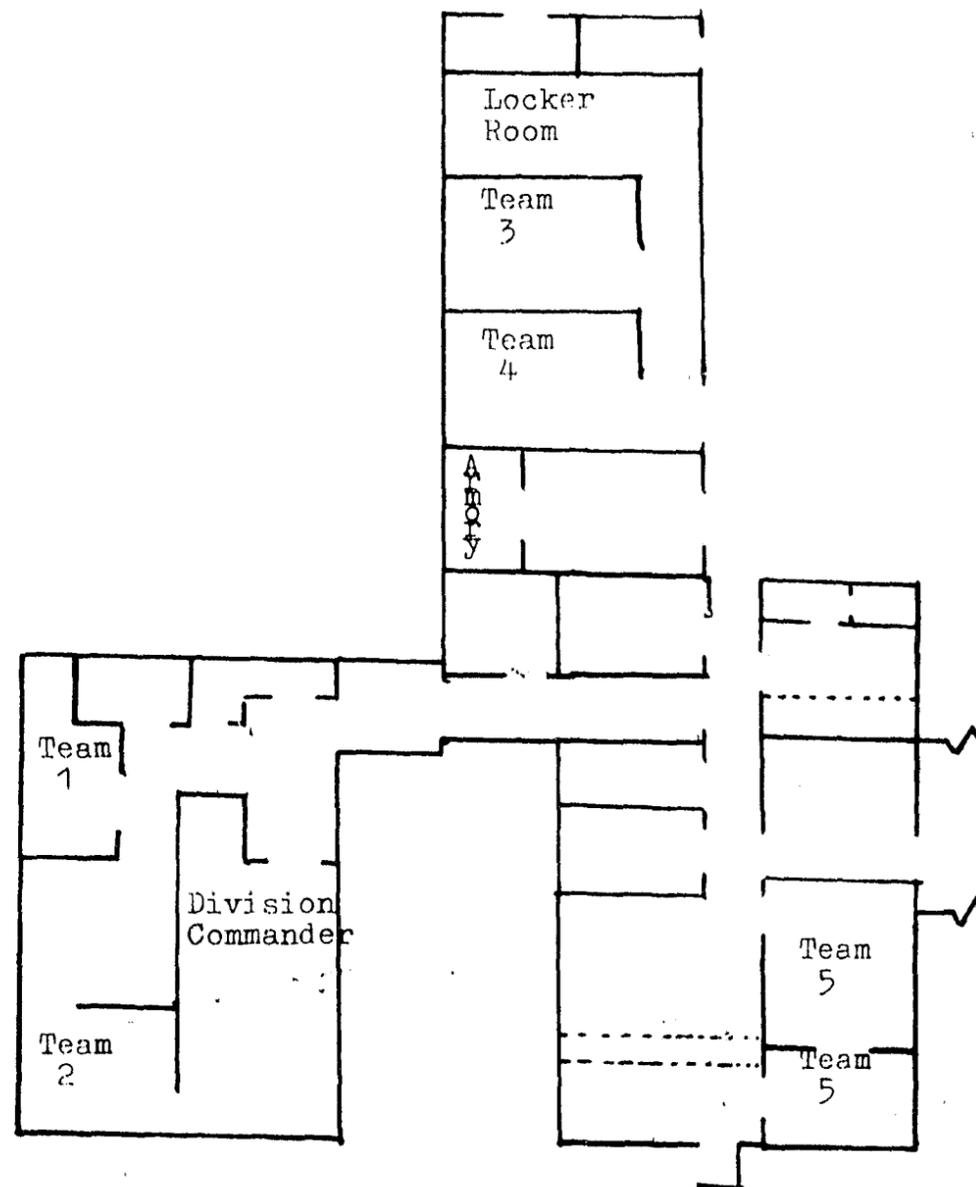
A less desirable alternative would house Team #1, responsible

for the west side, at Second and Oak in facilities vacated by the Youth Services Section. This would reduce the impact on the Gresham facility but would not totally eliminate the need for modifying that facility to house NTP operations.

