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ACQUISITIONS

AN EVALUATION OF
THE BELLEVUE POLICE DEPARTMENT'S
EXPERIMENT IN TEAM POLICING

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INTRODUCTION

This paper is a report on an experiment in team policing in the City of Bellevue, Washington. On one hand, it could be considered a chronicle of a series of events. On the other hand, it could be considered an evaluation of the success of a series of planned changes with specific goals and objectives. In actuality, this report can probably best be viewed as an exposition of a number of events that occurred; some planned, some unplanned. Of the planned events, some were planned with specific outcomes in mind, and others were not. Not only is this report a description of different kinds of events, but it is also an attempt to determine the causal relationships among the events. It is hoped that the description of these cause and effect relationships can be used by the Bellevue Police Department and other police departments in planning for changes in the functioning of their organizations, and that events that are planned can be planned based on experience.

Team Policing

Modern police administrators are faced with a dilemma. The public wants a tougher, more efficient response to the crime problem and also wants the police department to be more sensitive to community needs. Since the police department is supported by public funds, it has a responsibility to react to these two desires, however schizophrenic they may seem to be. Police administrators have chosen two different kinds of solutions. One solution is to promote a strongly structured and disciplined department, based on the military model of the organization. The other, as a result of the recognition that police officers work primarily alone and can never be effectively supervised all the time, is to give greater autonomy to the line officer and to decentralize the department. The advantage of the first is that it is more efficient and results in fast response times and disciplined behavior. The disadvantages of the first are that it is not always responsive to the needs of the individual citizen and suffers from a deficiency in flexibility and sensitivity. The advantage of the second approach is that services can be individually tailored for different communities and individuals. The disadvantages are some loss in efficiency and control over the functioning of the organization.

One solution to this dilemma has been to move toward what has been called team policing. Many different kinds of organizational changes have been encompassed under the title "team policing." The idea was first originated in England, but in the late sixties and early seventies has spread rapidly in the United States. Virtually every major department has tried out some variant or form of team policing. In general, team policing consists of assigning a small number of officers to a small geographic area and giving them 24-hour responsibility for all police services in that area. This basic change leads to a number of related changes that may or may not be explicitly included in a team policing plan. One of these is handling the division of labor between patrol and investigations differently. Sometimes, investigators keep the same responsibilities but are integrated with the teams rather than being part of a centralized detective bureau. In other cases, an attempt is made to implement a generalist role for patrol officers. In this role, the officer is responsible for both patrol and investigative activities. A second result of the change is to more supervisory responsibility further down in the organizational hierarchy. Most team policing experiments either explicitly or by default give more responsibility to lower level supervisors. A third common result of the change is closer contacts with the community. This happens naturally as officers spend more time in one specific area and begin to recognize the citizens of that area and vice versa. Closer community contacts are also sometimes explicitly made a part of the team policing plan. This has been done by conducting community meetings or making provisions for police officers to spend more time out of their car interacting informally with members of the community.

In Bellevue, all of these changes have been addressed or implemented in some way. Exactly how these changes have or have not occurred will be discussed in more detail in later portions of this report. It is important to make a distinction between the implementation of a change and the effectiveness of that change. In many evaluations the mistake is often made to say that a certain change has not been effective, at least in the manner that it was planned, when what really happened was that the change was

never, or was only partially implemented. In this report, careful attention will be paid to this distinction.

Evaluation is a more complex process than saying whether something worked or not. The first step is to describe or ascertain what an organization or individual is trying to do and what the goals of the activity or change are. In natural experiments, it is inevitable that changes are multiple and complex and that the goals and objectives of the changes are also multiple and complex. It is important to describe and categorize both the changes and the goals at the outset of a report such as this. Therefore, the first section of the report will contain a description of the development of the team policing experiment in Bellevue and a description of the goals and objectives of the project.

Secondly, once the changes and objectives of the changes have been described, the evaluator must develop methods of measuring the extent of the implementation of the changes and the effects of the changes in order to compare them with the stated goals and objectives.

The second part of this report contains a description of the data collection methods that were chosen for inclusion in this research project. The choice of methods of data collection depends on constraints such as the timing of the project, research funds available, and the kinds of data collection methods already existing in the organization.

The third part of this report contains an analysis of the data that was collected with respect to each of the goals of the team policing experiment. It should be clear that the evaluation does not contain a simple "yes" or "no" answer to the question of the success of the project. However, it does contain specific data related to each of the goals and multiple objectives of the project. In some cases, success was not achieved. However, this does not necessarily mean the abandonment of the project as a whole, but may simply mean that adjustments should be made. In other cases, where the results are not satisfactory, and adjustment is not possible, it may be the policy makers' choice to live with that deficiency because the advantages of the program are enough to make up for the deficiencies. The

important thing for the reader of this report to be aware of is that there are multiple and complex expected outcomes in a project such as this and that assessments of their success must be balanced against each other in making policy decisions concerning an experiment such as this.

Finally, the report concludes with some recommendations. Although it is not strictly the responsibility of the evaluator to suggest policy for an organization such as a police department, they sometimes flow naturally from the results of the evaluation. Other recommendations come from research and experimentation that has been done in other settings. It should be recognized by the readers of this report that the primary function of an evaluator is to assess the effects of changes that are proposed by policy makers. It is the responsibility of the policy makers to decide what course of action a department should take as a result of those assessments. It is hoped that this report will supply the basic information necessary to making these types of decisions.

PROJECT HISTORY AND OBJECTIVES

Before discussing the results of the evaluation of the team policing experiment, it is important to understand the context in which the program developed. It is also important to discuss how the goals of the project were developed and the ways in which the program was expected to accomplish them. This section addresses these issues.

Bellevue Police Department Prior to Team Policing

The Bellevue Police Department has experienced rapid growth in the last twenty years. From a two-man department in 1953, Bellevue grew to eighty persons as it entered team policing during June 1975.

The Bellevue Police Department's structure was traditional for departments of its size. The Patrol Division, autonomous from the rest of the department, was headed by a Deputy Chief. The Division's function was preventive patrol and primary investigation. The city, divided into eight car beats, was serviced twenty-four hours a day by three shifts. The afternoon and night shift consisted of twelve officers while the morning shift had eight officers. Each shift was commanded by a Captain and two Lieutenants (Bellevue does not use the rank of Sergeant). Beat assignments were randomly assigned on a daily basis, consequently no officer worked a specific geographical area consistently.

The detective Division, staffed by a Captain, two Lieutenants and six Detectives, was responsible for all follow-up investigations. Each Detective had a crime specialty and was responsible for investigating all crimes of his expertise in the city.

A Burglary Prevention Program consisted of a two-man team who gave lectures at meetings scheduled by the Community Relations Officer.

Conceptual Stage

In November 1974, Deputy Chief D. F. Van Blaricom was notified that he would become Chief of Police the following February. Confronted with a spiraling burglary rate and dissatisfaction with the results of preventive patrol, Van Blaricom informed the patrol division that upon his appointment he intended to institute team policing. Patrol division commanders began preliminary planning for the conversion.

On February 1, 1975, Donald P. Van Blaricom became Bellevue's fourth Chief of Police. One of Chief Van Blaricom's first acts was the appointment of Lt. William G. Ellis as Deputy Chief in charge of the Patrol Division. Ellis was also given the responsibility of converting the division to team policing. It was decided, in a meeting between Chief Van Blaricom, Ellis, and Bellevue's other Deputy Chief, H. F. Corkery, that the city be serviced by three patrol teams. They selected three captains to command the teams and set three goals: 1) select the teams and have them working together as quickly as possible; 2) have basic guidelines established to implement team policing on June 8, 1975; and 3) remain flexible and refine policies after the implementation.

Chief Ellis then met with the three new team commanders to select team members. Each captain was given a chance to select two lieutenants he wanted. A third lieutenant would be appointed to each team later upon promotion in the department. After the lieutenants were selected, individual officers were chosen to complete the teams. By oversight, the lieutenants were left out of the selection process of officers for each team. In retrospect, Chief Ellis feels they should have included the lieutenants at this stage. The next step Ellis took was to set up a task force for planning. With participatory management as the goal, Ellis had six officers appointed to the task force as well as all the lieutenants and captains involved in team policing.

Task Force

The Task Force met for the first time on February 28, 1975. The Force was divided into three committees consisting of a Team Commander, two of his Lieutenants and two of his officers. Officers were volunteers and chosen for their interest in the program. The Task Force was to meet every second and fourth Friday of the month. All meetings were open to the department. A Police Guild representative and Robert Olander, civilian head of the Staff Support Section (records, communications, etc.) were asked to attend meetings also.

Each committee was assigned problem areas that might occur during and after the changeover to team policing. Individuals within each committee

were given the task of solving specific problems. Solutions and ideas were to be presented at the next appropriate Task Force meeting for discussion by the group as a whole. All committee members were asked to discuss problems and solicit ideas from all department members they came in contact with. In addition, all present rules and regulations were to be ignored by the Task Force in order to avoid any constraints in formulating new policies and procedures. However, one constraint that had to be taken into account was that the city's budget prohibited hiring additional personnel. All guidelines and recommendations were to be finalized by May 23, 1975, for review by the Chief of Police.

One of the major problems relating to team policing was the assignment of geographical areas. Bellevue was divided into twenty-nine neighborhoods. Each neighborhood was broken down by population, burglaries and criminal complaints filed on a monthly basis. They were also evaluated according to the amount of vacant land, residential and commercial property, and the influence of transient people in those areas (e.g., shoppers in business district). Balancing the workload equally for three teams proved impossible without a very complex plan and additional manpower. The three-sector idea was dropped.

The city was divided into two sectors with an equal workload based on existing available data. Car beats were also designed according to workload expectations and neighborhood integrity. Boundaries were made up from streets. No boundary lines crossed vacant lots or property, nor were neighborhoods divided.

The third team was turned into a "Headquarters Unit." The Headquarters Unit's main function was to support the two sector teams by taking over administrative duties formerly done by individual officers. These duties included: the arraignment and transportation of prisoners to the county jail (located ten miles away in Seattle); booking prisoners; subpoena and warrant services; servicing vehicles; and taking telephone complaints where the presence of an officer was not necessary. The Headquarters Unit was to be commanded by a Captain, and to consist of one Lieutenant, three officers (all volunteers), the Community Relations Officer, and hopefully some civilian personnel through the CETA program.

Crimes against property and juvenile detectives were assigned to each sector team while crimes against persons, vice, narcotics, criminal intelligence, checks and frauds, and arson investigation remained with the separate Detective Division.

On May 15, 1975, Bellevue was awarded a \$45,000 grant from the Law Enforcement Assistance Administration for the purchase of eight new portable radios to increase the time that an officer can spend out of his car, to pay for an evaluation of the team policing program, and for travel expenses to other departments using team policing.

Due to the extensive amount of planning for reorganization, the committee had to move back its completion date by one more week. By June 3 the Task Force completed its research and policies for day to day operation and distributed the guidelines to all personnel. On June 15, 1975, neighborhood team policing was put into effect in Bellevue, Washington.

Implementation

Although the Patrol Division officially began team policing on June 15, 1975, it really began during March 1975. In order to establish team unity and to ease changeover problems in June, the two teams began working together as a unit in March under the old patrol structure.

Each team was assigned to a shift. One team had afternoon, the other nights. The morning shift was made up from both teams. This facilitated calling team meetings during the planning stage for training and to keep everyone informed.

The actual changeover in June went fairly smooth. The revised paper flow for complaints created a couple of problems but was quickly corrected by re-training a few individuals who were not used to the new system. Since officers were responsible for follow-up in most of their own cases, a filing system was required by supervisors to insure that the investigations were worked on within a reasonable time period. The night shift found it hard to conduct follow-up investigations because of their late hours (2100 - 0500). Their follow-up case load had been lightened by distribution to the other shifts. Also, some officers had trouble filing cases with the prosecutor because of oversights in their follow-up investigations. This has ceased to

be a problem because of re-training, experience and closer supervision. Another problem that developed was a misunderstanding of responsibilities between sector officers and headquarters officers when handling prisoners. This was resolved with a written directive.

In February, 1976, Zebra sector began to have a larger portion of workload due to a rise in larcenies in one area. This area was re-assigned to Paul sector and the workload balanced out between the two teams.

A communications gap between the crimes against persons detectives and the team officers has been identified. The department plans to resolve this by assigning detectives from that unit to each team.* Also, one detective position will be filled on a rotating basis by team patrol officers to give them experience in investigations.

In any experiment in a natural setting, difficulties in the operations of the experiment arise and adjustments must be made. Even though these adjustments may interfere with the experimental purity of the evaluation, policy makers should not be hampered by overly strict guidelines concerning how the experiment should be run. In the first place, services must be provided, and, if there is a clear way to provide better services, the department must respond. Secondly, natural experiments contain so many complications and extraneous effects that make interpretation of data difficult, that to force adherence to a certain structure in the experiment would be foolish. On the other hand, the evaluator must be aware of these changes and take them into account as much as possible in the interpretation of the data that is collected.

Goals of the Project

Any evaluation must address the question concerning the definition of the goals and objectives of an experiment. Unless those goals are understood, it is impossible to know what data is appropriate to measure. In most experiments, there is a set of formally stated goals that may or may not coincide with the operational goals of the project. In the case of the

*Note: Schematic diagrams of the changes in organization may be found in Appendix H.

team policing experiment in Bellevue, there was a great deal of consistency in the formal statement of goals made in the beginning of the project and the operational goals that governed the implementation phase.

The three goals, as stated in the original proposal were:

- to improve the involvement of citizens in crime investigation and prevention;
- to improve officers' satisfaction with their jobs; and
- to reduce Part I crime, particularly burglary.

This is a coherent set of goals since they are all related to each other and are directly related to the organizational changes in the experiment.

By forming teams that have responsibility for particular neighborhoods the possibility of opening up lines of communication between the police and the community is enhanced. By applying more attention to following up crimes, citizens should be more satisfied with police service and be more willing to cooperate in the investigation and prevention of crimes. By expanding the job of the patrol officer to include investigations and by enhancing identification with the team and the neighborhood, the possibility of improving the officers' morale is increased. Because there is more cooperation by the community and presumably greater effort and knowledge being exerted by the officers in the investigation and prevention of crime, it should be expected that Part I crime would be reduced.

These goals form the core of the reasons for the implementation of team policing and they also have guided change in the program that have occurred during the implementation of the program. They will be used as the basis for this evaluation.

DATA COLLECTION

Decisions concerning data collection methods and the design of data collection instruments depend upon constraints such as timing of the evaluation and the experiment, the amount of funds available to apply to data collection, the length of time that observations can occur, and the existence of data sources apart from those developed explicitly for the evaluation. In this section of the report, the decisions concerning the collection of

data will be discussed and information will be presented that relates to the reliability and importance of the different kinds of information sources. There were four basic kinds of data collection methods that were employed: officer questionnaires; community surveys; records analysis; and unstructured observations.

Officer Questionnaires

Officers involved in the team policing experiment were given questionnaires to fill out at two points in time. The first administration occurred in early March, 1976, and the second administration occurred in November, 1976. A copy of the questionnaire is in Appendix F. Ideally, the first administration would have been before the actual implementation of team policing occurred so that comparisons could be made between attitudes prior to the experiment and after the experiment had been underway for a while. We can only speculate what the results would have been had the questionnaire also be administered before the experiment began. However, it is important that data was collected at two points in time. The first administration occurred a few months into the project, and the second occurred well after the project had been underway for a year. One common experience in the evaluation of social experiments in organization is the existence of what has been called the "Hawthorne effect." A phenomenon that occurs almost universally is a very positive reaction to an experiment early in its existence. The mere introduction of some change and the attention that is given to the people involved in the change produces greater interest and motivation in the work which may have little to do with the change itself.

By administering the questionnaire at two points in time, it is possible to assess the importance of this effect. One might expect some drop in enthusiasm for a project after it has been going for some time. On the other hand, a drop in enthusiasm and satisfaction may also reflect some actual problems that develop in the project. The questionnaire for officers was designed to identify the source of changes in motivation and satisfaction that accompanied the maturation of the team policing experiment.

There are five major sections in the officer questionnaire: motivation, attitudes toward supervision, satisfaction with the job, specific attitudes toward team policing, and role conception. The motivation section was designed to measure what kinds of rewards motivate officers to do their job. Three motivation scales were computed: extrinsic; intrinsic and affiliative. Extrinsic motivation measures the extent to which an officer is motivated by the kinds of outside benefits or rewards he receives for his work, including things like pay, promotions, and recognition. Intrinsic motivation measures the extent to which a person is rewarded by doing the work itself. In other words, it measures the extent to which the person is interested in exercising his or her skills, in self-development, and doing a good job. Affiliative motivation is the extent to which a person is motivated by working with or for other people and the social interactions and contacts that occur as a part of the job. All people are motivated by all three kinds of rewards, but the relative strengths of each kind are important in determining the kind of fit that exists between a person and the work that he or she does. Previous research, for instance, has shown that people who are more highly motivated by intrinsic rewards, as opposed to extrinsic or affiliative rewards tend to be more satisfied with their jobs and to perform better.

The second section measured attitudes toward supervisors. The responses were used to compute two scales, one measuring "initiation of structure" and the other measuring "consideration." Initiation of structure is the extent to which a supervisor provides direction in job activities and creates an environment where his or her subordinates can perform well. Consideration measures the extent to which a supervisor is supportive and provides for the emotional needs of his or her subordinates. A supervisor who is high on both these scales theoretically is the best supervisor. One who is high only on initiation of structure tends to be viewed as a strict and hard task master only interested in getting as much work as possible out of his or her subordinates. One who is high only on consideration is generally liked well by subordinates, but probably does not inspire great performance from them. One who is high on neither scale is basically not supervising at all.

The section of the questionnaire that measures satisfaction has measures of several different dimensions of job-related satisfaction. One scale is an overall measure of satisfaction. It basically measures attraction to the job in general. Another set of scales measures satisfaction with five components of the job: the work itself; supervision, co-workers; pay; and promotions. These scales have been used in a number of other settings, including other police departments, so it is possible to draw conclusions from not only the changes in job satisfaction of Bellevue police officers but a comparison of them with officers in other departments.

The next section of the questionnaire measures attitudes toward specific elements of team policing. The twelve elements were chosen to represent important aspects of the team policing concept. They have all been part of other experiments in team policing and also were included, to some extent at least, in the plan for the Bellevue team policing experiment. Three questions were asked concerning each element. The first asked to what extent the officer thought that element should be a part of team policing. The second asked to what extent the Bellevue department has been successful in implementing that part of team policing. The third asked to what extent that element of team policing should be a part of police work in general. The first question measures what the officer thinks team policing should be. The second question, in combination with the first, measures the extent to which the officer thinks Bellevue has implemented team policing. The third question measures the extent to which team policing is thought to be a productive strategy to improve police services.

The role conception section of the questionnaire measures the officer's attitudes toward the job in terms of the importance of different activities that are performed by police officers. Forty typical activities were chosen that represent the range of activities that police officers engage in. Six scales were constructed that represent different general areas of

a police officer's job. Each activity was related to one or more of these scales. The six scales are: patrol; investigations; handling disorders; service to the public; maintenance functions; and crime prevention.

"Patrol" includes all activities normally conducted during routine patrol, including taking initial reports. "Investigations" includes all follow-up work resulting from initial calls to the police department. "Handling disorders" is a specific set of activities concerned with keeping the peace, rather than responding to crimes that have occurred or public service not related to disorders. "Service to the public" includes all those activities that police officers do that are not related to crime, but give direct service to citizens. "Maintenance functions" are those activities necessary for the continuation of the police organization but which are internal to the department. "Crime prevention" includes those activities that occur before a crime has been committed. Officers were asked to indicate the relative importance of these activities to their own conception of the police officers job, what they thought their supervisors' conception of the job was, and how they perceived the community's view of the job.

