



U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

DISCRETIONARY GRANT
PROGRESS REPORT

GRANTEE State of Wisconsin	LEAA GRANT NO. 74-DF05-C038	DATE OF REPORT December 30 1976	REPORT NO. 8
IMPLEMENTING SUBGRANTEE City of Eau Claire (WI) - Eau Claire Police Department 414 E. Grand Ave. Eau Claire, Wis.	TYPE OF REPORT <input type="checkbox"/> REGULAR QUARTERLY <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT		
SHORT TITLE OF PROJECT Police Patrol Emphasis - Final Report	GRANT AMOUNT \$70,000.00		
REPORT IS SUBMITTED FOR THE PERIOD	THROUGH 9-30-76		
SIGNATURE OF PROJECT DIRECTOR <i>Donald K. Johnson</i>	TYPED NAME & TITLE OF PROJECT DIRECTOR Donald K. Johnson Chief of Police		

COMMENCE REPORT HERE (Add continuation pages as required.)

(See attached pages)

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ACQUISITIONS

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DATE

On October 1, 1974, the Police Department of the City of Eau Claire, Wisconsin, was awarded a Law Enforcement Assistance Administration Discretionary Grant. This grant encompassed \$70,000.00 of which the City of Eau Claire contributed \$7,000.00. The project was designated as "Police Patrol Emphasis" project. The purpose of the project was to examine the patrol function of the Eau Claire Police Department. The desired result was to upgrade the basic functions of any police department to which the title of PATROL has been attached. Before this project could be undertaken, it was necessary to define exactly what was meant by Patrol. For our purposes PATROL is the ongoing monitoring of activities in this city which is accomplished by a specially marked police car with a uniformed police officer responding, initiating, and recording events, crimes, and services within this city.

Since we now had defined this function, our next step was to see what we could do to attach more significance and perspective to this integral function. We felt that by accepting the premise that the PATROL function is the backbone of any Police agency, then we are required to attempt to prioritize the Patrol function. Historically, Patrol has been the dumping ground to personnel that is not adept in investigation, communications, and other special assignments. This appeared to be in error. If Patrol is the primary function, then it follows that the best personnel should be assigned the Patrol function. Also, we recognized the fact that perhaps most officers try to work their way out of Patrol then perhaps we should see what can be done to improve the image of Patrol and also improve the attached value of the Patrol Officer. The idea here was to improve Patrol so the individual officer recognized his value and the value of his function.

Thus, the discretionary grant seemed ideal to achieve this goal of

analyzing Patrol and the Officer's self image of exactly what he is assigned to do.

After many hours of conferences, we felt that an unbiased consultant should be retained to work in concert with the Staff of the Eau Claire Police Department. Several noted authorities in the field of Law Enforcement were contacted and asked to submit their proposals and recommendations per the ideas of this department's staff. After receipt of the proposals, the International Association of Chiefs of Police was awarded a contract to assist us in this project.

This report will now delve into the four main project objectives and also will explain some of the concepts and ideas that evolved from dealing with the four main objectives.

O B J E C T I V E # 1

Scientific Planning of Patrol Resource Deployment

The goal of objective number one is to best place the available manpower during areas (geographic) when the frequency of calls is the greatest. To best achieve this, our department and the consultants took a six-month's sample of all calls for service, misdemeanors and felonies which occurred within the City of Eau Claire. We then plotted these calls to see if there was any special distribution of any special calls; i.e., many felonies in one particular area, etc. Our plotting showed basically what we anticipated and that was that in areas where most total calls were received, we also had our greatest amount of criminal activity. Because of this, we were able to graph our activities for 24 hours a day, 7 days a week. This 168 hour graph showed us when we needed the most men working. We also converted this graph into percentage figures so that given any one hour period

of any day we could see exactly what percentage of that particular day's calls occurred and also what percentage of the total week's activities occurred during this particular hour. We could also see where these calls occurred.

Our next step was to redraw our geographical patrol sectors so that the workload was more equitably distributed. This could not have been done by a shift basis as the day shift (8:00 a.m. - 4:00 p.m.) distribution of calls was different than the evening shift (4:00 p.m. - 12:00 mid.) This was easily explained by the normal working hours of various private businesses. Rather than have a different patrol area configuration by shift, we decided to strike a compromise. (We used plastic overlays of the three-shift area configuration, and struck one configuration of patrol areas that would not fluctuate by time of day.) This was then computed by calls in one block grids within the patrol area to see if the percentage of calls per area was relatively equitable. Naturally, it did not come out exact, but it was relatively equitable.