Inherent to both alternatives is the assumption that the support team will be housed at Second and Oak.

Locating either the support team or Team #1 in a facility separate from the rest of the teams obviously limits NTP effectiveness by hampering inter-team communications.

PROPOSED NTP AREAS AT ODH



CRIMINAL INVESTIGATION

The effective preliminary and follow-up investigation of reported crimes continues to be a matter of major importance to police departments. The Multnomah County Department of Public Safety, like many agencies, has placed a strong reliance on centralized and functionally specialized investigative units assuming this to be the most effective and organizationally-efficient way to provide investigative follow-up.

The best available evidence suggests that a more efficient and effective use of agency resources would be to: 1) decentralize and despecialize many of the investigative functions, 2) establish investigative priorities, and 3) develop methods of monitoring investigative follow-up.

"Every police agency immediately should direct patrol officers to conduct thorough preliminary investigations and should establish in writing priorities to insure that investigative efforts are spent in a manner that will best achieve organizational goals.

1. Every police agency should recognize that patrol officers are preliminary investigators and that they should conduct thorough preliminary investigations. However, investigative specialists should be assigned to very serious or complex preliminary investigations when delay will not hamper the investigation.
2. Every police agency should establish only as many specialized criminal investigative units as needed, staffed only with the number of personnel necessary to conduct timely investigations that lead to organizational objectives. The thoroughness of preliminary investigations by patrol officers should be insured, to reduce follow-up investigative efforts.
3. Every police agency should establish investigative priorities according to the seriousness of the crime, how recently it was reported, the amount of readily available information about suspects, the availability of agency resources, and community attitudes.

4. Every police agency employing 75 or more personnel should assign full-time criminal investigators. Every agency with fewer than 75 personnel should assign criminal investigation specialists only where specific needs are present.
 - a. Specialization with the criminal investigation unit should take place only when necessary to improve overall efficiency within the agency.
 - b. Criminal investigation operations should be decentralized to the most effective command level. However, unusual cases or types of cases may be investigated by a centralized unit.
5. Every police agency should establish quality control procedures to insure that every reported crime receives the investigation it warrants. These procedures should include:
 - a. A follow-up report of each open investigation every 10 days and command approval of every continuance of an investigation past 30 days;
 - b. Constant inspection and review of individual, team, and unit criminal investigation reports and investigator activity summaries; and
 - c. Individual, team and unit performance measures based at least on arrests and dispositions, crimes cleared, property recovered, and caseload."¹⁷

In keeping with these standards, NTP calls for organizational decentralization of specialized functions to the teams. It is believed this represents a more flexible, effective, and efficient means of investigating most crimes. With increased training and authority to do so, uniformed officers will conduct more thorough preliminary investigations and successfully conclude more cases. Further, the assignment of investigative specialists to the teams

¹⁷National Advisory Commission on Criminal Justice Standards and Goals, "Report on Police," Standard 9.7 p. 233, 1973.

will increase the ability of the teams to provide total police service in their area. The special investigative knowledge of detectives will be useful in assisting and training other team members in such skills as developing sources of information and proper case preparation. Additionally, investigative specialists would contribute skills in assessing crime patterns useful to team planning efforts.¹⁸

The planning group recognizes that some very serious or complex cases must be assigned to a centralized, specialized investigation unit. The composition and functional responsibilities of the support team are contained in charts on page 30, Personnel Allocation.

As suggested earlier, the setting of priorities and case monitoring are essential procedures. These have been developed and are easily adaptable to NTP.¹⁹ These procedures establish priorities to insure that investigative efforts are spent in a manner that will best achieve organizational goals and establish quality control to insure appropriate follow-up investigation. ibid.