Community Surveys

Two kinds of community surveys were conducted to obtain an assessment of the effects of team policing from citizens outside the department. The first was a public attitude survey that measured general attitudes toward the police department. The second is called the "service survey" and was administered to people who had requested police service as a result of being a victim of burglary.

The results of the public attitude survey were reported in the interim report. It was conducted twice, once before the implementation of team policing and once after it had been in operation for a year. The first administration was in May, 1975, and the second was in May, 1976. The questionnaire was mailed to 750 people chosen at random from the utilities department billing lists in both instances. A copy of the questionnaire is in Appendix E. The items on the questionnaire were based on a questionnaire

developed for use by the Menlo Park, California Police Department. The response rates to both administrations were almost identical and the characteristics of those who responded matched very closely.

The service survey was administered to people who reported burglaries to the Bellevue Police Department in May, 1975, and in May, 1976. Letters were sent to potential interviewees, signed by the Chief of Police. A copy is in Appendix D. Respondents were interviewed in person, usually at their homes. An attempt was made to interview all people who had reported burglaries during those months. The questionnaire employed was based on a questionnaire developed to measure satisfaction with police services as a result of a reported crime to the Kansas City, Missouri Police Department in their evaluation of the Kansas City Patrol Experiment. A copy is in Appendix C. The items on the questionnaire primarily focused on the interactions between the complainants and officers at the time the initial report of the burglary was made, but also covered satisfaction with all services received from the police department in response to the burglary complaint. A few items relevant to general satisfaction with the police department were also included.

Records Analysis

Because of the relative timing of the team policing experiment and the evaluation of the project, it was impossible to collect any new baseline data other than what already existed. As discussed above, one kind of baseline data was the community survey conducted by the police department before the inception of the team policing experiment. The only other kind of baseline data possible was to analyze already existing records.

Burglary reports were studied to see if the police department handled burglaries different in any way from before the inception of the team policing experiment. A coding scheme was developed to collect uniform information from burglary reports kept by the police department. A copy is in Appendix A. The coding scheme was designed to measure not only the characteristics of burglaries, but also what kinds of resources and energy members of the police department put into the investigation and handling of

the complaint. The reports were also examined for the outcome of the cases to learn something about the effectiveness of putting different kinds of effort into them. One hundred cases were selected randomly from all residential burglaries reported in 1974 and compared with one hundred randomly selected residential burglaries from the period between July 1, 1975, and June 30, 1976. In this way, a comparison could be made between the way burglaries were handled before the introduction of team policing and after it was underway.

Another type of records analysis was of activity logs collected during the month of October, 1976. It was impossible to collect equivalent data from before the inception of the team policing experiment, but it was important for us to obtain information about the relative frequencies and times it takes to perform various activities. These analyses were used to make recommendations resulting from problems detected in other parts of the evaluation.

All patrol officers and patrol lieutenants were asked to keep a minute by minute record of their activities while on duty during the month of October. A copy of the form used is in Appendix G. Activities were classified in two different ways. One way used 20 different types of activities, and the second further combined these activities into eight classes of work: response to crime; administrative; public service; lunch; handling disturbances; patrol; follow-up; and unknown. "Response to crime" activities consisted mainly of answering calls from citizens that arose because a crime was committed. "Administrative" activities included anything that was internal to the department such as filling out paper work and interacting with superiors, subordinates, and colleagues. "Public service" activities were not related to any crime but were a response to or voluntary activity that provided citizens some service. These activities included public relations work. "Lunch" was time out either for coffee or lunch. "Handling disturbances" included any call where the officer had to handle some breach of the peace. "Patrol" activities

included those times when the officer was not committed to any specific activity. "Follow-up" meant any activity carried out by the officer on his or her own to work more on some crime that had been committed. "Unknown" activities could not be deciphered from the activity logs.

Unstructured Observations

It should be noted that observations about the functioning of the team policing experiment in Bellevue did not come directly from the data sources listed above. Much of the data analysis was either supplemented or interpreted with reference to things observed by members of the research staff during time spent riding in cars or talking to officers and supervisors at the station. Virtually every officer involved in team policing was contacted at some point in the evaluation. It is difficult to distinguish specific observations resulting from these activities, but it is also important not to underestimate how these interactions could have affected the kinds of interpretation of data that occurred.

INCREASE CITIZEN INVOLVEMENT

The first goal of the team policing experiment was to increase the involvement of citizens in efforts to control crime. The Bellevue Police Department has recognized that only by improving the relationship between citizens and the police department will the necessary cooperation between the community and the department be achieved. Team policing has been seen as one way to improve this perception. Several specific activities have been tried. One was to hold community meetings where information useful to citizens is presented and they also get a chance to meet their police officers and to find out general information about the department. The second way has been to put more effort into burglary cases, with more follow-up and attention paid to each case.

Two ways were used in this evaluation to measure changes in perceptions by the public. As described in the section on data collection methods, one was a survey of the general public to see if attitudes toward the department have changed. Another survey was directed specifically toward those citizens who have requested police service as a result of being a victim of a

burglary. The results of these two surveys will be discussed below.

Public Attitude Survey

This survey was completed before the interim report and was discussed completely in that report on pages 13 to 24. The interim report is included in this report as Appendix B. The basic finding from the public attitude survey was that perception of the police department had changed very little from before team policing to the time that the second questionnaire was administered. There was a slight trend toward more positive evaluations, but it was not statistically significant. As discussed in the interim report, it should not be expected that general public attitudes toward the police would change much in the span of one year, no matter how successful a new program is.

Service Survey

In order to develop a more sensitive measure of public response to the police department, citizens who reported burglaries both before and after the introduction of team policing were interviewed in depth about their experiences. The questionnaire used for this part of the evaluation may be found in Appendix C.

In comparing answers that describe the respondents, it was found that those who were interviewed before the team policing experiment were almost identical to those interviewed after. Almost all respondents were white. The split between male and female was the same from before and after. The average age of the respondents in both cases was about 42. Both sets of respondents tended to be college educated, with the same percentage reporting the same levels of education. Both sets of respondents responded similarly to questions concerning the length of time they had lived in their neighborhood and in Bellevue. In both cases, most respondents had spent most of life in Washington. There was a tendency for respondents in the first administration to have lived in bigger cities more often than respondents in the second administration. The same percentages of respondents were heads of households. Respondents from both administrations had reported the burglaries at similar times, with most of them reporting either in the morning or in the late afternoon.

In general, then, since respondents were selected in similar fashions and they appear to represent the same portions of the population, any differences that occur in their responses to the questionnaire may be assumed to have resulted from their experiences with the police department. In any experiment in a natural setting, it is impossible to eliminate any outside influences on measurements, but to the extent possible, these samples have been matched on all important criteria other than whether or not they made burglary reports before or after the introduction of team policing.

The first area of the questionnaire covered experiences with the dispatch system of the police department. Although the differences are not significant, more (76%) of the respondents after the introduction of team policing said they were very satisfied with dispatch than those did before team policing (64%). There was a significant difference in the speed of response to burglary calls. Previously, 56% of the respondents reported that the car arrived within 20 minutes. Since team policing, the percentage of calls in which the response was within 20 minutes dropped to 30%. These differences are results of policy changes in call stacking, and it is important to look at the resulting effects on the satisfaction of the complainants. Slightly fewer (67% compared with 78%) of the respondents under team policing said that the police arrived "faster than they expected" than said so before. Also, slightly fewer (68% compared with 79%) were "moderately" or "very" satisfied with the speed of the arrival time.

The differences in perceptions and attitudes toward the speed of arrival are not statistically significant, even though there was a clear difference in the speed in which the police arrived. This shows, that with proper explanation, stacking calls can be expected to have little serious effect on citizen's perception of police services. This is supported even further by the results reported below.

Several questions were asked concerning the officers' behavior. These consisted of things like describing the way in which the officer approached, what the officer said first, how they looked at the complainant, how close

they stood and the like. The kinds of perceptions in the second administration were almost identical to the first administration. The interested reader can refer to the interim report to see how citizens perceived the police officers' behavior.

One section of the questionnaire contained a "semantic differential" scale that was used to measure the citizen's perception both of what they expected the police officer to be like and what the officer actually was like. The semantic differential consists of a series of adjective pairs, such as courteous-discourteous, tall-short, considerate-inconsiderate, and kind-cruel. Respondents were asked to fill out two sets of these tests. One set describes what they expected the officer to be like and the other describes how they were actually perceived.

Respondents to both sets of questionnaires gave very similar descriptions of the police officers, and a complete description of these may be found in the interim report. There was one important difference between administrations that should be reported here. Nineteen of the pairs could be classified as directly evaluative. Some, such as tall-short, masculine-feminine, and angry-pleased could not be clearly evaluative in one way or another. Scores were computed to measure the differences between the expectations and the actual perceptions of the officers for all adjective pairs. If the perception was more positive than the expectation, this can be taken as a measure of the satisfaction of the citizen with the encounter with the officer. In 14 out of the 19 adjective pairs, there was a greater shift in the positive direction for respondents interviewed after the introduction of team policing than before. Results from the semantic differential show that there were only small changes in the perceptions of police officers, but that these small shifts were in a positive direction.

One of the most important questions asked on the questionnaire was, "How satisfied were you with the effort the police made in dealing with this incident?" There were significant differences in responses to this question. Those complainants who had been served by the police department after the introduction of team policing were much more positive than those

served before. 59% of the respondents in the second administration said they were very satisfied compared with 27% in the first administration.

Other data support the finding that complainants were much more satisfied. Another significant result was the 64% of respondents under team policing said they were "much more" or "moderately more" likely to call for police service as a result of their interaction with the police, compared with 36% from before. 90% thought that the Bellevue Police Department has a "very good" or "moderately good" reputation compared with 77% before. 73% replied that they had "very much" respect for the police compared with 64% who said so before. 69% thought that officers were "very well" trained for their job compared with 50% before. A statistically significantly higher percentage (72%) of respondents thought that the Bellevue Police Department is doing a "very good" or "moderately good" job in fighting crime than before (48%). All in all, citizens had a much more positive perception of their interaction with the police under team policing than they did before.

In looking at the reasons for this satisfaction, it is clear that the amount of follow-up is crucial. As discussed in the interim report, one of the main complaints of citizens was that there was not enough follow-up. A few of the respondents in the second administration had the same complaint, but there were many fewer. In addition, a number of respondents said that they were very pleased with the follow-up. The key to improved satisfaction with police services is the amount of follow-up that is done. This is supported further below when the results of the analysis of police reports is presented.

Summary

Although there is no obvious evidence that the general public has responded in any way to the team policing project, it appears that those who have had much more direct contact with the police are significantly more satisfied. They are clearly getting better service and are responding positively toward it. In the long run, this should be expected to spread to a greater proportion of the community.

OFFICER SATISFACTION

The second major goal of the team policing experiment in Bellevue was to improve the morale and satisfaction of the officers in the department. This was to be accomplished by expanding their jobs and improving supervision and reward structures. Research on job satisfaction and performance has shown that they are generally closely related to each other. However, the causal direction has not been firmly established. Much recent research has suggested that better performance that is appropriately rewarded precedes satisfaction with the job rather than the other way around. In order to understand sources of satisfaction in the police department, the evaluation included measures on things other than direct measures of satisfaction and morale.

Motivation

As described in the section on data collection, three types of motivation were measured in the questionnaire distributed to police officers: extrinsic; intrinsic; and affiliative. Results from previous research suggest that when intrinsic motivation is high in relationship to extrinsic and affiliative motivation, officers are more likely to perform well and to be satisfied with their jobs.

The changes in motivation measures during the course of the team policing experiment indicate a negative trend, particularly for line officers. The differences are not statistically significant, but there is a clear trend for intrinsic motivation to decrease and both extrinsic and affiliative motivation to increase for line officers. Supervisors tend to increase on all motivation measures. Figures 1, 2 and 3 show the results from these scales. Figure 4 shows the difference in scores between intrinsic and extrinsic motivation, which has been shown to be the most sensitive predictor of problems with performance and morale.

These negative trends must be assessed in their context. First of all, the differences are not huge. They are not even statistically significant. Secondly, as mentioned in the data collection section, the Hawthorne

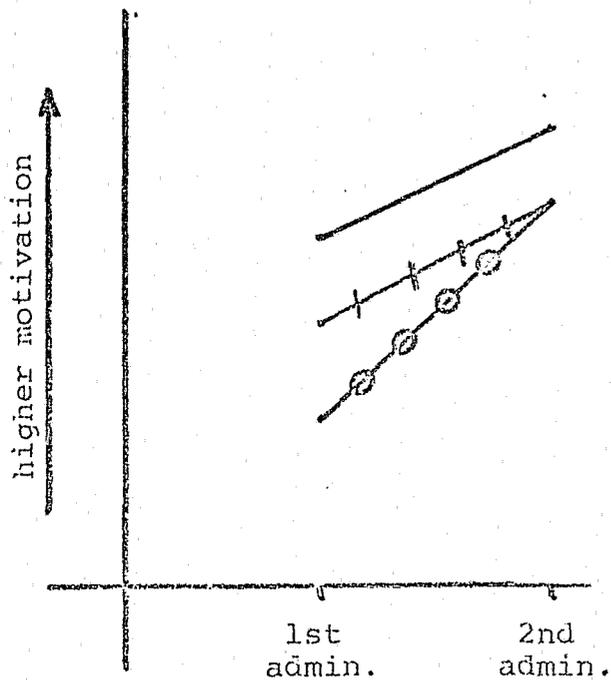


Figure 1*

Extrinsic Motivation

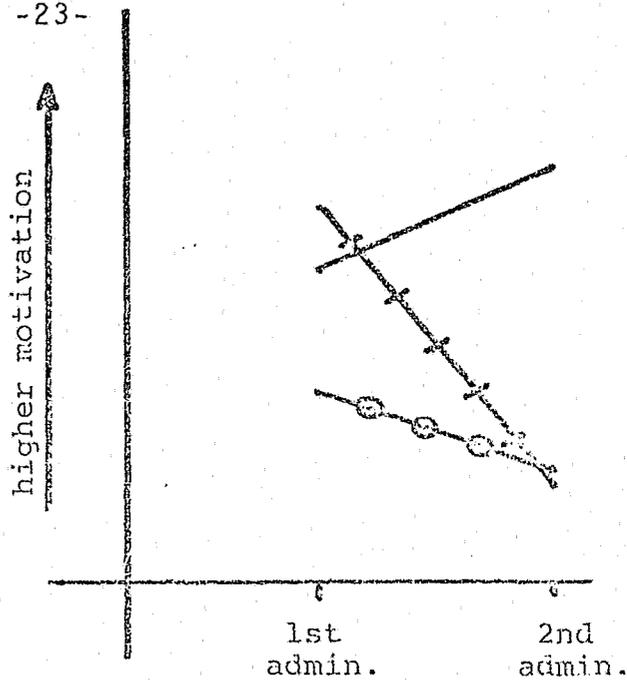


Figure 2

Intrinsic Motivation

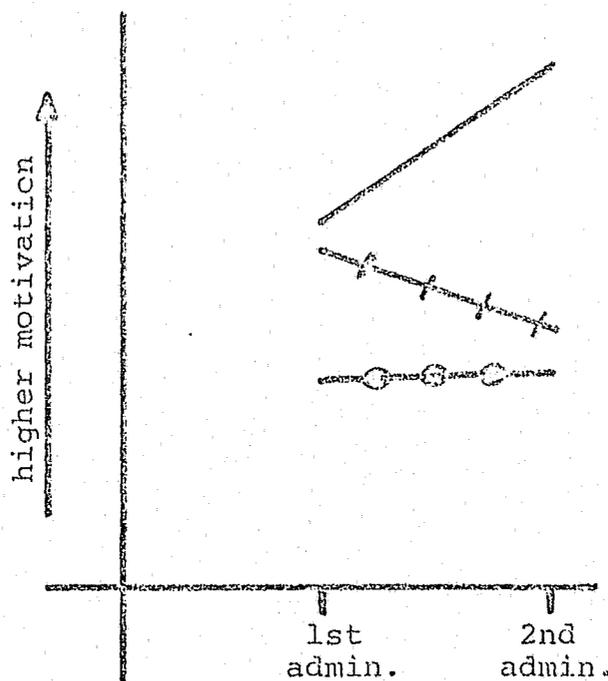


Figure 3

Affiliative Motivation

supervisors

Paul officers

Zebra officers

*Note: In all figures lines will be designated as above unless otherwise noted.

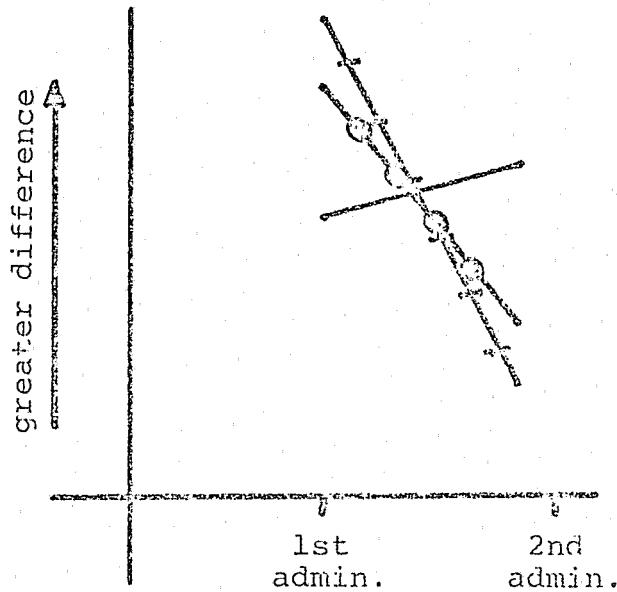


Figure 4

Intrinsic-Extrinsic
Motivation Difference

effect may be important here. The differences may not be measuring a drop in relative intrinsic motivation so much as an inflation in that motivation in the beginning of the project.

On the other hand, there has been a trend in motivation types that should be paid attention to. The relative interest in intrinsic rewards (the work itself) has dropped and the continued existence of the team policing project has not been sufficient to increase it or keep it up to its initial levels. More will be said about this after other data from the questionnaire have been discussed.

Supervision

Figures 5 and 6 show the changes in the perceptions of supervisory behavior. The data in Figure 5 show a significant drop in the initiation of structure. Both supervisors and line officers from both teams perceive this drop. This could indicate a more laissez-faire attitude on the part

of supervisors, giving more responsibility to line officers for their own work, or just a lack of interest by supervisors. There is also a significant difference among the groups. Zebra line officers see their supervisors as being higher on initiation of structure than do Paul officers and supervisors see themselves as being higher in initiation of structure than all line officers.

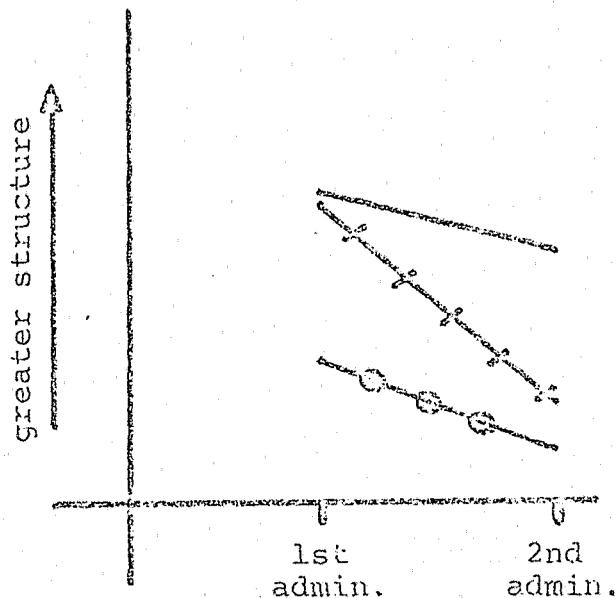


Figure 5

Supervisory Initiation
of Structure

Figure 6 shows the data for the measure of consideration, which is the degree to which supervisors provide a supportive working atmosphere for their subordinates. Initially, all line officers from both teams perceived their supervisors to be about the same and the supervisors, on the average, accurately perceived how their subordinates would view them. On the second administration, however, line officers significantly dropped in their opinion about the consideration of their supervisors and supervisors increased their perception. There seems to be a large discrepancy in how line officers and supervisors evaluate supervision in terms of consideration provided.