Since we now established patrol areas, our next concern was to get people assigned during the times of highest activities. By careful analysis we found that our regular three-shift schedule was at least begun and ended at reasonable time periods. Our shift configuration showed that Shift one should begin at 12:00 mid. - 8:00 A.M., Shift 2 begin at 8:00 a.m. - 4:00 p.m., and Shift 3 begin at 4:00 p.m. - 12:00 mid. The next decision we arrived at argues with much common philosophy of manpower distribution. We decided that each shift would be assigned an equal amount of manpower, even though each shift did not have the same amount of calls. Many experts in manpower allocation say it is ridiculous to put an equal amount of persons

on the three shifts.

We were not so naive to believe that this equal shift manpower was our answer. Our analysis of the 168 hour graph showed us that we could better get our manpower during peak times by creating two overlap shifts. Our busy time for calls started at about 11:00 a.m. and stayed relatively constant until 3:00 a.m. Thus, we created two overlap shifts of four officers per shift. At least two additional officers started at 11:00 a.m. and worked until 7:00 p.m. and then at least three officers started at 7:00 p.m. and worked until 3:00 a.m. This gave us more officers when there was more activity.

We have used this overlap or power shift principal for about one year and have found that our response time is lowered and our "nuisance overtime" rate is down. It has saved the municipality money and has had a positive impact on the patrol officers.

These "power shifts" have not, however, been a panacea. We have found that the overlap officers suffer from lack of consistent supervision. They do not have a group of officers that they really belong to. It also seems that their hours are sometimes a problem at home as they were used to our previous shift hours.

In summary, we feel that we have taken a good hard look at the scientific distribution and allocation of manpower with consideration for the collective bargaining agreement in mind and also with the officers' interests in mind. We have had to make alterations in the process of assigning personnel to the overlap shift, but when we weighed the pros against the cons, we have found this distribution and allocation to best fit the needs of our department at this particular time. We will continue to monitor our activities and continue to alter our methods and crime patterns, calls for service as collective bargaining agreements so dictate.

O B J E C T I V E # 2Scientific deployment of non-patrol personnel

Basically this objective was the easiest to achieve. First, we analyzed our efforts in the communication center. We found that when our citizen requests for service were up, so was everything else. Our officers were more involved in checking vehicles and individuals because our telephone requests put them in contact with more citizens. We felt that we had to add additional personnel to meet this demand. Again, we went to our 168 hour graph and again assigned additional personnel to be able to respond better to the patrol officers when they needed this help.

The communication center for the Eau Claire Police Department is rather unique. We not only dispatch for the Police, but we also dispatch for the Eau Claire Fire Department and the Eau Claire County Sheriff Department. We have a county-wide 911 emergency telephone system so that all calls come into the communication system, even many which are for the Wisconsin State Patrol which also has a communication center in the district headquarters located in Eau Claire.

We were fortunate and foresighted enough to see to it that when we took over this county-wide dispatch, it was by contract that the Chief of Police for the Eau Claire Police Department would be the sole administrative authority for the communication center. When problems arise over the communication center, our department is charged with the responsibility to see that these problems are rectified to the satisfaction of the other agency heads.

Perhaps jointly, because of the county-wide dispatch and the Patrol Emphasis grant, we were able to politically time our request for additional personnel so that the communication center became much more responsive

to the needs of the patrol officer in the field. Also, as a sidelight to county-wide dispatch, we showed a dramatic increase in our teletype and other inquiry methods, making us eligible by state standards for more modern and efficient equipment. We are continuing to analyze our communication needs and we are continuing to increase our caseload in the communication center which just makes us eligible to receive the most modern and efficient equipment available.

The county-wide dispatch was truly an experiment and it is successful. As a result, we constantly have many other jurisdictions patterning their efforts after ours. Needless to say, the important part of having a central dispatch is having the proper amount of personnel so that the needs of the patrol officers are met. We feel we have accomplished this.

O B J E C T I V E # 3

Enhancement of basic patrol duty

Perhaps this area is the most difficult to evaluate. What can be done to impress upon the officers that their job is the true backbone of the Police Department. Basically, the patrol function is repetitive and for the hours invested, not very exciting. In our analysis of patrol, we felt that if we could draw upon the expertise of the patrol officers, we would receive more data about how these officers perceived their role. In this particular area, we felt that this could best be accomplished by the consultants using a mailing method of a questionnaire. Each Patrol officer received a questionnaire at their home. They were requested to fill them out and return them via mail to the Consultant in Maryland.

The results of this questionnaire were analyzed by computer and were published so that we had some data with which to begin. One concern was that the officers felt they were not getting enough time to follow up on certain crimes that they felt they could resolve by being able to immediately follow up on. Of course, when we reapportioned our manpower, we were able to allow the officers more time to do this follow up work because we had more manpower available when the increased workload was present. Amazingly enough, the officers felt that if we could give them more time, then it would be necessary to have more supervision so that certain officers that were not sincere in their efforts could be watched so that it was not ruined for the majority of officers. This supervision will be dealt with more in depth in the next objective. Officers wanted to be more involved in the investigative process but they knew that their function still was that of patrol.