Finally, we recognize that NTP recommendations for the provision of investigative follow-up represent a significant departure from historical methods and therefore require more definitive explanation. The following narrative and flow-chart represent a recommended method of examining the investigative process and the decision elements required under NTP. This

¹⁸ ibid. "Report on Police"

¹⁹ Reference is made to programs included in the Management Information System, CRISS Project, 1974 developed by Youth Services Section.

ibid.

also integrates the priority and case monitoring systems into the overall criminal investigation process.

Initially, crimes are either reported to or discovered by the police, (followed by a preliminary investigation conducted by the assigned officer). During this process the officer must conduct a thorough investigation and make several decisions concerning the case.

First, he must decide if the reported crime is bona fide. If it is not he will unfound the report. If the crime appears bona fide the officer must make some additional decisions.

If the officer is investigating an actual or potential homicide he will immediately notify the Support Team who will assume responsibility for the follow-up investigation. This does not preclude the officer from taking appropriate actions as required prior to the Support Team investigator's arrival.

In many instances, the preliminary investigation will provide an immediate solution to a crime allowing for successful conclusion. In those instances the officer would dispose of the matter himself. If the matter could not be concluded and the case involved child abuse, morals or fraud it would be referred to the Support Team for follow-up.

If the case did not require referral to the Support Team, the officer would decide if he required assistance in order to bring the case to an immediate conclusion. If so, he would request assistance from within his own team, from one of the other teams or from the Support Team.

The officer must next evaluate the matter in light of the

developed priority system criteria. The first three priority levels require assignment of a follow-up investigator. The lowest priority cases receive no investigative follow-up and would be administratively suspended by the originating officer.

All case reports reflecting the extent of preliminary investigation, undeveloped leads (if any) and the priority evaluation would be reviewed by the Field Supervisor. The FS may adjust the case priority as necessary or concur with the originating officer. Depending on the outcome, the case may be suspended or remain active.

The FS then determines whether the case is one which can be handled within the team. In order to effectively make this decision, the FS must be aware of crime patterns and M.O. information supplied by crime analysis reports. Based on this information he will refer robbery, burglary and auto theft cases, which fit an area-wide pattern, to the Support Team. Cases which do not fit a pattern will be assigned within the team, considering individual case load, availability of personnel, individual skills and overall team area needs. The FS may assign the case to the original investigating officer or any other team member, for follow-up investigation.