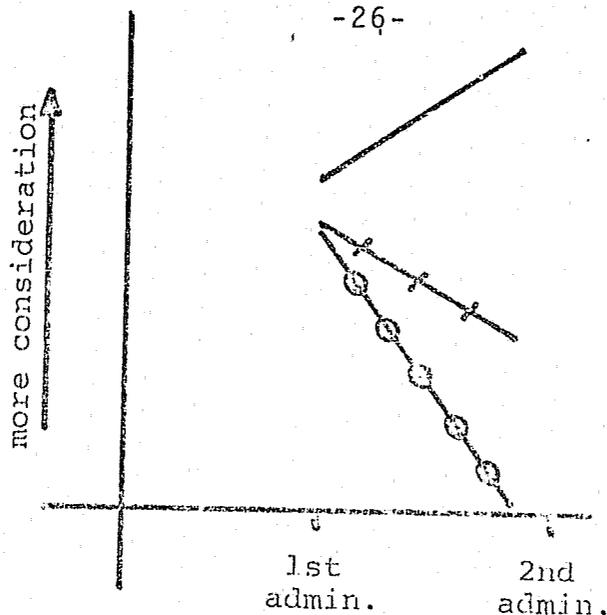


Figure 6

Supervisory Consideration

Job Satisfaction

Several measures of job satisfaction were made at both administrations of the questionnaire. Figure 7 shows overall satisfaction with the job for the three different groups that were used above. The data indicate a

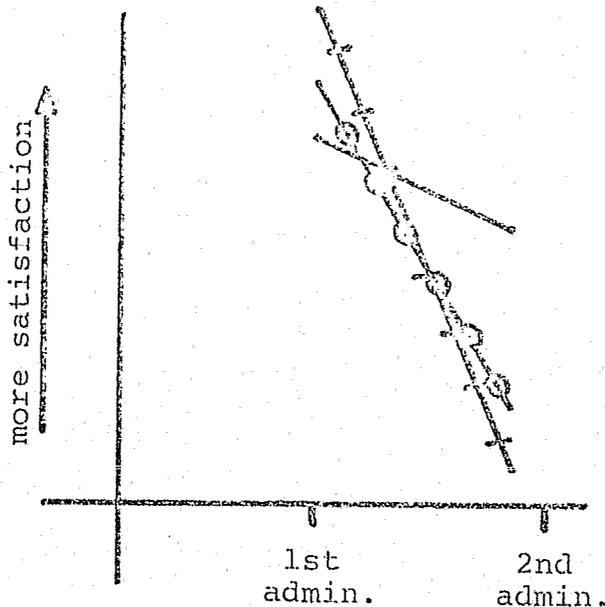


Figure 7

Overall Satisfaction

significant drop in satisfaction between the two time periods. The groups don't differ significantly from each other, but there is a trend for supervisors to be more satisfied with their job than the line officers.

Again, the drop in overall satisfaction may indicate an initial inflation of job satisfaction rather than a low satisfaction more recently. During the first part of the experiment, officers may have been more satisfied with the job simply because something was changing and attention was being paid to them and the department. On the other hand, the average level of satisfaction did in fact drop. It went down to equal the level of overall satisfaction with the job observed in Cincinnati before the implementation of team policing. It is important that the Bellevue Police Department be aware of this drop in satisfaction and try to determine the causes of it.

Data on five different dimensions of job satisfaction were also collected, including satisfaction with people, the work itself, supervision, pay, and promotions. Each one will be examined independently. Figure 8 shows the changes in satisfaction with people. The line officers

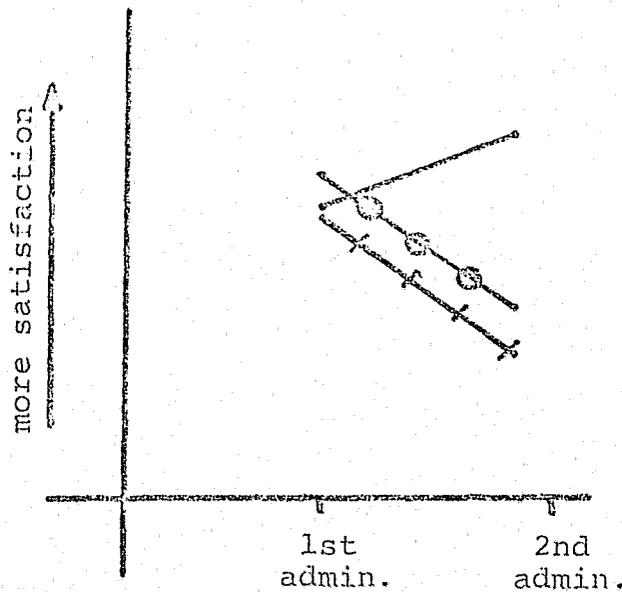


Figure 8

Satisfaction with People

showed a drop in their satisfaction with the people they work with, while supervisors remained about the same. The drop in satisfaction with people was not statistically significant, but the trend is clear.

Figure 9 shows data on satisfaction with work itself. Supervisors

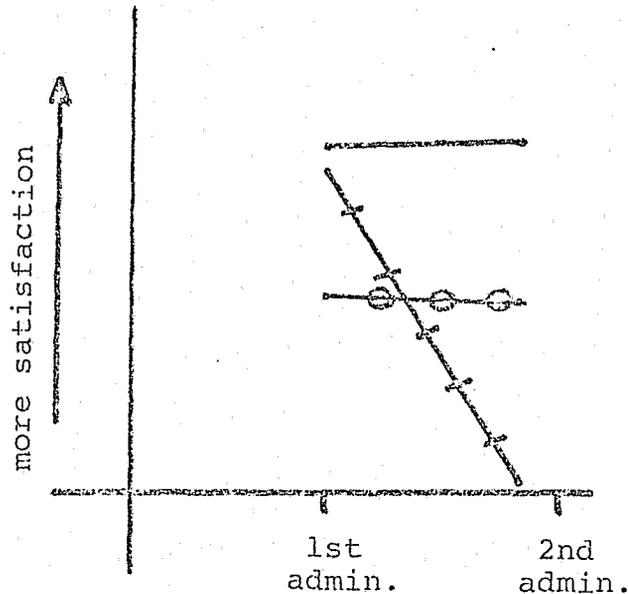


Figure 9

Satisfaction with Work

and line officers in Paul sector remained about the same. On the other hand, there was a statistically significant drop in satisfaction with job registered by line officers in the Zebra sector. Data will be presented below to show that this may be related to their feeling of being overworked in comparison with Paul officers.

Figure 10 shows data on satisfaction with supervisors. Here, the Zebra team line officers and supervisors remain about the same. However, there was a significant drop in satisfaction with supervisors expressed by line officers in the Paul team. This drop is also related to a drop

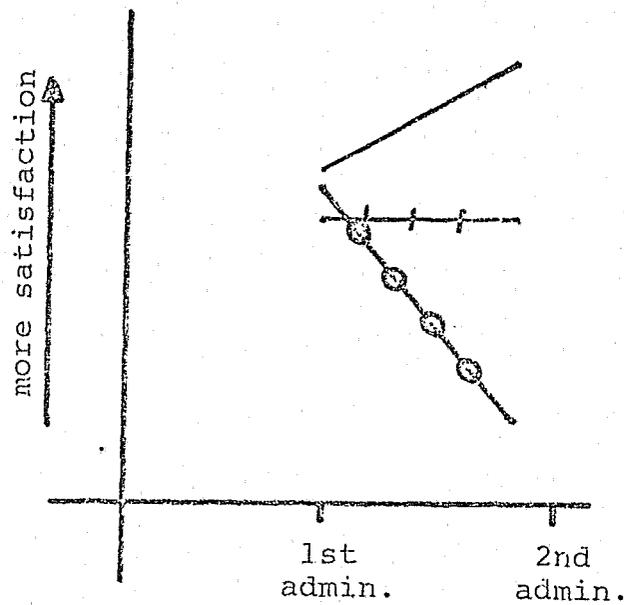


Figure 10

Satisfaction with Supervision

in perception of the consideration of Paul supervisors, and a continuing perception that they are low on initiation of structure. It is possible that these perceptions could be related to difficulties that a significant percentage of Paul officers have in relating to supervisors in general, but it is more likely that these results are related to actual behavior on the part of all or some of the supervisors in Paul Sector. More will be said about this below.

Figure 11 shows data on satisfaction with pay. Line officers have remained about the same, but supervisors, as a whole, have dropped in their satisfaction with pay. It is likely that the initial high satisfaction with pay on the part of supervisors is because some of them had just been recently promoted and were receiving a higher rate of pay than they were used to.

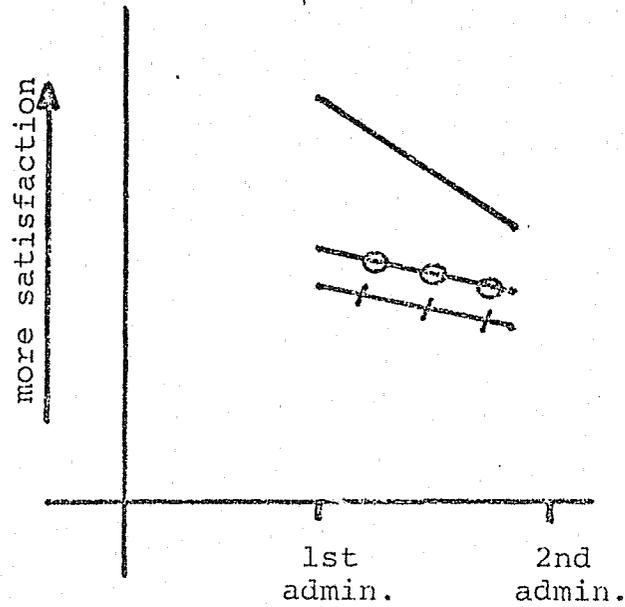


Figure 11

Satisfaction with Pay

Figure 12 shows data on satisfaction with promotions. Line officers showed some trend to be more satisfied with promotions, while supervisors

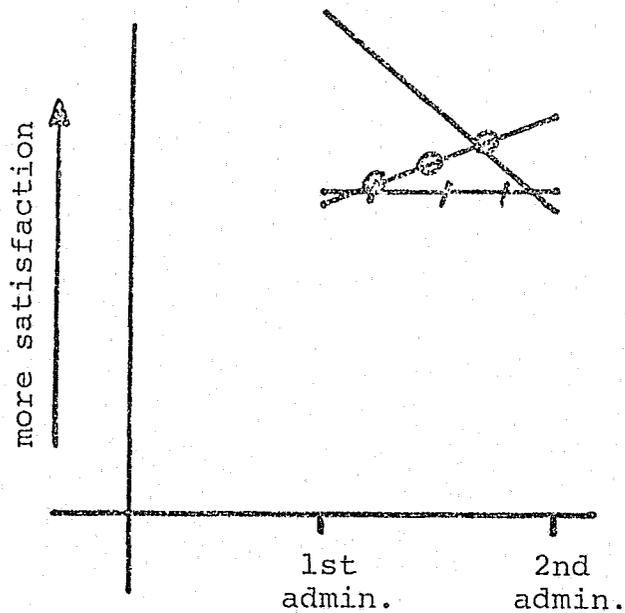


Figure 12

Satisfaction with Promotions

showed a decline in satisfaction with promotions. Both of these trends could be explained by the fact that some of the lieutenants had been newly promoted at the beginning of the project, and some of the line officers were disappointed that they weren't, and felt some frustration since promotions were unlikely to occur in the near future. In the second administration of the questionnaire, the results of the new promotions had worn off to some extent.

Role Perception

In order to understand the dynamics of job performance, it is important to understand how officers perceive their job and what they think they should be doing. It is also important to understand how their immediate supervisors perceive the job. One section of the questionnaire focused on the role of the patrol officer. As described above, forty activities that cover the range of activities that patrol officers engage in were included in the questionnaire. These activities were combined into scales to assess the relative importance of six different dimensions of police work. In the following discussion, scores on these scales are discussed separately for line officers in each team and for supervisors as a whole. Except where noted, none of the differences, either among groups or between administrations of the questionnaire were statistically significant, but it is important to look at the trends.

One scale measured the importance of investigations to the patrol officer's role. Figure 13 shows the results. One can see that there was little consistency in changes in attitudes over time, but that there was a tendency for supervisors to think that investigations were more important to the patrol officer's role than the line officers themselves did. This will be discussed in more detail later, but these results fit with others that show the same outcome. In the implementation of team policing, investigations are supposed to become a greater part of the patrol officer's job, and supervisors may be aware of this. However, line officers may feel that this has not yet been accomplished.

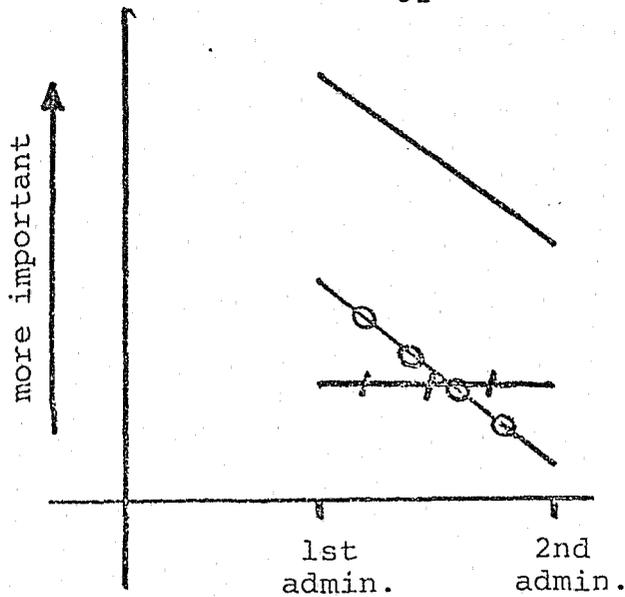


Figure 13

Importance of Investigations

Figure 14 shows the results for the scale called public service. These activities include all kinds of services and public relations that are performed that are not in direct response to the commitment of some crime. There has been very little change over time in attitudes toward

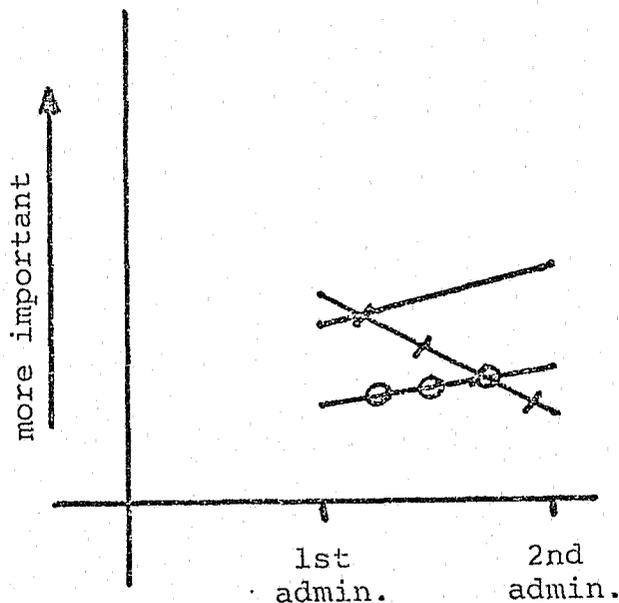


Figure 14

Importance of Public Service

this set of activities, but, again, there is a tendency for supervisors to consider these activities more important than the line officers. The interpretation of this result is very similar to that for investigations.

Figure 15 shows an interesting and statistically significant phenomenon related to the importance of patrol activities. Line officers from Paul

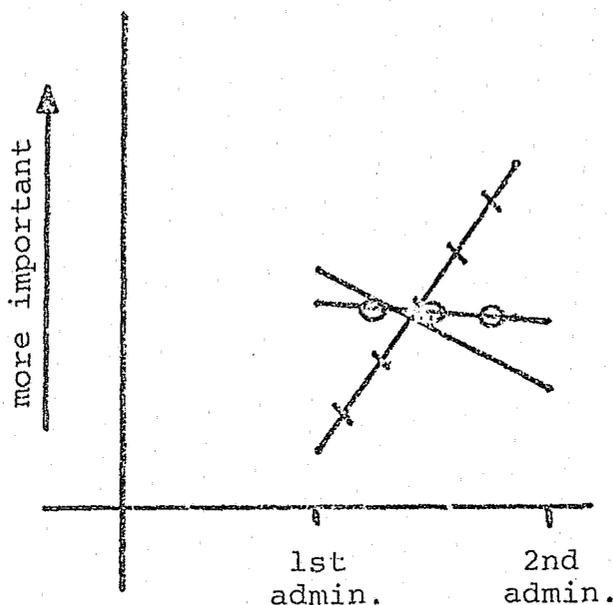


Figure 15

Importance of Patrol

sector and supervisors as a whole didn't indicate much shift in the importance of these activities to the role of the patrol officer. However, there was a significant shift indicated by line officers from Zebra sector towards considering patrol functions to be more important. As will be discussed later, this is probably related to what these officers actually find themselves doing. One of the most important activities included under the category of patrol is taking initial reports. Zebra officers are spending a much larger percentage of their time taking initial reports than are officers from Paul.

Figure 16 shows attitudes toward the importance of handling disorders.

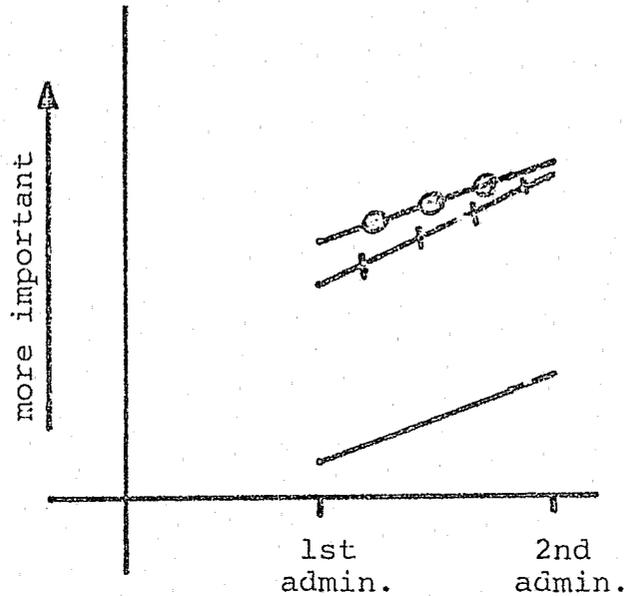


Figure 16

Importance of Handling Disorders

There is a general, but slight tendency for all groups to consider these activities more important since the first administration. Supervisors differ significantly from all other officers combined in that they consider handling disorders to be less important than the line officers.

Figure 17 shows the results for perception of importance of crime prevention. Crime prevention has been emphasized under the team policing concept. However, there has been a tendency for line officers to consider it less important as time has gone by, while supervisors have about the same attitude toward its importance.