The patrol officers also had recommendations about certain physical changes such as uniforms. Our uniform budget was rather adequate so that the changes were made. We really did not feel that the uniform changes were what we were after, but we went along with it hoping that it would have an impact on attitude.

Now that attitude has been mentioned, we felt that attitude was the major consideration. How do we alter the attitudes so that there is emphasis on patrol. First, we felt that we must spend some time with the patrol personnel in analysis of the role of a patrol officer. We needed to know how the officers define their role and what we could do to broaden and emphasize the patrol officer's role. We had to become philosophical in attempting to define what our goals and objectives were and are. The officers resisted at first the philosophical implications of their role. They were ingrained with tradition which defined things in

terms of results rather than what may have been prevented because of their presence. The officers never really took time to attempt to think about what did not happen because of their patrol function. The world of policing deals with facts, concrete data, the courts deal with facts, the criminal justice system deals with facts. Only in post-court dealings do things get done based on an unprovable premise. We attempted to change this. We attempted to talk to officers about things that cannot be measured. Several of the officers grasped this and had many questions. They wanted to know how they can be evaluated according to what they do and not what did not happen because of their presence. This is extremely difficult to deal with. We had to bridge the areas of philosophy and data. It took several meetings and I don't think we will ever be able to measure this impact. We felt the officers having just been exposed to their philosophical ramifications would have a major impact of developing perspective. The consultants were a major force in providing us with approaches to discussing this with people who deal with facts.

In summary of Objective #3, it is extremely difficult to say whether or not we enhanced the image of the patrol officer. By the mere nature of patrol, it is a boring, repetitive function. I don't think the function can be changed. We are not trying to change the function. We are trying to develop the officer's perspective of what he is doing. We have involved the officers in more ways of controlling their duties. We want them to be able to tell their supervisors what can be done to make the patrol function more functional, while at the same time we want the officers to really understand their contributions to the overall goals and objectives of the Eau Claire Police Department. Were we successful? We don't know. We hope that throughout the years, the patrol officer will

understand that his job is the most significant in a police agency. The patrol officer will also be the most scrutinized. He is the most open and exposed person in the Police Department.

Another problem is that if we do enhance the patrol officer, then perhaps we will have to enhance the investigators. Maybe we will have trouble getting good investigators if patrol is the most desirable position. There must be a balance. There must be a long range development of the individual. If every officer can answer Who am I? Where am I Going? and How am I going to get there?, then perhaps we have officers who truly understand perspective in our department.

O B J E C T I V E # 4

Effective supervision and monitoring of patrol activity

There are many approaches to effective supervision and monitoring of patrol activities. Our approach was basically people-oriented. We wanted our supervisors to get to know their individual officers. We wanted our supervisors to have an open relationship with their officers. We not only wanted our supervisors to work towards the goals and objectives of the department, but we wanted them to work towards the goals and objectives of the individual officer. We wanted the individual officer's goals and objective to parallel the goals and objectives of the department. We wanted our supervisors to try to be all things to all people. If anyone anywhere can do this, then we would appreciate the help. We worked hard at becoming the kind of supervisors that worked with their men. Many hours were spent with the supervisors dealing with various human relations

approaches. We also added supervisors, not because we felt more supervisors necessarily meant better supervision, but because we felt that to have ample supervision, we needed more supervisors.

The supervisors felt that the patrol officer's attitude improved. Maybe not because of the patrol enhancement aspect per se, but because we looked at patrol, we talked about patrol, and we did things that would allow patrol officers more time to expand themselves.

Finally, we have to look at the patrol emphasis grant in totality. We cannot say that we had all success. We cannot say that every dollar of the seventy thousand paid a dividend to our department. We did not achieve every objective. In fact, we don't even know if we really achieved any of the objectives. What we do know is that we feel that we improved the lot of the patrol officer. We feel that we developed the individual patrol officer and by so doing we developed a better approach to patrol. There are several areas where we cannot measure whether we did what we intended to do, but we do know that we looked at it. We studied the patrol officer, we studied the patrol function. We feel that our patrol force is better because of the patrol emphasis grant. We feel that it will take many years to change the image of the patrol officer, but we feel we started this change. We are convinced that the patrol officer is the backbone of our department and we think that our patrol officers now understand why we feel this way. Our 1976 crime rate is down. Our clearance rate is up. Traditionally, this is what we measure the effectiveness of a police agency by, but we feel our officers are individually more involved in contributing to this data. We feel that most of our officers recognize that they are necessary spokes in the wheel that keeps the Eau Claire Police Department running.

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