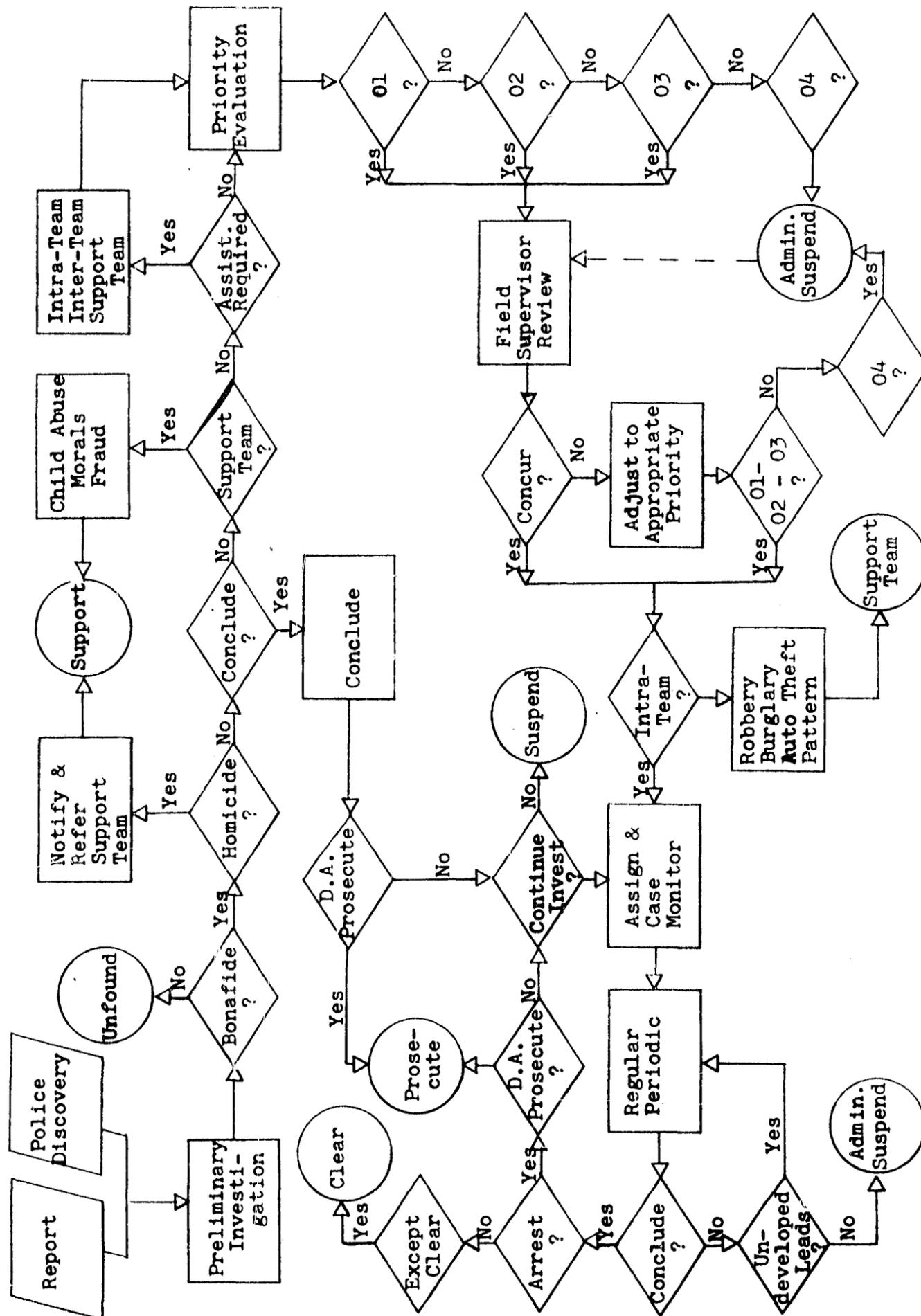
The FS will then enter this assignment in the "Case Monitor System" which will track the progress of the investigation and provide review at regular intervals to insure timely investigation and conclusion of assigned cases. The case will remain assigned to the officer with periodic review of progress until it has been

successfully concluded with arrest or exceptional clearance; or all possible leads have been exhausted and investigation is suspended.

The final step, included in this process, is the decision of the District Attorney's Office regarding prosecution. If a complaint or information is issued, the case moves to another phase of "Trial Preparation" which may still involve investigative follow-up. However, if the D.A. declines prosecution, additional investigation may be in order or the case may be suspended.

The flow chart (Fig. 1) is intended to provide a schematic illustration of this process.

CRIMINAL INVESTIGATION FLOW CHART



POLICE-COMMUNITY INVOLVEMENT

Traditionally, community relations in many police departments has meant "public relations". Public relations consists of "image building" by an agency to improve the way the public perceives the police. It is mainly a selling job, and is seen as undesirable in team policing because it is a one-way communication process.

From the public relations thinking, the police moved to police-community relations as a means of improvement of police and community processes. Police-community relations became a catch-all for several different processes: crime prevention, minority relations, etc. The emphasis was not on two-way communication generally. The term police-community relations implies that the positions of the police and the community somehow reflect a connection between them.

Police-community interaction is a process whereby the police and the community they serve communicate back and forth in an objective exchange of ideas. This two-way communication facilitates working together for mutual benefit.

In team policing, community-police interaction is an essential part of the patrol function, and is planned by the team manager and the team.²⁰ Interaction is planned with the following needs in mind:

1. The need for immediate community response and involvement in the project.²¹

²⁰Bloch, Peter, and David Specht, Prescriptive Package: Neighborhood Team Policing, Washington, 1973, U.S. Government Printing Office, p. 2.