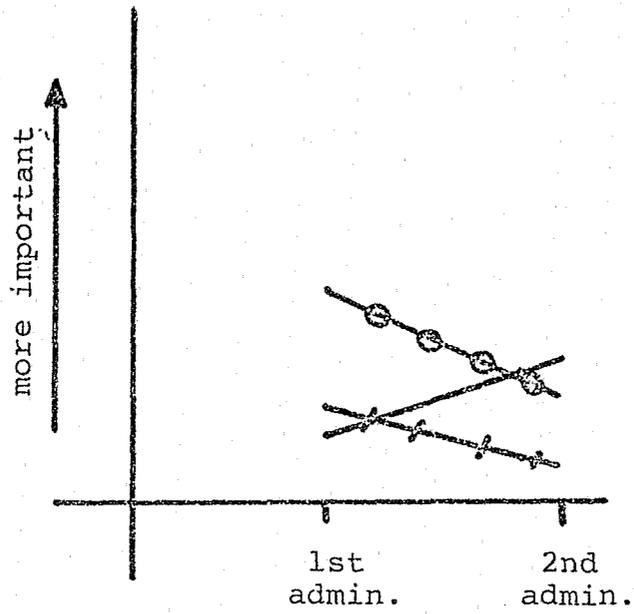


Figure 17

Importance of Crime Prevention

Figure 18 shows attitudes toward maintenance functions. There are no clear trends either in changes over time or in differences among the groups. These activities are considered relatively unimportant by all respondents.

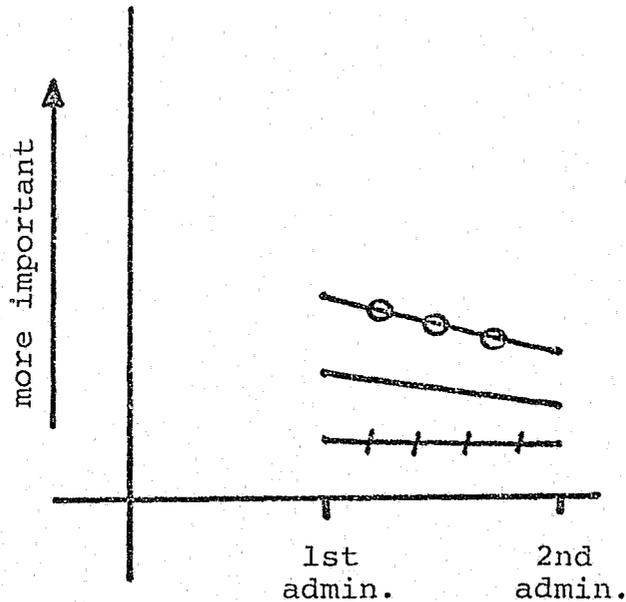


Figure 18

Importance of Maintenance Functions

Another section of the questionnaire contained items related to specific elements of team policing. An assessment of changes in attitudes about the importance of these elements to team policing and the degree to which they have been implemented in Bellevue is instructive in assessing attitudes of officers toward team policing in general. Again, results have been broken down by team for the line officers and supervisors have been combined into one group. Results will be presented by discussing what are considered to be the most important down to the least important, according to the respondents.

The most important element of team policing, according to the respondents was "making the patrol officer's job more interesting." As shown in Figure 19, there was a significant drop in the importance assigned to it in general, which is accounted for mostly by the line officers from the Paul sector team. The figure also shows that supervisors think that this element has been implemented to a much greater extent than do the officers themselves.

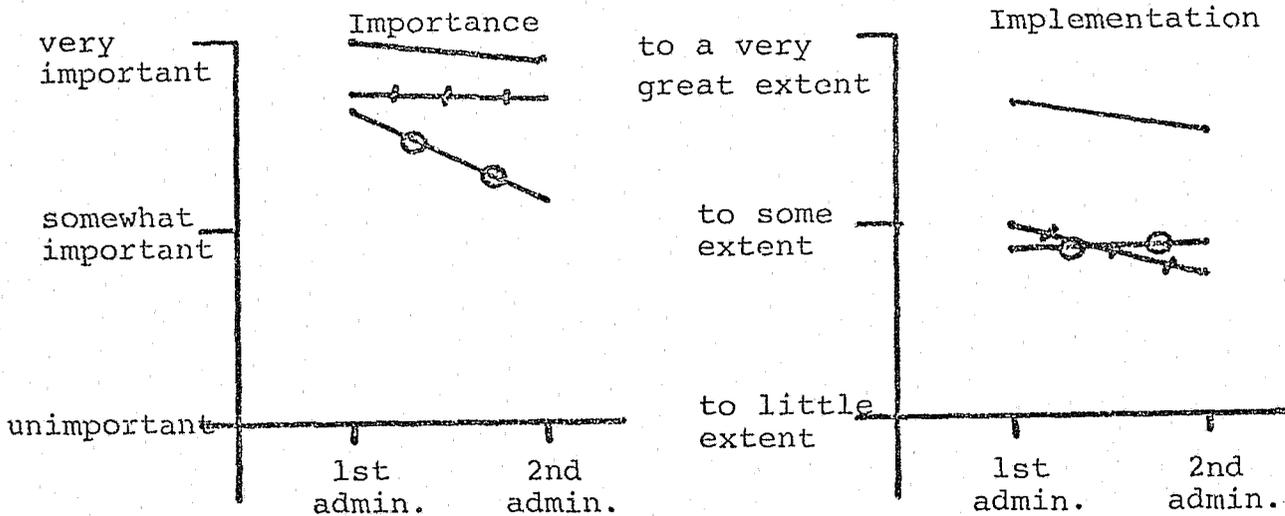


Figure 19 - "Making patrol officer's job more interesting"

The second most important element (which is related to the first) is "assigning investigative responsibility to patrol officers." Figure 20 shows the results in changes in attitudes toward this element. None of

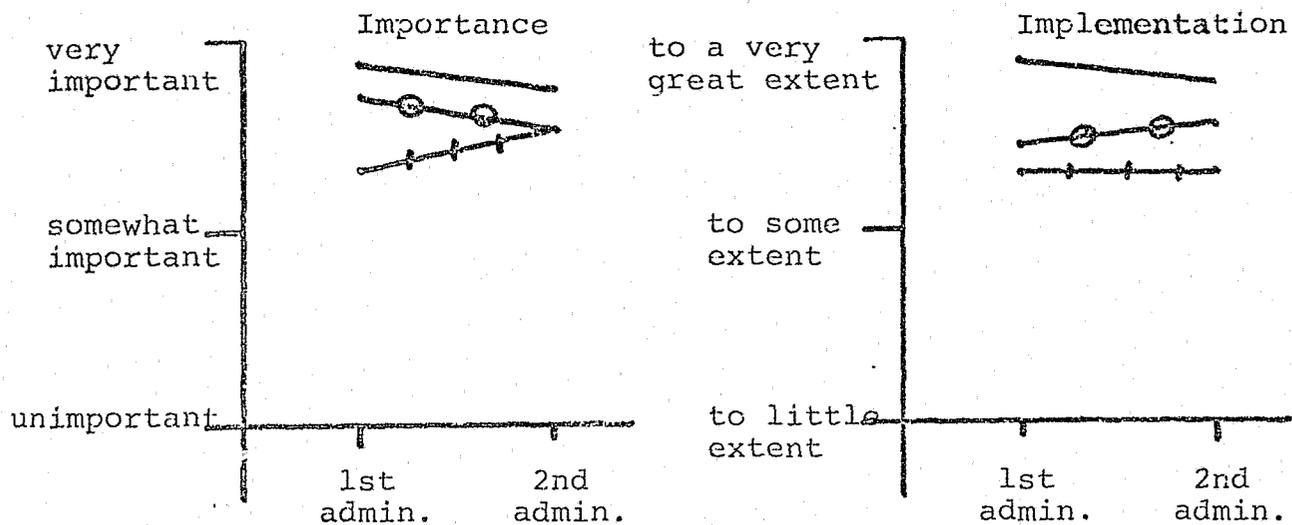


Figure 20 - "Assigning investigative responsibility to patrol officer."

the changes over time are statistically significant, but there is a tendency, again, for supervisors to consider this implemented to a greater extent than do the line officers.

The next most important element is "feeling a greater responsibility for the team area." There is not much change or difference among groups in attitudes toward the importance of this element to team policing, but as Figure 21 indicates, there is a general trend for all respondents to feel this element of team policing has been less well implemented than they did in the first administration.

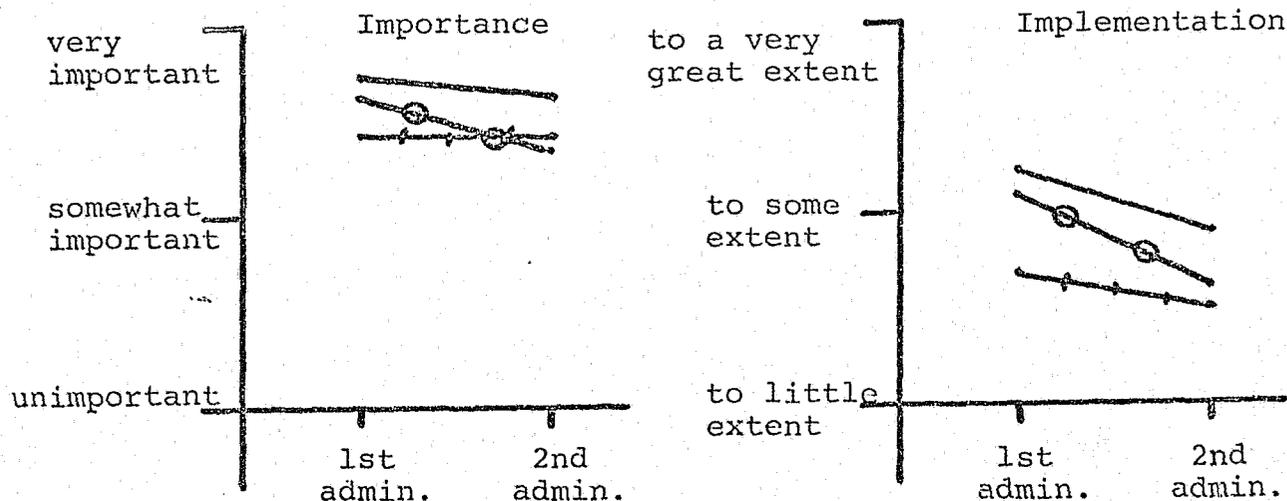


Figure 21 - "Feeling greater responsibility for team area."

The next most important element is to "integrate patrol and investigations." As Figure 22 shows, there has been little consistent change in time in attitudes either toward the importance of this element or the degree to which it has been implemented. However, there is a clear tendency for supervisors to consider it more important, and a statistically significant difference in their attitudes toward how well it has been implemented in the team policing experiment.

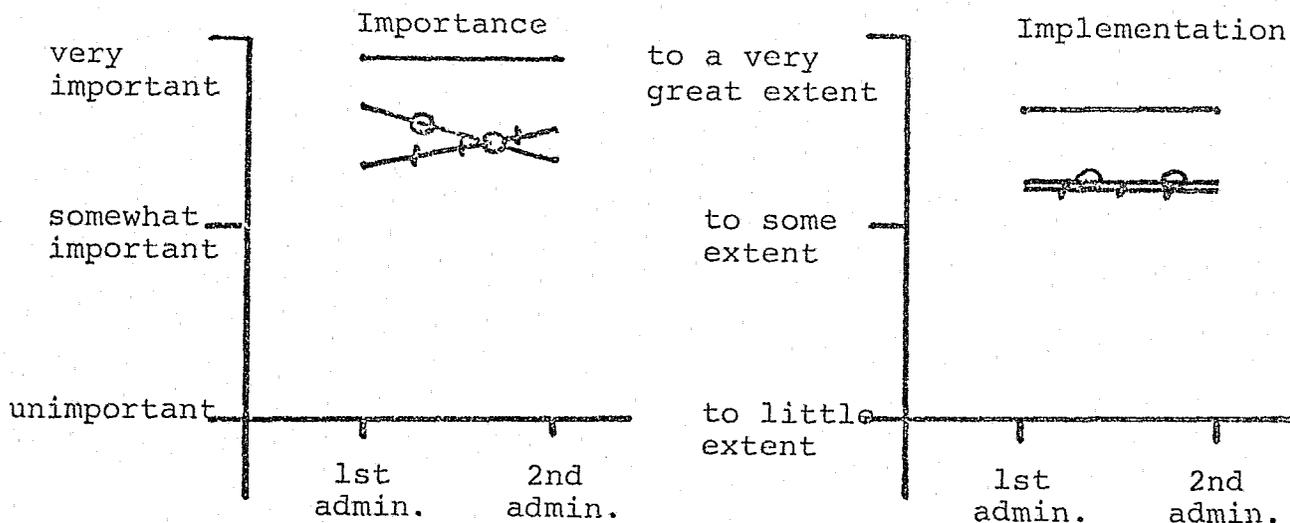


Figure 22 - "Integrating patrol and investigation."

Figure 23 shows the results concerning the next most important element

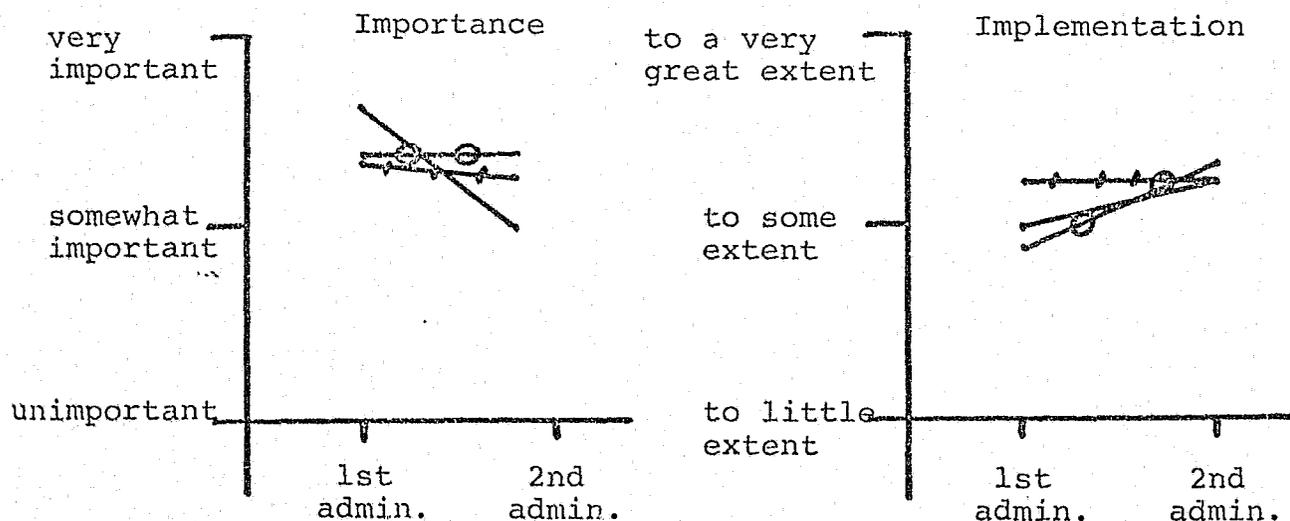


Figure 23 - "Limited geographical assignment."

of team policing, "limited geographical assignment." Line officers have remained almost the same in their assessment of its importance to team policing, but supervisors have changed toward considering it less important. There is a slight tendency for all respondents to consider it implemented to a greater extent than in the first administration.

The next most important element of team policing, according to the respondents is "informal citizen contacts." Figure 24 shows the results for this item. There has been practically no change for any of the groups over time, and the group averages in attitudes toward this element of team policing are almost identical.

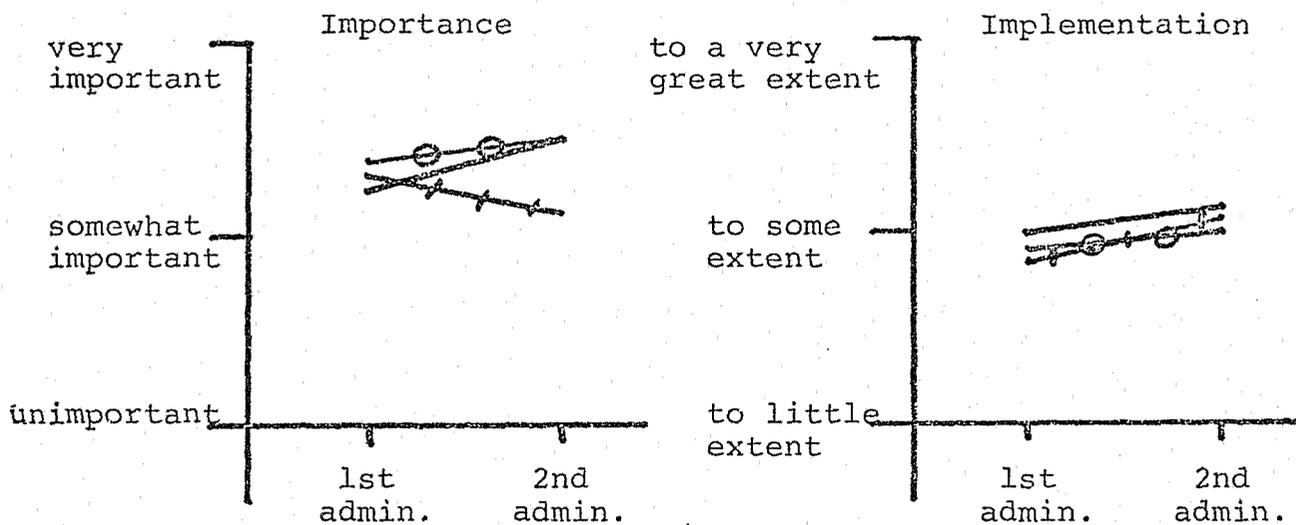


Figure 24 - "More informal contacts with citizens."

The element of "flexible supervision" has undergone some changes in attitudes. As can be seen from Figure 25, there has been a slight drop in the perception of its importance to team policing. There has been a slight drop in the perception of its implementation by line officers from Paul sector, to become more similar with that of officers from Zebra sector. Interestingly, supervisors in general are also aware of some change in the flexibility of supervision and now have attitudes toward its implementation that are very similar to all the line officers.

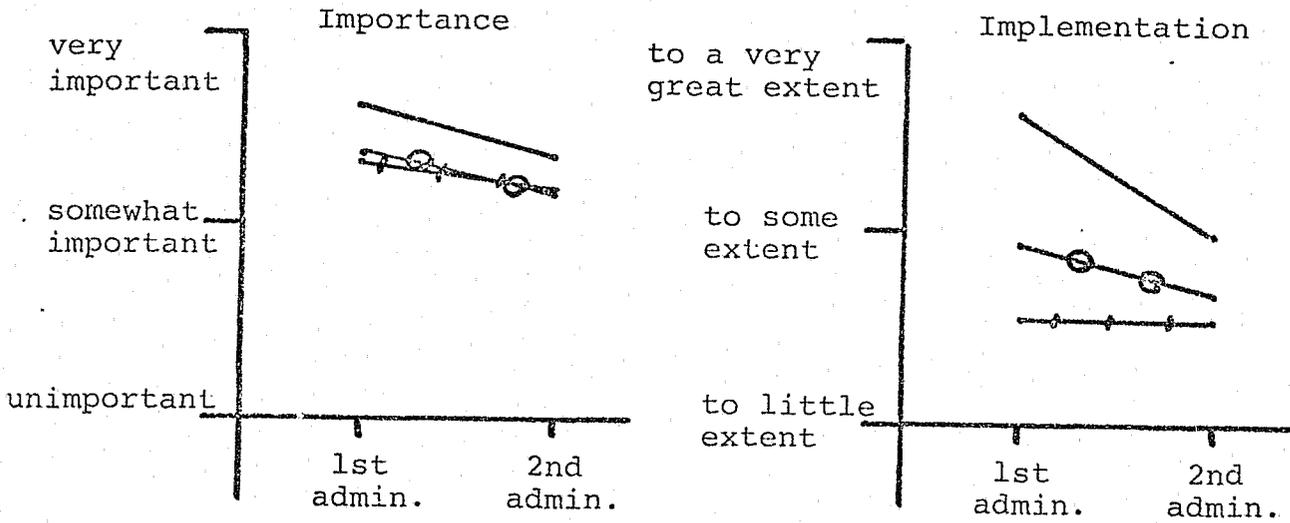


Figure 25 - "More flexible supervision."