²¹Juilfs, Merlin, PACT Police-Community Relations Project, Unpublished, p. 3.

2. The need to discover areas where problems occur, and to seek solutions.
3. The need to facilitate two-way communication between individual police officers and the populace they serve.
4. The need to foster a mutual feeling of understanding and confidence between the police and the community.²²
5. The need for community commitment to the overall goals of team policing.
6. The need for recognition by the police of their essential part of the whole community.²³
7. The need to create a realization and appreciation by the police of the human dimensions of police work.²⁴
8. The need for a continued improvement in the quality of police services provided, through a more acute awareness of community needs and desires.²⁵

Team Managers are required to make community-police interaction a concern of every team member.²⁶ The team is to become oriented to the community by establishing and emphasizing positive working relationships with the community through both formal and informal mechanisms.²⁷ Formal mechanisms might include an advisory board, and monthly community meetings, informal mechanisms could be store-front headquarters and community services.²⁸

Crime prevention will be enhanced by community-police interaction. One of the basic reasons for using neighborhood or community team

²²Juilfs, Merlin, PACT Police-Community Relations Project.

²³Ibid. p. 4.

²⁴_____ "Crisis in Law Enforcement", New York, National Conference of Christians and Jews, p. 3.

²⁵Juilfs, Op. Cit., p. 4.

²⁶Bloch and Specht, Op. Cit., p. 6.

²⁷Ibid. p. 17.

²⁸Ibid.

policing is the difficulty of relying on "omnipresence" to prevent crime, given the low police-citizen ration.^{29,30} If the team gains the cooperation of the community through interaction, crime prevention becomes manageable.³¹ There are thousands of citizen eyes for every police eye, and the community becomes involved in watching and reporting.³²

Police-community efforts based on problem-solving approaches are beneficial to attainment of overall team objectives. By working with the community instead of separately, community-wide resources can be brought to bear on area problems. By working together, the police and the community can interact for mutual benefit. The community will benefit from improved living conditions and the police will benefit by having their job made easier. The long-standing belief that the police are apart from the community is gradually set aside by increased interaction over a period of time.

²⁹Bloch and Specht, Prescriptive Package, Neighborhood Team Policing, Ibid.

³⁰Ibid. p. 6.

³¹Ibid.

³²Ibid.

EVALUATION

In order to determine the degree of attainment of department and team goals, a thorough evaluation system must be developed. The evaluation unit would be responsible for the development, implementation, and monitoring of evaluative systems. Initially, this unit would be staffed with at least one person of the rank of Captain, and such additional personnel as determined necessary to accomplish this responsibility. To fulfill this responsibility, the planning group recommends that the present functional responsibilities of departmental planning be incorporated in this unit. Recognizing that no proposal will rectify all the present problems of an organization, it appears that the total evaluation of the NTP concept should be against whether there are substantially more problems under NTP, than under our present configuration, rather than whether there are any problems at all under NTP. Internal evaluation systems should compliment the County-wide POP's system of evaluation.

Evaluation systems should be developed to produce information helpful to increasing productivity. Productivity can be increased in four different ways:

1. Improving current police practices to the best level known to get better performance without a proportionate increase in costs.
2. Allocating resources to activities which give the highest return for each additional dollar spent.
3. Increasing the probability that a given objective will be met.
4. Making the most of the talents of police personnel.

In order to determine the level of productivity in a police agency, there is a need for a systematic assessment of progress. This assessment is made through measurement of programs and performance, especially of teams.