Figure 26 shows the results for the team policing element, "developing team spirit." There has been a tendency for line officers to consider it less important than before, while supervisors think it is more important. All respondents agree that it has remained at a fairly low level of implementation in the team policing experiment.

Another element of team policing is "time spent out of the patrol car." Figure 27 shows the results from the items concerning this. There

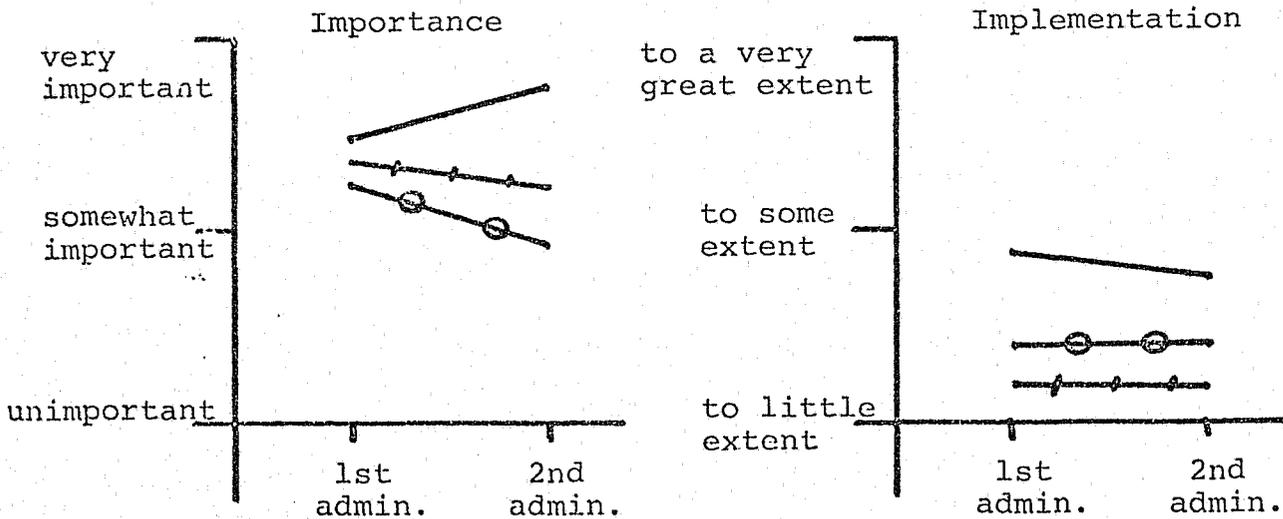


Figure 26 - "Developing team spirit."

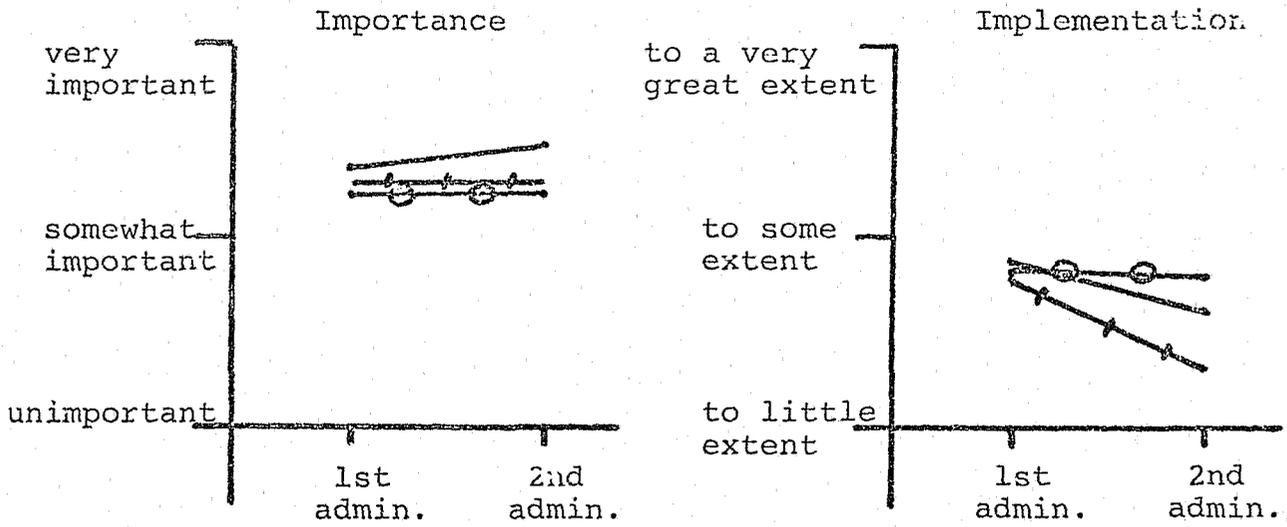


Figure 27 - "More time out of patrol car."

has been little change in how important to team policing the respondents feel this is, but there has been a drop, particularly by line officers from Zebra sector in how well they think this has been implemented in the team policing experiment. This may be related to the heavy workload that officers from Zebra sector are experiencing.

"Flexibility of shift assignment" was not considered very important relative to other elements of team policing by any of the groups of respondents, and little has changed over time. There was a slight tendency for line officers to think it is happening less than it did before, as can be seen in Figure 28.

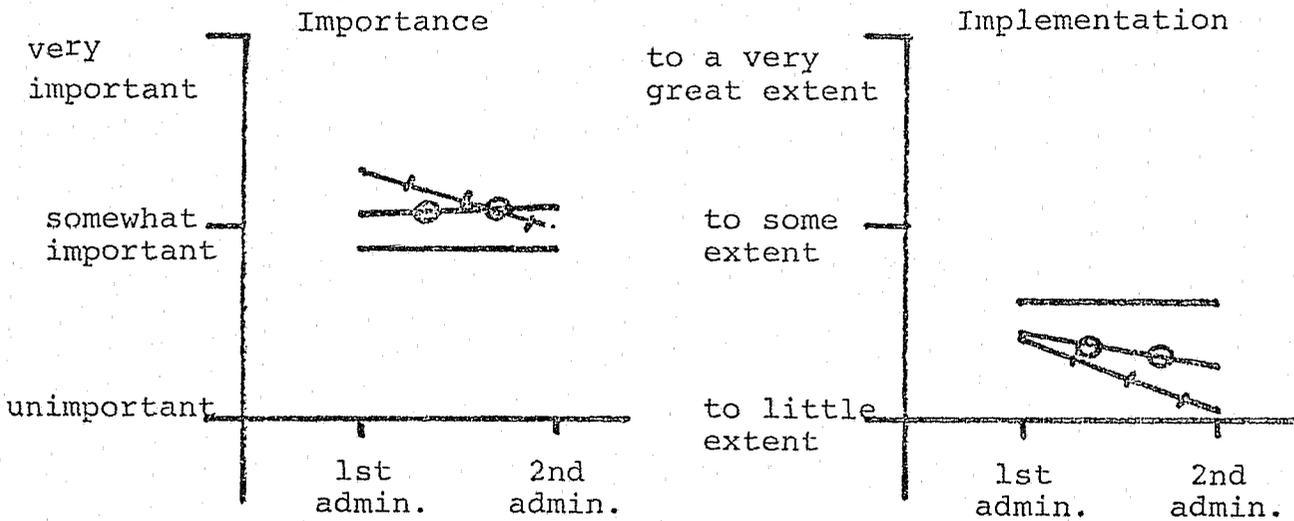


Figure 28 - "Flexibility in shift assignment."

One element included in the questionnaire is "moving away from quasi-military hierarchical structure." It is possible that many of the officers did not properly interpret this item, but the results are shown in Figure 29. There was very little difference among groups or in administration in how important this was considered to team policing. However, there was a large significant switch in how well this has been implemented expressed by the supervisors. It is not clear whether this is a perception of their own performance, their perception of their superior's behavior, or

some combination of both. However, it is indicative of some problems related to the tightening up of supervision in the department, and is supported by data from other parts of the questionnaire.

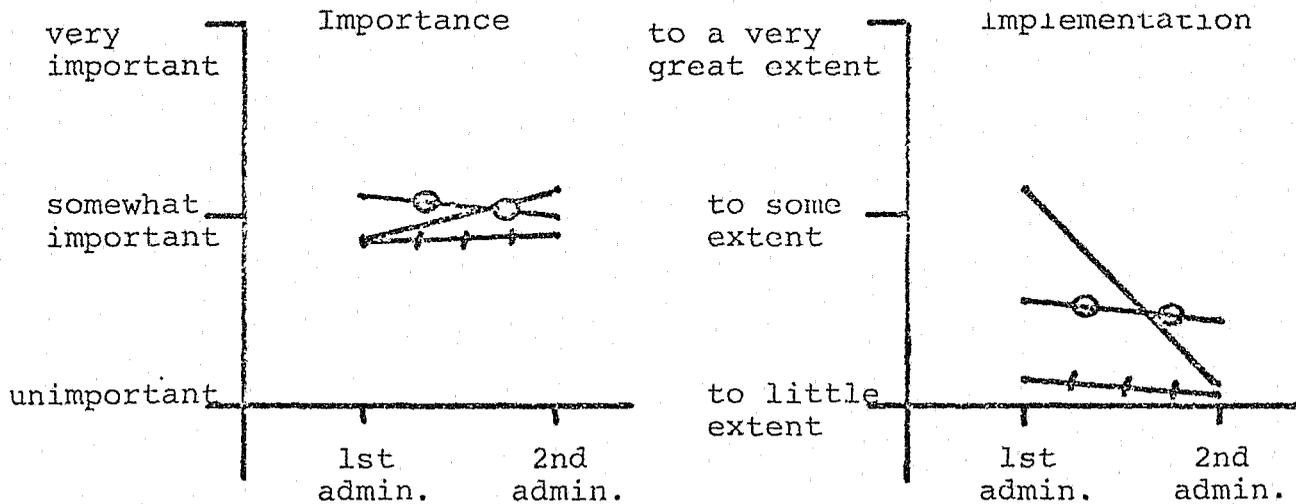


Figure 29 - "Moving away from quasi-military hierarchical structure."

The least important element of team policing according to the respondents was "attending community meetings." Figure 30 shows the data for this

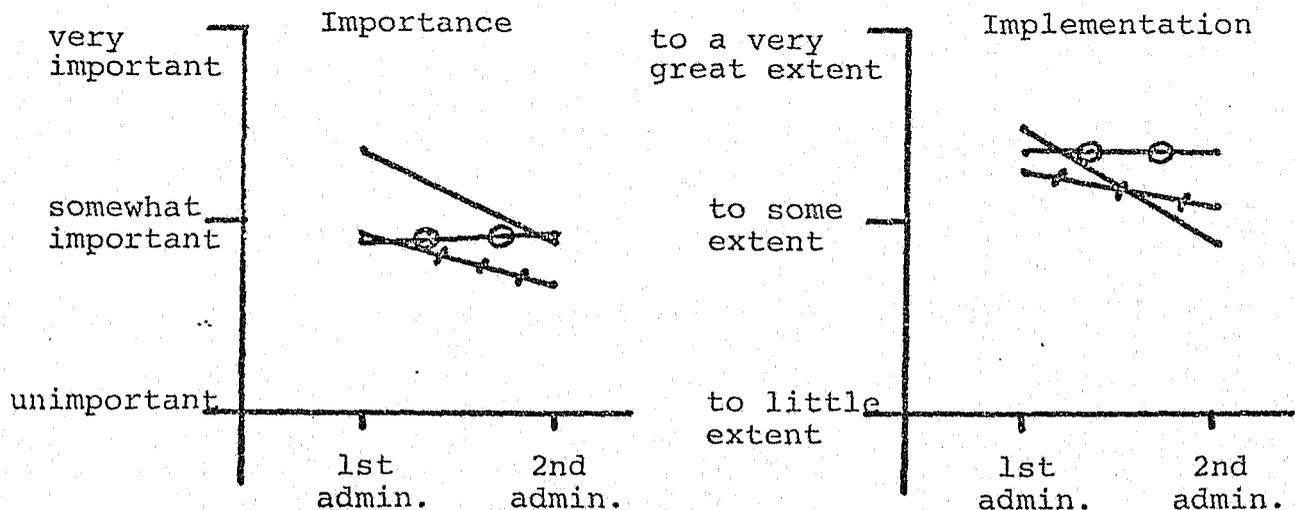


Figure 30 - "Attending community meetings."

item. Paul sector line officers have remained stable in their perception of the importance of this element and the degree to which it has been implemented. Supervisors and Zebra sector officers agree that it is less important now and has been less well implemented. More will be said about the importance of community meetings later.

A few comments should be made here in summary about results from the police questionnaire. In general, there is a tendency for the data to show that the second goal of team policing has not been met, at least not consistently over the course of the project. Officers are less motivated by the work itself, they are less satisfied with different aspects of their job, their perception of supervision has declined, the perception of line officers about their role has shifted away from the kinds of activities that are associated with team policing, and their general attitude is that most of the elements of team policing have become less well implemented.

These are real results and should not be ignored. However, it must be remembered that the first administration of the questionnaire occurred during the beginning of the project when morale may have been artificially inflated by the introduction of something new and the fact that attention was beginning to be paid to the patrol officer's job. The shifts downward could be more a result of an inflated high measurement in the beginning rather than a trend downward as a result of the experiment. On the other hand, it is also clear that if this is the case, the continued existence of the team policing project has not been sufficient to maintain a high level of morale that existed in the beginning. Adjustments must be continually made, and these data may shed some light on the types of adjustments that would be beneficial. More will be said about this in the section on recommendations.

BURGLARY REDUCTION

The third major goal of the team policing experiment was to reduce Part I crime, particularly burglary. Since burglary is the most frequent Part I crime and has been emphasized by the police department in this experiment, the evaluation concentrates on the effects on this crime specifically. It should be noted here that one year is perhaps too short a time to be able to measure shifts in the crime rate. Better response to crimes after they have occurred could lower the crime rate, but the lag would be expected to be long. Better response could lower the crime rate in two ways. First, if an offender is caught and incarcerated or otherwise deterred from further crimes, the burglary rate will go down correspondingly. However, as can be seen from the data to be presented here, no matter how good the response of the police department is to reported cases of burglary, the percentage of cases that are cleared by arrest, even more so, the percentage resulting in convictions, is very small. Very few offenders leave the streets for this reason.

The second way that the team policing experiment could potentially affect the burglary rate is to deter burglars from committing crime because they perceive the risks to be too great. Again, it is difficult to see how this could be an important effect on people who consider committing burglaries. Even with increased attention being given to burglary, few burglars are caught, and most burglars must know that. To the degree to which citizens get involved in the investigation of burglary cases, more information is potentially available to the police, and there should be a corresponding perception by burglars that committing the crime is risky. However, a change in citizens' perception of and cooperation with police does not occur suddenly just because a new program has been initiated. Data presented earlier shows that overall effects on the community in terms of their perceptions of the police have been negligible. This does not necessarily mean that team policing has been ineffective, but it may indicate a slowness to respond to new ways of providing services. Correspondingly, it cannot be expected that the experiment should have much deterrent effect on potential burglars in this way.

Reported Crime

After all this explanation why team policing should not have much effect on the burglary rate, the data concerning reported burglaries may seem contradictory. There has been a substantial reduction in the number of burglaries that are reported to the police since team policing began. The reduction is very hard to explain, given the issues presented above. Figure 31 shows the burglary rates for all months for the two years prior to team policing, compared with those after team policing was implemented. The average reduction in reported burglaries was 12.5%.

It has become fashionable to say that reported crime rates do not reflect very accurately the actual crime that is occurring. This is, for the most part, very true, because it has been shown that only a percentage of crimes, particularly burglaries, that occur are reported. One would expect that the likelihood of Bellevue residents to report burglaries is higher than has been documented in victimization studies performed elsewhere. It could be assumed that a larger percentage of Bellevue residents have insurance covering their property and would be more likely to report burglaries for insurance reasons, if not for reasons having to do with a positive perception of the police department. On the other hand, it is also certainly true that all burglaries do not get reported, and it is unclear what influences the likelihood of one being reported.

It would have been ideal for purposes of this evaluation to conduct a victimization survey to measure the actual rate of burglary being committed and to see the effect of the program on the motivation for citizens to report the crime. However, because it was expected that burglary rates would change only very slowly and because of the expense of conducting a reliable victimization survey, it was decided not to do so. In order to supplement the information available from the reported burglaries and to get some idea of the relationship between the team policing experiment and the handling of burglaries, burglary reports from before and after the experiment were examined. These results are discussed below.

Analysis of Burglary Reports

Burglary reports from before the implementation of team policing and from after it had been under operation were analyzed to obtain three major kinds of information. First, there were a few items to describe



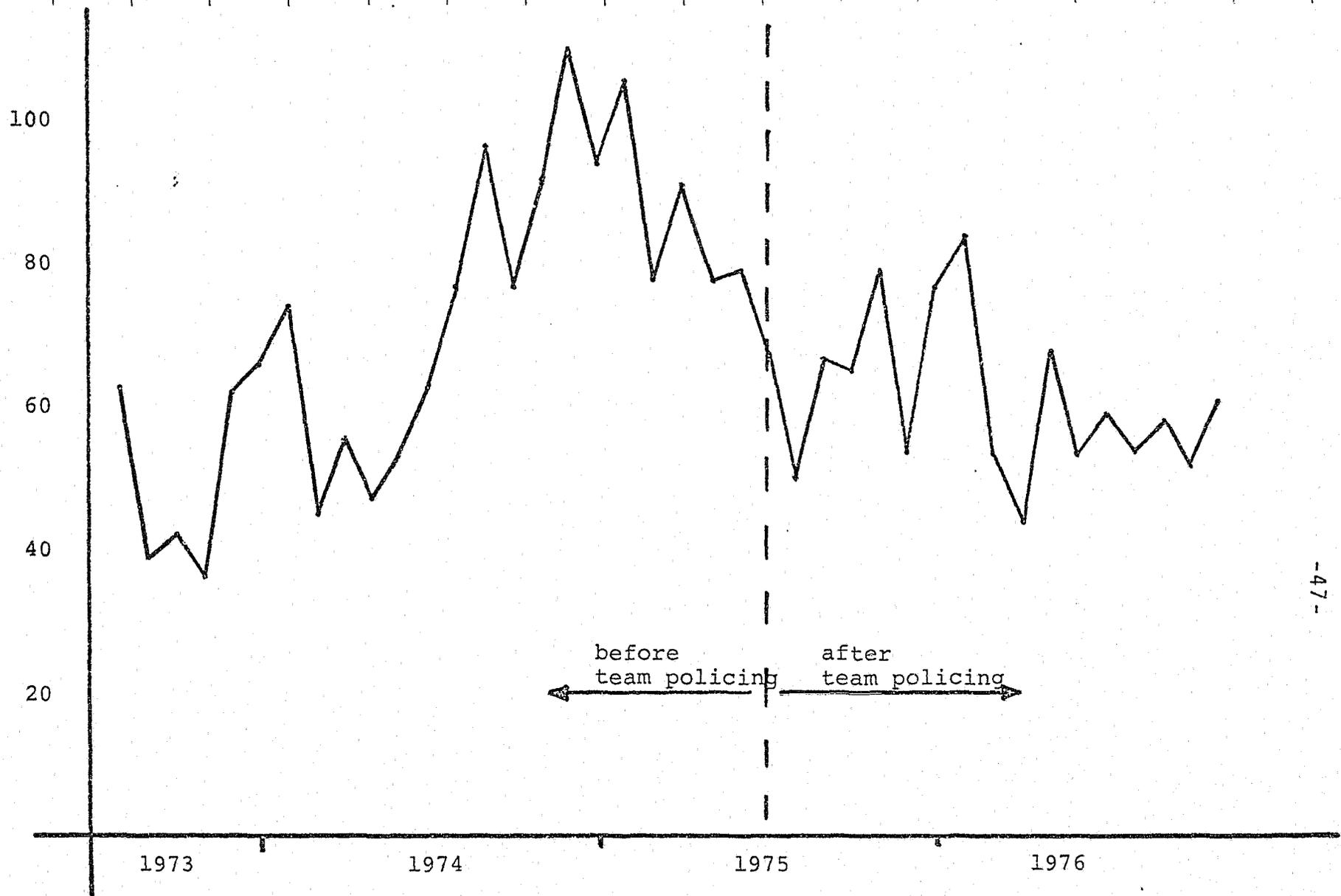


Figure 31 - Reported Burglaries Per Month (July, 1973 to October, 1976)

the characteristics of the burglaries, in order to see if the same kinds of burglaries were reported in each of the periods. Secondly, some measures of efforts put into the cases by the police were coded. The last set of data concerned the outcomes of the cases. The burglary report coding form may be found in Appendix A.

One hundred burglary cases were selected from the time period January 1 to December 31, 1974. These were compared with one hundred cases randomly selected from all burglaries reported to the Bellevue Police Department from July 1, 1975, to June 30, 1976. Some of the cases were either unfounded or handled by a different police department, so they were not all included in the analysis.

First, let us look at the characteristics of the burglaries themselves. Table I shows four characteristics of burglaries in the before and after period. The times between occurrence and report of the burglaries were very similar. However, there was a significant tendency for reports to be delayed between discovery and report since team policing. The property taken in the more recent burglaries was significantly more valuable than that taken in the previous burglaries. This could reflect inflation to some extent, but more probably shows that more serious burglaries are occurring now than did a couple of years ago. It could also be that petty burglaries have decreased since team policing began. In any case, the burglaries coming to police attention involve more valuable goods than they did before. Firearms are rarely taken in burglaries and the rate is about the same this year as it was in the previous comparison year.

All in all, burglaries that come to police attention seem to differ in the value of articles stolen, but the timeliness of discovery and reporting remains about the same. The police department has more serious burglaries to work with, but the "hotness" of the cases is about the same.

The second set of data is shown in Table II. These data indicate the amount of effort that has gone into burglary cases in recent years compared with before the implementation of the team policing experiment. In general, more effort has been put into the cases, especially by patrol officers. Neighbors were significantly more often contacted at the time of the initial report. They were contacted in 19% of the time during team policing

Table I

Characteristics of Reported Burglaries

<u>Time between occurrence and report</u>	before team policing	after team policing
in progress	8%	1%
within ½ hour	8%	4%
within 3 hours	12%	9%
within 12 hours	23%	23%
within 1 day	17%	23%
within 3 days	12%	12%
within 1 week	10%	7%
more than 1 week	6%	11%
unknown	5%	9%
<u>Time between discovery and report</u>		
immediate	46%	11%
within 1 hour	30%	32%
within 6 hours	3%	7%
more than 6 hours	6%	29%
unknown	15%	21%
<u>Property taken</u>		
none	22%	21%
less than \$100	34%	24%
between \$100 and \$500	22%	35%
between \$500 and \$1000	9%	8%
more than \$1000	8%	12%
unknown	5%	0%
<u>Firearms taken</u>		
yes	8%	6%
no	92%	94%

Table II

Investigative Efforts on Reported Burglaries

Neighbors contacted
at time of
initial report

	before team policing	after team policing
yes	9%	19%
no	91%	81%

Physical evidence
collected at time
of initial report

no	88%	84%
fingerprints	10%	8%
photographs	0%	2%
other	1%	8%

Any investigative
followup

yes	32%	53%
no	68%	47%

Who did followup

patrol officer	4%	29%
investigator	29%	38%

What kind of
followup

recontact complainant	22%	52%
contact other potential witnesses	8%	17%
talk to suspects	18%	21%
more physical evidence	9%	9%

compared with 9% before team policing began. Physical evidence was reported to be collected at the time of the initial report slightly more often since team policing began than before. There was a significantly larger proportion of cases in which follow-up occurred under team policing than before.

Fifty-three percent of the cases were followed up since team policing compared with 32% before. As can be seen, this higher percentage of follow-up is accounted for by actions by patrol officers. As can be seen from the table, complainants were re-contacted significantly more often, as were other potential witnesses. Suspects were talked to often, and more physical evidence was collected under team policing, but the differences were not statistically significant.

What were the results of more effort being put into burglary cases by members of the police department? As shown in Table III, stolen property was recovered slightly more often since team policing began, but the difference is negligible. Victims were compensated by insurance, but only slightly more often. Restitution occurred very infrequently. Overall, the victims of crime tended to suffer less permanent loss under team policing, but the differences are very slight.

Suspects were identified slightly more often since team policing began, but as can be seen, the number of arrests that resulted in a prosecution and conviction is very small.

Summary

It is clear that more effort is being put into burglaries since team policing began, and there is some evidence that the greater effort is paying off in terms of cutting victim losses and clearing cases by arrest, but it is not clearly so. It can also be seen that the burglaries that are being reported tend to be thefts of goods of greater value than before. It may be that the small burglaries are not being reported or are being handled in a different way. It is unlikely that the reduction in reported burglaries can be linked directly with the team policing efforts. However, there is evidence to show that the effort being put into handling burglary cases may pay off in the long run, and one could expect real reductions in that crime over time.

Table III

Outcomes of Reported Burglaries

<u>Stolen property recovered</u>	before team policing	after team policing
yes	15%	17%
no	85%	83%
 <u>Victim compensated by insurance</u>		
yes	18%	19%
no record	82%	81%
 <u>Suspect identified</u>		
yes	17%	22%
no	83%	78%
 <u>Informal restitution</u>		
yes	3%	1%
no	97%	99%
 <u>Arrest</u>		
yes	12%	13%
no	88%	87%
 <u>Prosecution</u>		
yes	8%	7%
no	92%	93%
 <u>Conviction</u>		
yes	7%	3%
no	93%	97%

SUMMARY

Evidence concerning the success the Bellevue Police Department has had has been presented separately for each of the goals. The purpose of this section is to summarize and present a coherent, overall picture concerning the success of the project. In an experiment in a natural setting such as this one, it is impossible to make a simple statement whether the project worked or not. There are multiple and complex components to the experiment and it is necessary to take each into account. Naturally, some parts will be more successful than others and some may even fail. However, this does not necessarily mean that the experiment failed. It is important to take into account the weaknesses in the experiment and to plan for future changes and further implementation of the project.

There was clear evidence that the public received better service under the team policing system. Citizens who have had actual contact with the department responded with more positive attitudes toward the department and were more satisfied with the services provided. There is little evidence to show that the general public has been positively affected, but trends indicate some improvement in attitudes toward the police department that may be linked with the team policing experiment. There is no evidence to show otherwise.

One of the difficulties in showing overall improvements in the public attitude toward the police is the fact that residents of Bellevue started out with a fairly positive attitude toward the police. It is difficult to measure further improvements in this attitude. However, in the analysis of more specific questions directed to citizens who requested police service as a result of a burglary, it is clear that satisfaction with police response has occurred. Respondents were particularly positive about the amount of effort that went into the investigation of burglaries and the follow-up that occurred.

The number of reported burglaries showed an obvious drop since the beginning of team policing. While it is difficult to relate this drop directly to team policing, the indirect evidence shows that greater effort

put forth in residential burglaries will pay off in the future, if it hasn't already.

Two goals, 1) improved involvement of citizens in crime investigation and prevention as a result of improved attitudes and better communication with the police department and 2) the reduction of residential burglaries are clearly being positively affected by the team policing experiment. On the other hand, the other goal of increasing the satisfaction of police officers has not been met. While the declines are small and may be a result of an inflated degree of morale at the beginning of the project, it is clear that no increases have occurred. It is important for the police department to address this problem. The lack of satisfaction seems to center around a dissatisfaction with the higher workload and with the kinds of supervision that occurs.

The first problem of higher workload may be a result both of inequities in the distribution of work and in the fact that there is simply more work under a team policing plan since follow-up and public relations aspects have been added to the patrol officer's expected duties. In the following section, more detail on the inequities in the workload will be presented. The basic reason for these inequities is the difficulty in efficiently assigning work when two teams are under operation. As discussed in the interim report, team policing is not necessarily a more efficient system in terms of rationally responding to calls and dividing work activities, because each team has fewer officers to work with than if assignments were distributed among the whole department. However, it should be borne in mind that the advantages of team policing could easily outweigh the inefficiencies that occur as a result of the allocation of manpower. In addition, as will be discussed later, there are ways of correcting some of the inefficiencies.

As to the question of whether there is more work under team policing, it is clear that new things have been expected of patrol officers, particularly follow-up on some cases and participation in community meetings and other public relations activities. The Bellevue Police Department created a headquarters team that has assumed many of the functions that patrol officers

used to perform. This has alleviated the workload on patrol officers to some extent. It is difficult to say whether the additional burdens have been balanced out by the alleviation from other expectations.

Dissatisfaction with supervision is not necessarily a reflection on the supervisors themselves. As in other team policing experiments, it could be that expectations concerning changes in supervision were high in the beginning and that the high expectations were not meant. The flexibility and quality of supervisions may have even improved, but has not met high expectations that line officers and supervisors themselves had for team policing. Another possible explanation is that the structures within which supervisors work do not provide the opportunity to reward police officers for the jobs that they do. Line officers find themselves working harder and putting out more effort, but they see little reward for the extra work. It is natural to lay some of the blame for this on supervisors. On the other hand, it is also possible that supervisors have not made full use of the opportunity to improve the quality of supervision under the team policing system. It is our judgement that all three of these explanations for a decline in the satisfaction with supervision are in operation. Specific recommendations related to this will be made in the next section.

In general, then, under team policing, the Bellevue Police Department is providing better services to the community, but the cost of this better service is a slight decrease in the morale of officers in the department. The next section will suggest some solutions to this problem.

RECOMMENDATIONS

There are five major areas of recommendations. They are concerning:

- burglary follow-ups;
- community contacts;
- manpower allocation;
- supervisory roles; and
- reward structure.

These recommendations are related to and come directly from the evaluation of the team policing project. In order to more successfully achieve the goals

of the team policing project, changes should be considered in all of these areas.

Burglary Follow-Ups

A great deal of satisfaction with police service was expressed by citizens who reported burglaries to the police department since the beginning of team policing. Also, police officers, for the most part, have responded positively to the expansion of their job responsibilities. Both of these results lead to the suggestion to expand patrol officer follow-up of burglaries. Even though citizens were more satisfied with the follow-up on burglaries received under team policing than before, there were still some who complained that nothing was done to follow-up and that they didn't hear anything about the investigation of their case. It would take little time, and there would certainly be a positive response by members of the community if at least some sort of follow-up occurred for every burglary report, if not for other crimes that are not routinely followed up. This follow-up may consist of no more than a phone call to see if there is any further information on the case and to let the citizen know that the department still is interested. There is also the possibility (even though small) that further information could be obtained that could lead to the solution of that crime and others.

Some sort of follow-up by patrol officers on every case also improves the communication between the officer and the people in the community. It may be the person who is favorably impressed with this personal treatment that contributes to the solution or reporting of some other crime. Patrol officers may feel that it is difficult to call somebody and say that nothing has developed in the case. However, from responses that we received in our interviews, this attention is universally appreciated even if there is no further possibility of investigation.

Bellevue has approximately 600 burglaries per year. Each household that is burglarized contains an average of 4 to 5 residents. A conservative estimate would be that each resident talks to an average of 1 or 2 other citizens about their contact with the police. This means that more than 5,000 residents of

Bellevue have first-hand or second-hand knowledge of the effort that the police department puts into burglaries. This is not an insubstantial proportion of the population. If a few phone calls or house calls could improve the perception of the police department (there is evidence to prove that follow-up has positive results), then greater citizen participation in crime investigation and prevention could be expected.

Community Contacts

The attendance of officers at community meetings has been a source of controversy during the entire course of the team policing project. Some officers have been glad to perform this function and receive positive benefits from doing it. Some officers initially were reluctant to do so, but found that they liked it after they tried. Other officers were reluctant to do so, tried it, and didn't like it. Others have not wanted to do it at all. The data show that there has been an even further decrease in the perception of the importance of community meetings both to team policing and to policing in general. Response to the meetings by those who attended has been very positive. However, there has been general apathy by most of the community to the meetings, as indicated by the attendance at them.

Community meetings seem to be an important way to make contact with the community, but the department should keep an open mind to other ways of establishing this positive contact. One important way is to encourage more time out of the patrol car making informal contacts with individuals during the course of normal patrol. Our observations indicate that this could be done more often. With the availability of portable radios for everybody, the fact that there are slack times with few calls, and the fact that people are available to contact, this contact is possible.

In addition, community meetings could be organized around subjects that are of particular interest to the community. Even if every member of the community would benefit from burglary prevention information, it would motivate officers more if the subjects of the meetings were more varied.

One way to encourage active communication with the community is related to the recommendations above. Follow-up on cases, even though there is little

grounds to believe that it will be helpful in the solution, provides an excuse for officers to meet the citizens in their neighborhood and become aware of other problems that they are experiencing. More informal follow-up should be encouraged for this reason.

Community contacts are important. It is commendable that the department is trying to get all officers involved in this activity, but the officer's desires should also be taken into account. Greater flexibility in seizing opportunities for community contacts could and should be made.

Manpower Allocation

During the month of October, the activities of all officers was recorded and the resulting analysis may give some ideas for better allocation of manpower. It should be remembered that these data come from only one month, but they suggest that there are inequities in the distribution of workload and they also give examples of how a more comprehensive analysis of manpower needs in the department could be performed.

Figures 32 through 36 show the percentage of time officers spend handling different activities for each three-hour segment throughout the day.