Measurement of Team Policing is carried out through examination of objectives by factors. (Adapted from the Prescriptive Package, pp. 65-66)

OBJECTIVE

POSSIBLE PRODUCTIVITY INDICATORS

Reduce Crime

1. Reported crime data as a rough estimate
2. Victimization studies, both citizen and business

Increased Apprehension of Criminals

1. Number of arrests for each type of crime
2. Number of arrests surviving the first judicial screening
 - A. From response to a crime call
 - B. From patrol
 - C. Specific crimes
3. Conviction rate (not to be used alone, but only in conjunction with A,B,C, above)
4. Number of arrests from citizen tips
5. Time required to apprehend perpetrators of selected crimes
6. Amount of lost property recovered

Improve Community Attitudes

1. Survey of the fear of crime
2. Attendance at community meetings held by the police
3. Number of people involved in joint police-community projects
4. Citizen complaints
5. Attacks on police

Improve Police Services

1. Satisfaction with services
2. Effectiveness in solving the problem for which police action was taken
3. Effective referrals to nonpolice agencies

Improve Police Job
Satisfaction

1. Pre-Post NTP Attitudinal Survey
2. Members Sick Time Usage
3. Turnover rate

Mechanisms for evaluation may take the following forms:

1. Internal inspections
2. Program examinations
3. Surveys by other agencies
4. Surveys
5. Field Advisor follow-up
6. CRISS programs

PART THREE

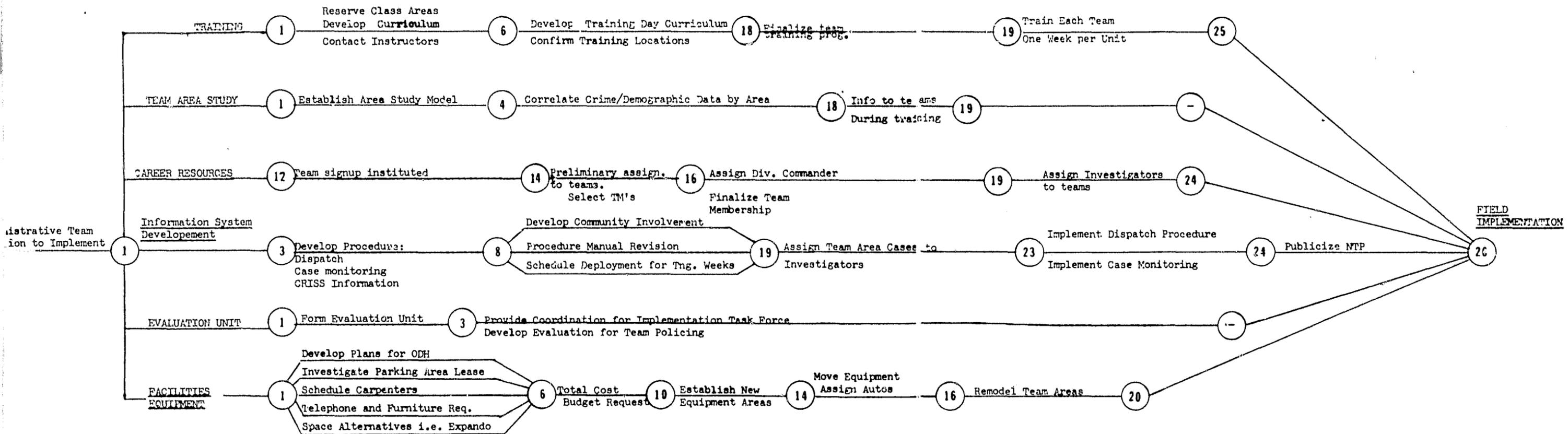
IMPLEMENTATION

IMPLEMENTATION

There are many variables to be considered prior to implementing Neighborhood Team Policing. For the purpose of this proposal the planning group has identified the following categories which encompass the pertinent variables involved in NTP implementation.

1. Administration Decision to Implement. 12/27/74.
2. Physical Facilities, Parking and Equipment.
3. Team Area Study.
4. Team Identification and Sign-up.
5. Community Involvement Activities.
6. Information System Development.
7. Procedure Review and Development of New Guidelines.
8. Training.
9. Evaluation.
10. Field Implementation. 7/1/75.

In order to facilitate an orderly transition to NTP, the planning group recommends a six-month implementation schedule. The attached flow chart illustrates the scheduled tasks involved.



IMPLEMENTATION FLOW CHART

Indicates weeks after decision to implement