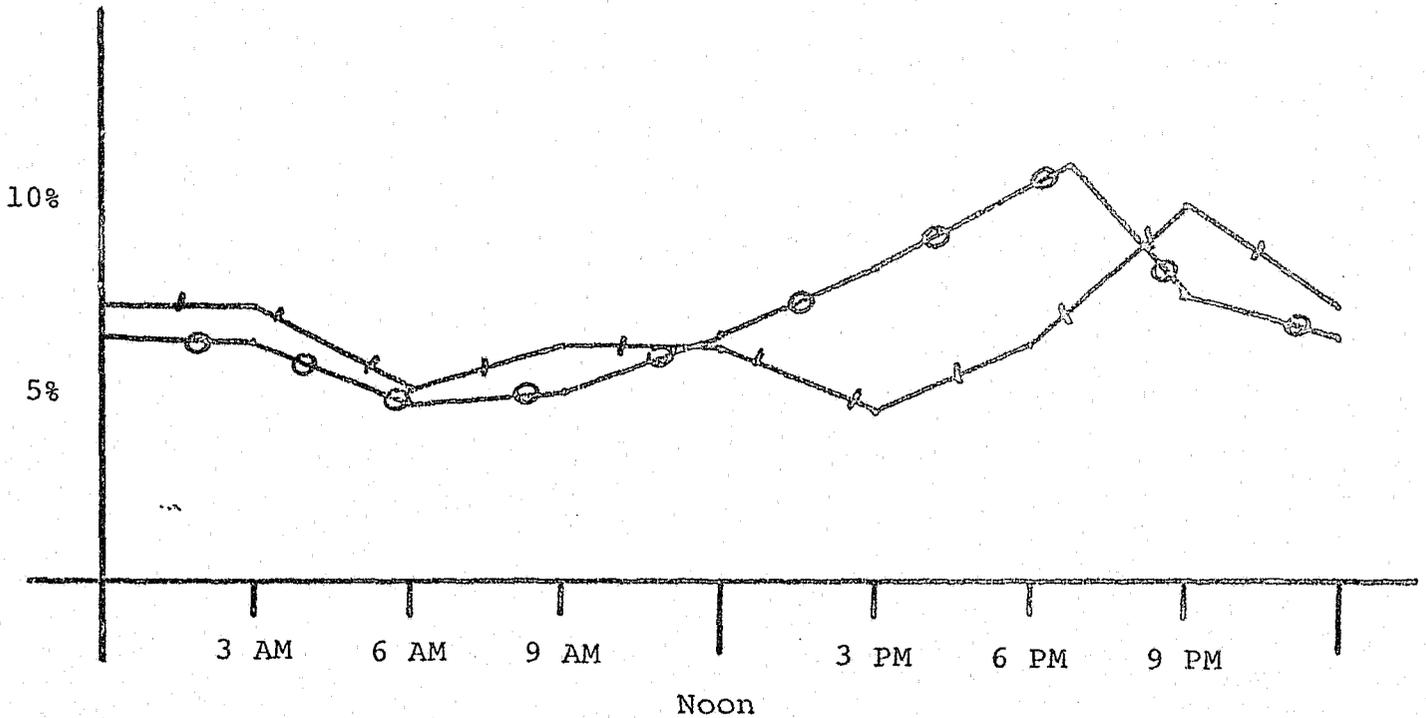


Figure 33 - Percentage of Time Spent on Service and Public Relations

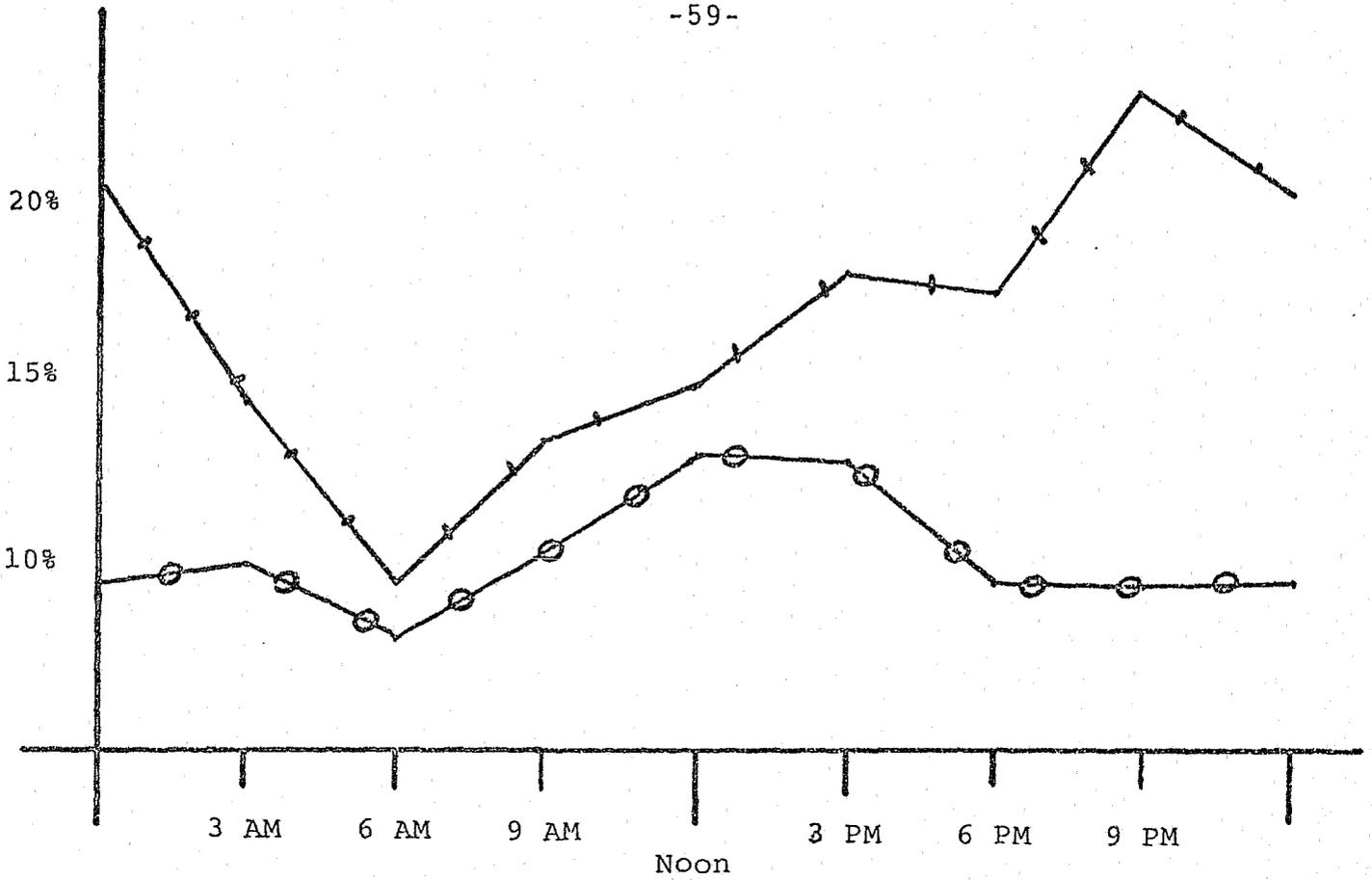


Figure 33 - Percentage of Time Spent Responding to Calls Resulting From a Crime

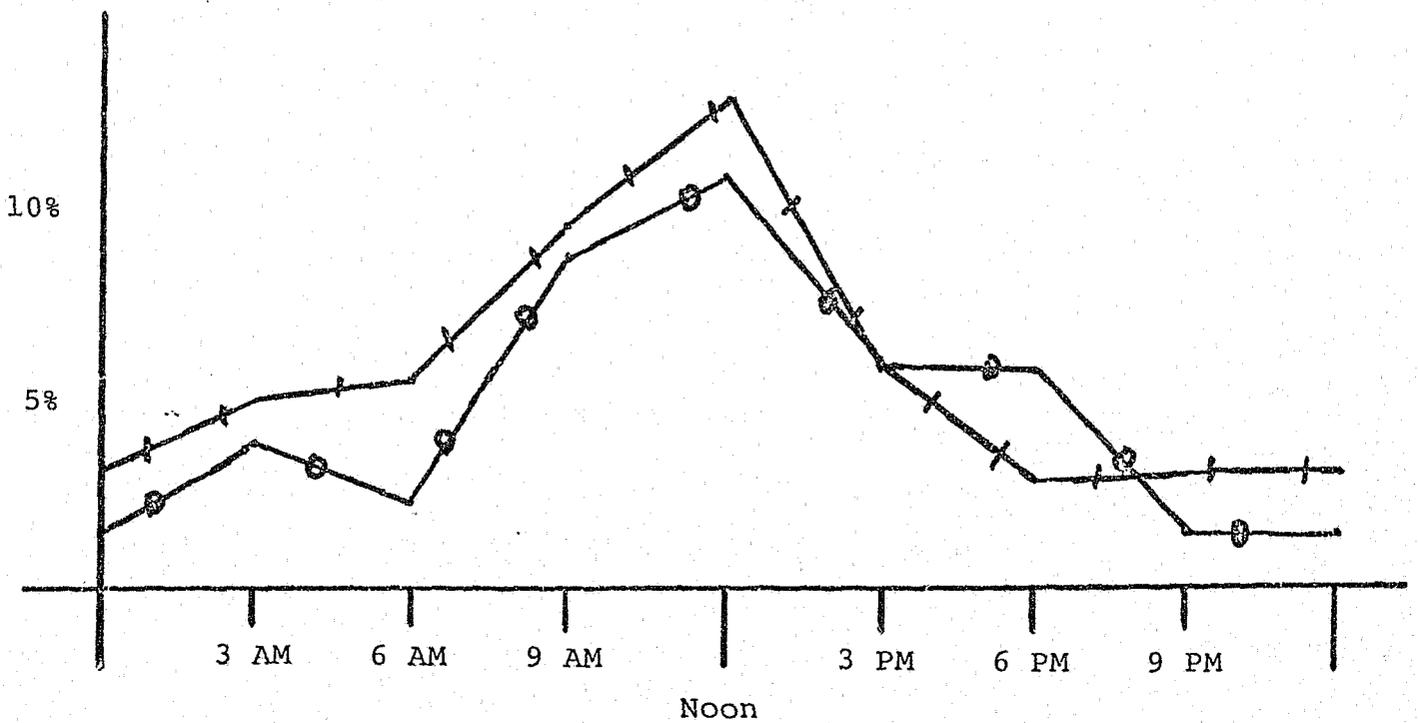


Figure 34 - Percentage of Time Attending to Administrative Matters

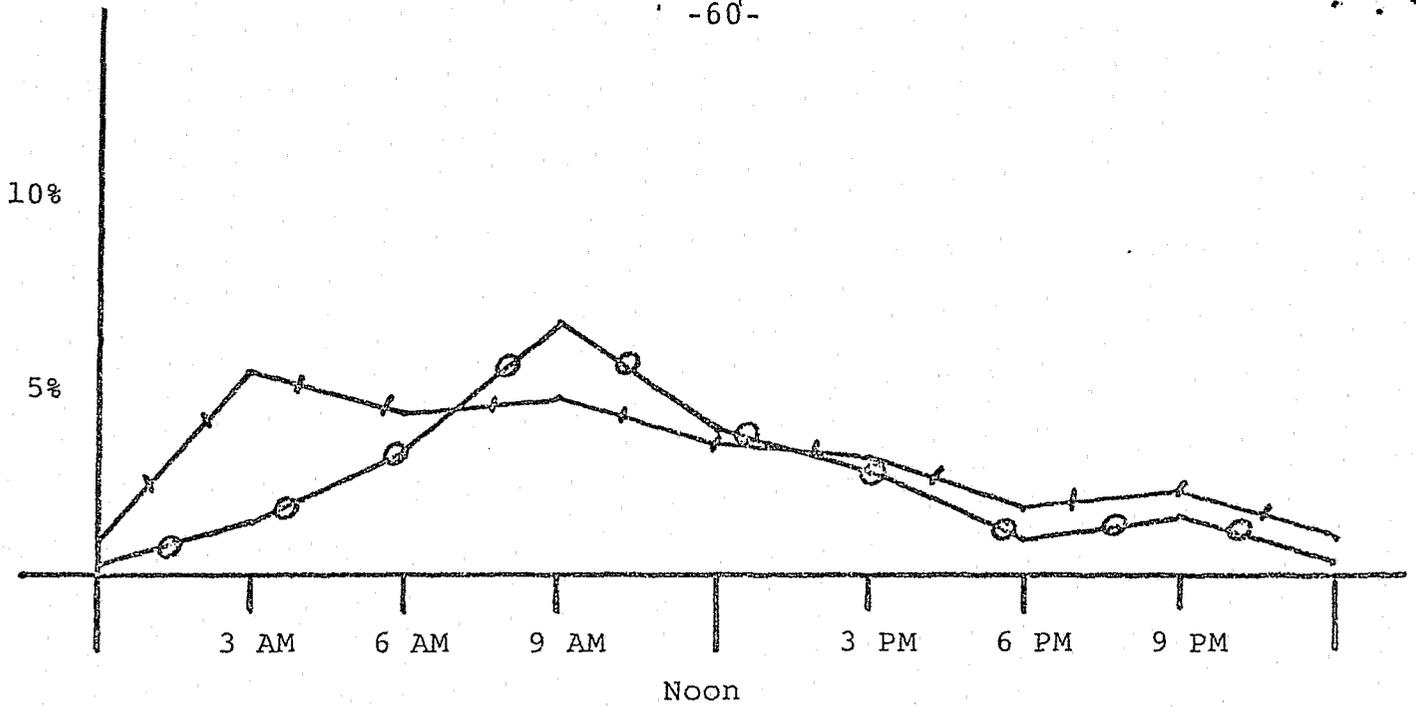


Figure 35 - Percentage of Time Spent on Followup

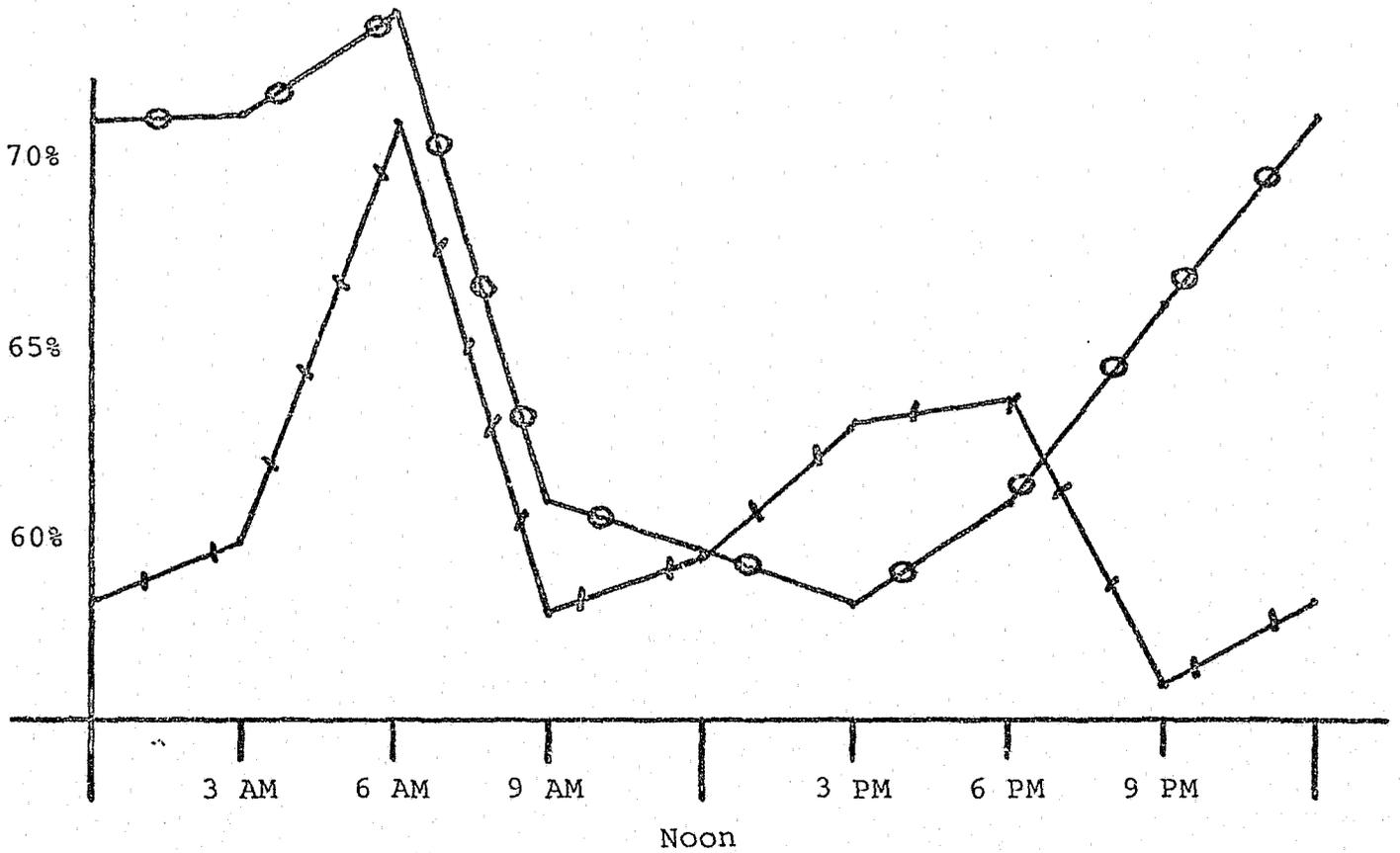


Figure 36 - Percentage of Uncommitted Time

As can be seen, all activities occupy both teams about the same amount of time, except for "crime response." Crime response activities include all responses to calls other than service calls or disturbances. The Zebra team is clearly spending a higher percentage of its time handling calls than the Paul team. An adjustment was made once to even out the calls, but the conditions have changed and further adjustment should be made. Either the Zebra team requires more manpower, or the boundaries should be adjusted. Since the disparities seem to occur primarily in the late afternoon and evening hours, some shifting of manpower within the Zebra team would lower the discrepancies. Figure 37 shows the percentage of time spent on calls by time of day and day of the week. It can be seen that the differences occur for every day, except for Saturday. One solution may be to overlap the afternoon and evening shifts on weekdays and Sunday and lower some of the manpower on Saturday.

Whatever the solution to the problem is, it can be seen that the patterns of need for response to calls are quite different for each team and that each team should adopt an appropriate response to these patterns. It would be useful to routinely collect data similar to that used in this analysis.

Supervisory Roles

Under team policing, each supervisor has fewer officers to be responsible for than before. Presumably, each supervisor also has greater flexibility in making decisions to meet the needs in his area. The data indicate that supervision has not changed a great deal. In general, both line officers and supervisors agree with this perception. The dissatisfactions that have been expressed probably result from high expectations not being met rather than a decrease in the quality of supervision. How can expectations for improvements in supervision under team policing be better met?

The major change that could be made involves a change in the whole reward structure in the department and that will be discussed in the next section. A more specific change that could be implemented is to have supervisors respond to calls at specified times. One of the gripes of line officers is that some supervisors don't take calls when they are stacked up. Our analysis shows that supervisors have a fairly large percentage of

30%

20%

10%

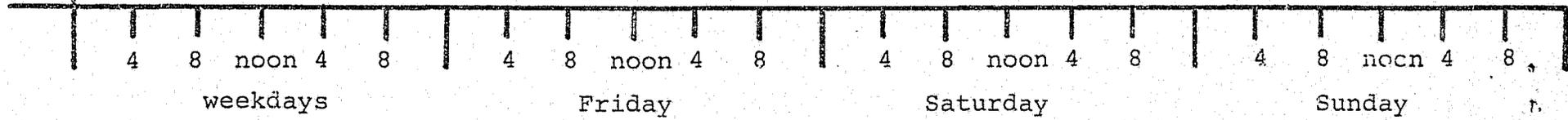
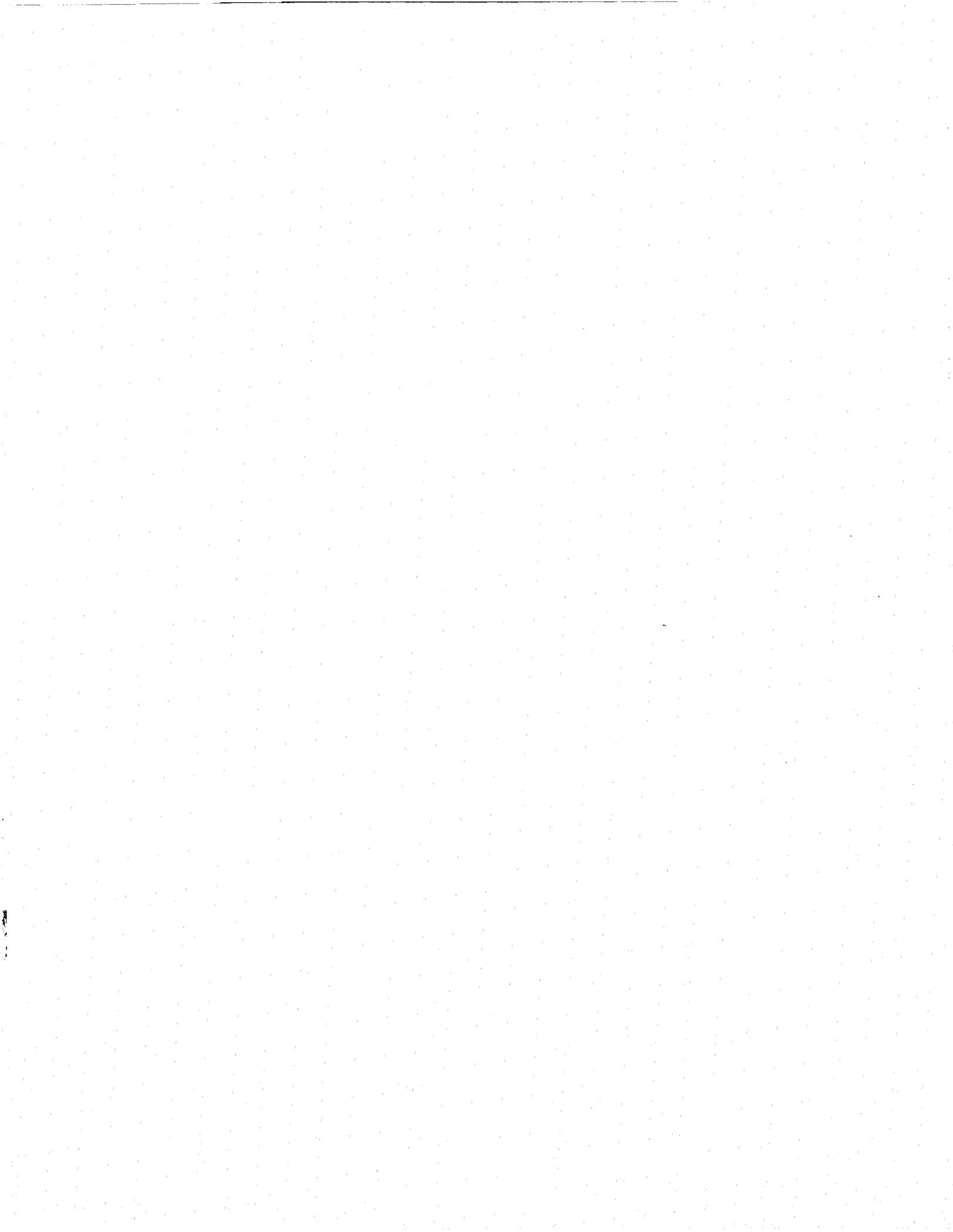


Figure 37 - Percentage of Time Spent on Calls by Day and Hour



their time that is uncommitted to specific tasks and that there are times of day when officers are particularly likely to be very busy with calls. Figure 38 shows the data on these two percentages, based on data collected during the month of October.

It can be seen that some of the high points in availability of supervisors correspond with the high points in the crime response activity of the line officers. The line in the middle of the chart shows a statistical combination of these two factors. The higher that line is, the more the high points of availability of supervisors correspond with the high points of patrol need. From this chart, for instance, it can be seen that the peaks are between 3 and 6 in the afternoon and between 9 in the evening and 3 in the morning. These data should be taken simply as illustrative, but a similar analysis could be performed to pick out times of the day when supervisors should be expected to respond to calls when patrol officers are not available.

A number of benefits would come from the implementation of this recommendation. Officers would be less pressured with periods of very heavy workload. Supervisors would gain fresh experience in taking calls and be able to be more sensitive to the characteristics of the patrol officer's job. Supervisors would also have more personal contact with the people in their team area and would become more sensitive to other needs of the community. In addition, implementation of this recommendation would eliminate one of the gripes of patrol officers.

Reward Structure

Probably the most important recommendation in this report concerns the reward structure in the police department. As was seen from the results of the evaluation, officers are doing the things that are expected under the team policing concept, and they are having a positive effect on the community. The problem is that officers are not receiving rewards that are closely related to performing these activities. It is clear that supervisors and administrators are sensitive and aware of the efforts that

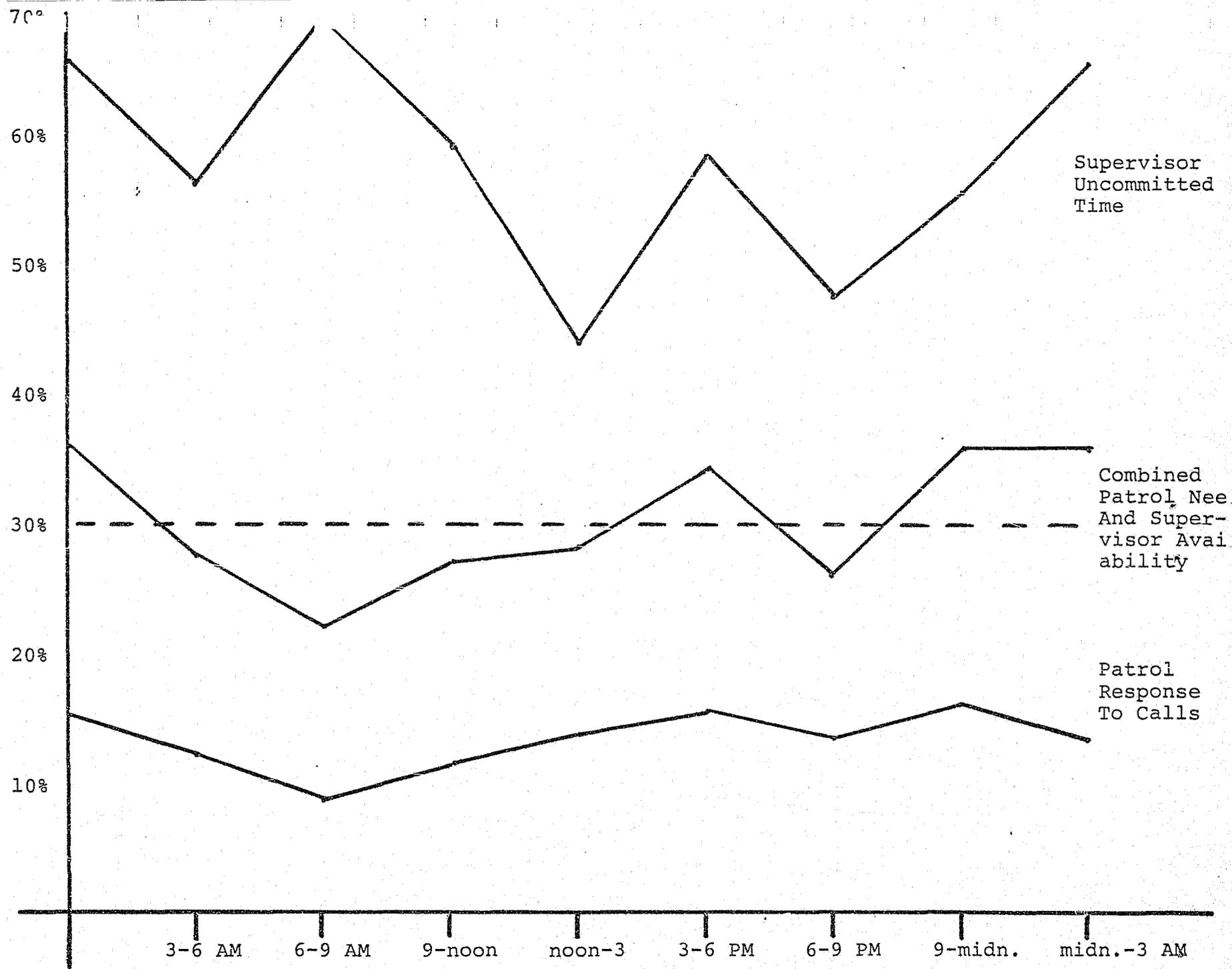


Figure 38 - Patrol Response to Calls and Supervisory Uncommitted Time, By Hour



individual officers put out and rewards in the form of letters and personal commendations are given. These are meaningful and appreciated. On the other hand, there should be some way to reward good performance in a more tangible way.

A vast majority of the patrol officers in the department want to remain patrol officers, but, under the present reward structure, there is little incentive to do better than an average job. The only way for advancement is through promotion to a position of supervision. If a certain kind of job performance is desired, the department should provide rewards that are tied into that performance. Patrol officers should be able to advance in pay and prestige within the rank of patrol officer. A system in which doing things like good follow-up work or good communication with community members is rewarded by higher pay and higher prestige would encourage the kind of job performance that is desired. As it is now, officers are doing a better job, but they are getting discouraged because of lack of recognition for this job. The loss in morale, or at least the failure in its improvement under team policing is not serious yet. However, if a system of rewards for doing the activities that are expected under team policing is not developed, officers will continue to lose faith in the concept and become disenchanted with the job. Also, without a reward system such as this, supervisors are hampered in their ability to reward good performance and more dissatisfaction with supervision will be experienced. We strongly recommend that improvements be made in the way that different aspects of job performance are measured and that rewards be distributed according to good performance.

Overtime

One problem that has been consistently mentioned by line officers is that they are required to work more overtime than they want to. One of the reasons for this is that paper work accumulates during their shift and they must finish it after they come into the station. One solution to this problem would be to allow time for the officer to complete the paper work on one call before another one is assigned. This will, of course lower the availability of officer's to respond to calls. However, in conjunction with more call stacking and having lieutenants take some calls, this recommendation could be achieved. It would be very helpful in raising the morale of officers.

General

The team policing concept has provided an atmosphere of experimentation and improvisation in the police department. This atmosphere is a hopeful sign for future improvements. The goals of the program have not all been successfully met. On the other hand, adjustments can be made to improve the degree to which the goals are met and it is especially encouraging that an atmosphere of open discussion of problems and resulting problem solving methods have been established.



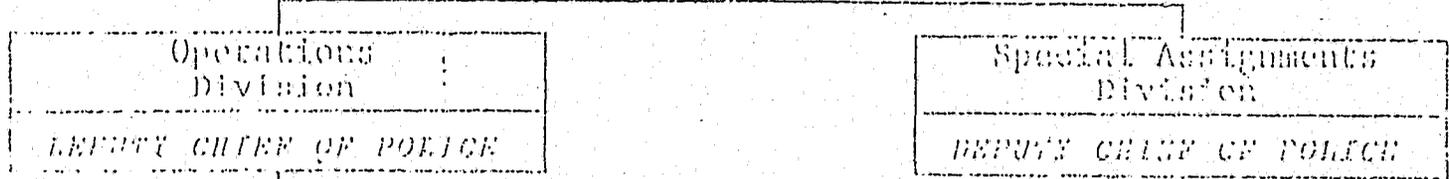
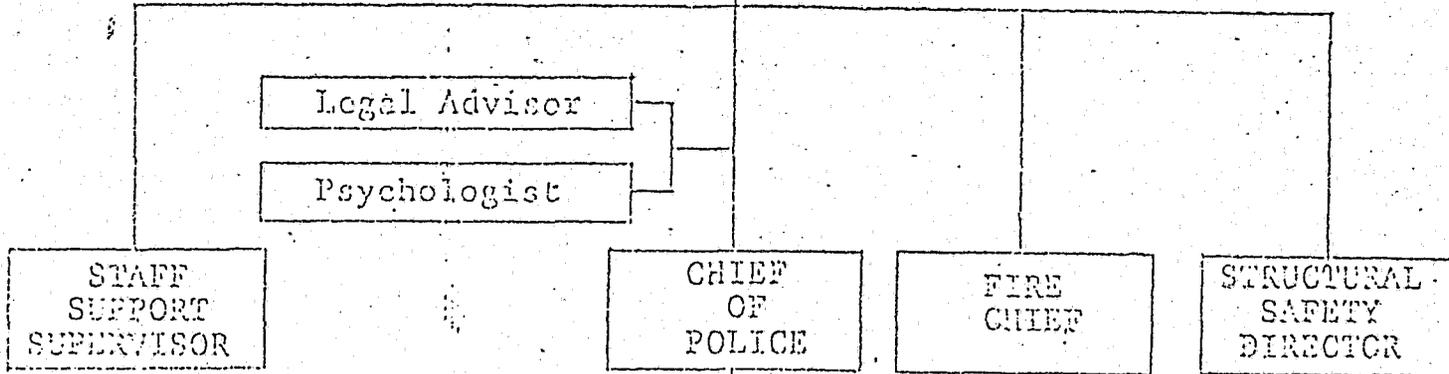
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Appendix H
ORGANIZATIONAL CHARTS

PUBLIC SAFETY
DIRECTOR

MAJOR

PROPOSED MARCH 1975



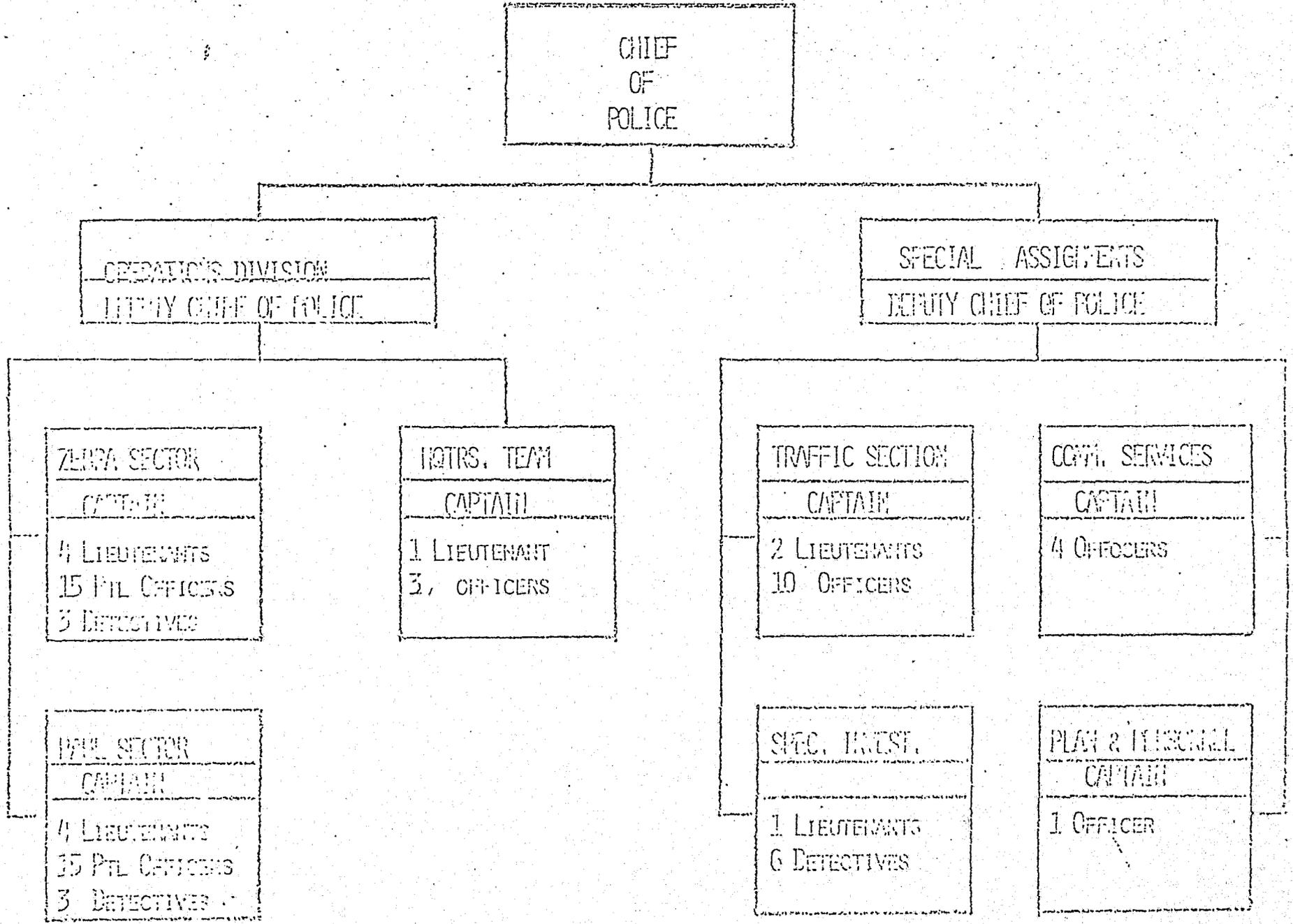
Sector A CAPTAIN 3 Lieutenants 2 Detectives 10 Officers	Sector B CAPTAIN 3 Lieutenants 2 Detectives 10 Officers	Sector C CAPTAIN 3 Lieutenants 2 Detectives 10 Officers	Traffic Section CAPTAIN 2 Lieutenants 10 Officers	Investigation Section CAPTAIN 2 Lieutenants 6 Detectives	Community Services CAPTAIN 4 Officers	Planning Personnel CAPTAIN 3 Officers
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MELBYE POLICE DEPARTMENT
(CIVIL EMERGENCY & SAFETY SERVICES GROUP)

1975
D.P. VAN BLARICOM
CHIEF OF POLICE

POLICE (LEFF) PERSONNEL

Chief of Police	1
Deputy Chief of Police	2
Major	1
Captain	5
Lieutenant	13
Detective	12
Police Officer	75
	<hr/>



CHIEF
OF
POLICE

OPERATIONS DIVISION
DEPUTY CHIEF OF POLICE

SPECIAL ASSIGNMENTS
DEPUTY CHIEF OF POLICE

ZEBRA SECTOR
CAPTAIN
4 LIEUTENANTS
15 PTL OFFICERS
3 DETECTIVES

NIGHTS TEAM
CAPTAIN
1 LIEUTENANT
3 OFFICERS

PAUL SECTOR
CAPTAIN
4 LIEUTENANTS
15 PTL OFFICERS
3 DETECTIVES

TRAFFIC SECTION
CAPTAIN
2 LIEUTENANTS
10 OFFICERS

SEC. INTEREST
1 LIEUTENANT
6 DETECTIVES

COMM. SERVICES
CAPTAIN
4 OFFICERS

PLAN & PERSONNEL
CAPTAIN
1 OFFICER

MAJOR
SECRETARY

CHIEF OF POLICE

LEGAL ADVISOR

OPERATIONS DIVISION
DEPUTY CHIEF OF POLICE

SPECIAL ASSIGNMENTS DIVISION
DEPUTY CHIEF OF POLICE

SPECIAL INVESTIGATION
1 LIEUTENANT
2 NARCOTICS
1 VICE/INTEL.
1 CHECK FRAUD

TRAFFIC SAFETY COORDINATOR

EMERG. SERVICE COORDINATOR

TRAFFIC CAPTAIN
2 LIEUTENANTS
12 OFFICERS

HEADQUARTERS CAPTAIN
3 OFFICERS
3 COMP. COORD.
1 ADMIN. ANALY.
2 DISP. SUPV.
10 DISPATCH
1 PROP. CLERK
12 CLERKS.

PLG/PERS CAPTAIN
1 OFFICER

PROBATION CAPTAIN
1 SUPERVISOR
1 PROBATION
1 CLERK
2 VOL. COORD.

<p>PAUL SECTOR Captain 4 Patrol Lt.'s 1 Detective Lt. 16 Patrol Officers 1 K9 Officer 1 Juvenile Det. 1 Crimes/Persons 1 Crimes/property 1 Unassigned Investigator (rotating patrolmen) 1 Crime prevention officer</p>	<p>ZEBRA SECTOR Captain 4 patrol Lt.s 1 Detective Lt. 16 Patrol Officers 1 K9 Officer 1 Juvenile Det. 1 Crimes/Persons Det. 1 Crimes/Property Det. 1 Unassigned Investigator (Rotating Patrolman) 1 Crime Prevention Officer</p>
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BELLEVUE POLICE DEPARTMENT

1977

DAVID M. HARRISON
Chief of Police

TOTAL PERSONNEL

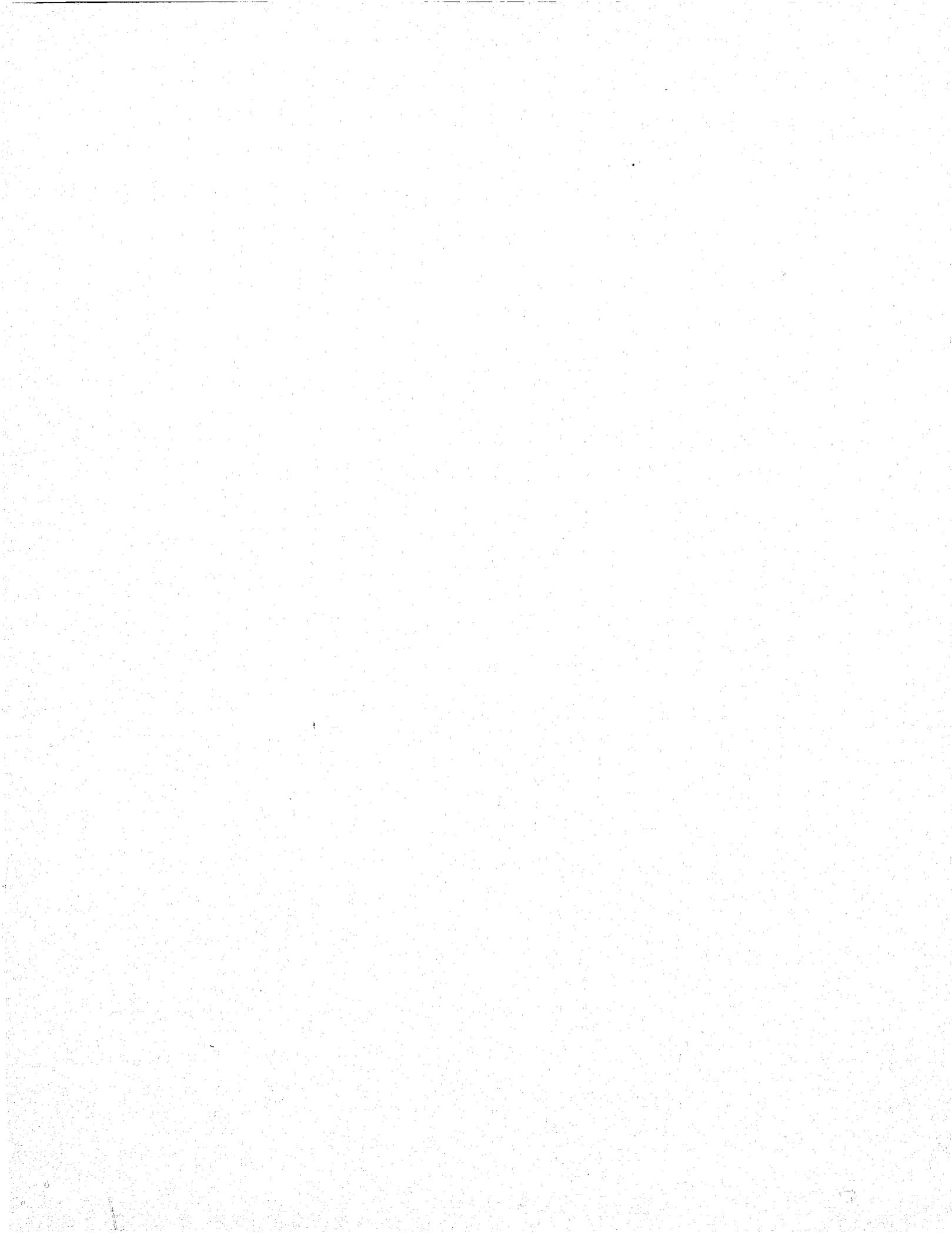
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CIVILIAN PERSONNEL

- LEGAL ADVISOR.....1
- PROBATION SUPERVISOR.....1
- PROBATION OFFICER.....1
- ADMINISTRATION ANALYST...1
- DISPATCH SUPERVISOR.....2
- DISPATCHER.....10
- SECRETARY.....1
- PROPERTY CLERK.....1
- VOLUNTEER COORDINATOR...2
- CLERK.....13

POLICE (LEAF) PERSONNEL

- CHIEF OF POLICE.....1
- DEPUTY CHIEF OF POLICE..2
- MAJOR.....1
- CAPTAIN.....6
- LIEUTENANT.....13
- POLICE OFFICER.....64
- COMPLAINT COORDINATOR...3



END