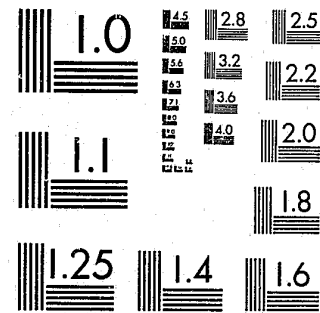


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Neighborhood Team Policing in
Santa Ana, California:
A Case Study

by

James Bell
Pamela Horst

December 1977

Prepared under Grant Number 76-NI-99-0030 National Evaluation of the Full Service Neighborhood Team Policing Program, from the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U.S. Department of Justice.

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Contract Report 5054-15



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ACKNOWLEDGMENTS

The authors would like to formally acknowledge those who contributed to this report, particularly Chief Raymond C. Davis and the members of the Santa Ana Police Department. We are especially thankful to:

- former Captain Charles Thayer who, as project director and commander of field operations, answered countless questions, suggested numerous data sources, and generally assured that the evaluation received full support from the department;
- Lieutenants James Picco, Dale Sterzer, Harold Hanson, and Norwood Williams; Sergeants Gary Sawyer and Larry Pitzer; and Senior Officer Frank Rocha;
- Chet Main of the city of Santa Ana's Data Processing section, who helped us to acquire the data about patrol officer activities; and
- Ana Lia Riggle, who graciously assisted on our site visit by scheduling appointments and gathering documents.

We are also grateful to Alfred Tuchfarber and Robert Oldendick and the staff of the Behavioral Sciences Laboratory of the University of Cincinnati. They administered two waves of a survey of Santa Ana citizens, and processed and helped to analyze the results. Additionally, they processed the results of our poll of officers and unraveled and summarized a large set of data pertaining to officer field activities.

In September 1977, James Bell made a final visit to Santa Ana to verify and review a draft of this report with members of the department. Their assistance in the review and verification is greatly appreciated.

James Bell and Pamela Horst
The Urban Institute

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PREFACE

In 1975, the Office of Technology Transfer (OTT), part of the National Institute of Law Enforcement and Criminal Justice in the United States Law Enforcement Assistance Administration (LEAA), awarded grants to six demonstration sites to test the concept of "full service neighborhood team policing." Generally speaking, this concept involves decentralizing police work to the community level, where groups of 20 to 40 officers become familiar with area residents and handle cases from start to finish. Presumably, they can then prevent and control crime better.

The sites LEAA chose for this test were Boulder, Colorado; Elizabeth, New Jersey; Hartford, Connecticut; Multnomah County, Oregon; Santa Ana, California; and Winston-Salem, North Carolina.

In 1975, The Urban Institute received a grant to evaluate this project. Between the last quarter of 1976 and the third quarter of 1977, the Institute visited the sites several times and evaluated their implementation of team policing.

Eight separate reports document the evaluation. Six are case studies of each site that describe background and setting, planning and implementation of team policing activities, and program results. The seventh report describes how OTT designed and ran the team policing program, and the last report summarizes evaluation findings for all sites.

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The eight Urban Institute reports are:

- White, Thomas W. and Gillice, Robert A. Neighborhood Team Policing in Boulder, Colorado: A Case Study, Contract Report 5054-11, December 1977.
- Regan, Katryna J. Neighborhood Team Policing in Elizabeth, New Jersey: A Case Study, Contract Report 5054-12, December 1977.
- Bell, James and Horst, Pamela. Neighborhood Team Policing in Multnomah County, Oregon: A Case Study, Contract Report 5054-13, December 1977.
- Regan, Katryna J. Neighborhood Team Policing in Hartford, Connecticut: A Case Study, Contract Report 5054-14, December 1977.
- Bell, James and Horst, Pamela. Neighborhood Team Policing in Santa Ana, California: A Case Study, Contract Report 5054-15, December 1977.
- White, Thomas W. Neighborhood Team Policing in Winston-Salem, North Carolina: A Case Study, Contract Report 5054-16, December 1977.
- White, Thomas W.; Horst, Pamela; Regan, Katryna J.; Bell, James; and Waller, John D. Evaluation of LEAA's Full Service Neighborhood Team Policing Demonstration: A Summary Report, Contract Report 5054-17, December 1977.
- Horst, Pamela. LEAA's Fielding of the Full Service Neighborhood Team Policing Demonstration, Contract Report 5054-09, December 1977.

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I. INTRODUCTION

The team policing demonstration by the Santa Ana Police Department (SAPD) was special because it combined patrol reorganization and a sizable expansion of the department. Between 1973 and 1976, the department grew 41 percent from a manning level of 279 to 470. The largest addition, which included almost 100 new patrol personnel, was carried out directly before the implementation of team policing in the fall of 1975. In combination, the expansion and team policing implementation constituted a powerful prescription for change.

Santa Ana formed eight teams of 22 to 25 men each, with pairs of teams under the command of a lieutenant. Twenty-four hour responsibility for the neighborhoods in the team areas was assigned to these area commanders. Department records show that the patrol officers worked within assigned team areas over 90 percent of the time. Santa Ana did not assign detectives to its teams.

Former Captain Charles Thayer,¹ in charge of the team policing demonstration, said:

"[The effort was characterized by] careful implementation. We tried to stay close to proven police procedures. Partly as a result of this, I feel team policing has improved our department. For example, the formal communications flow . . . has improved; there's better morale; the men are more interested. And I think management has gained a better ability to spot its problems and solve them."

1. Thayer was in charge of SAPD field operations during the team policing demonstration. He then became chief of police in the neighboring town of Tustin, California.

A. PROGRAM CONTEXT

The roots of team policing in Santa Ana can be traced to early 1973 when a new chief was appointed and the department began to move away from its traditional stance. Figure 1 shows the main events associated with this transition.

"Community-oriented team policing" was the title first given to Santa Ana's version of the team policing concept. The word "team" was dropped midway through the demonstration. Because this department interchangeably used both "community-oriented policing" and "team policing," we will also use both terms in this report to describe the department's current patrol status.

According to a Police Foundation report, Chief Raymond Davis, who was appointed chief in early 1973, took over at a time when the department was "ill-organized, ill-managed, faction-ridden and reportedly heavy-handed."² At the time, the department had poor relations with the city's Mexican community and, according to one captain, was not receptive to community influence. Further complicating the picture was the fact that, during the first nine months of 1974, Santa Ana's crime rate climbed more sharply than that of any other city in California.

Chief Davis tried to tackle these problems from a variety of angles; these included standardizing policies and procedures, upgrading equipment, and expanding the department's community relations section. In October 1973, in keeping with the chief's community orientation, the department undertook a brief experiment in team policing. However, as Figure 1 shows, this effort was abandoned in four months because of insufficient funds and manpower.

By early 1975, Davis eventually was able to mobilize the community and the city council to provide more budgetary support for a full scale

2. Bann, Michael. The Executive and the Patrol Function in Santa Ana, The Police Foundation (undated).

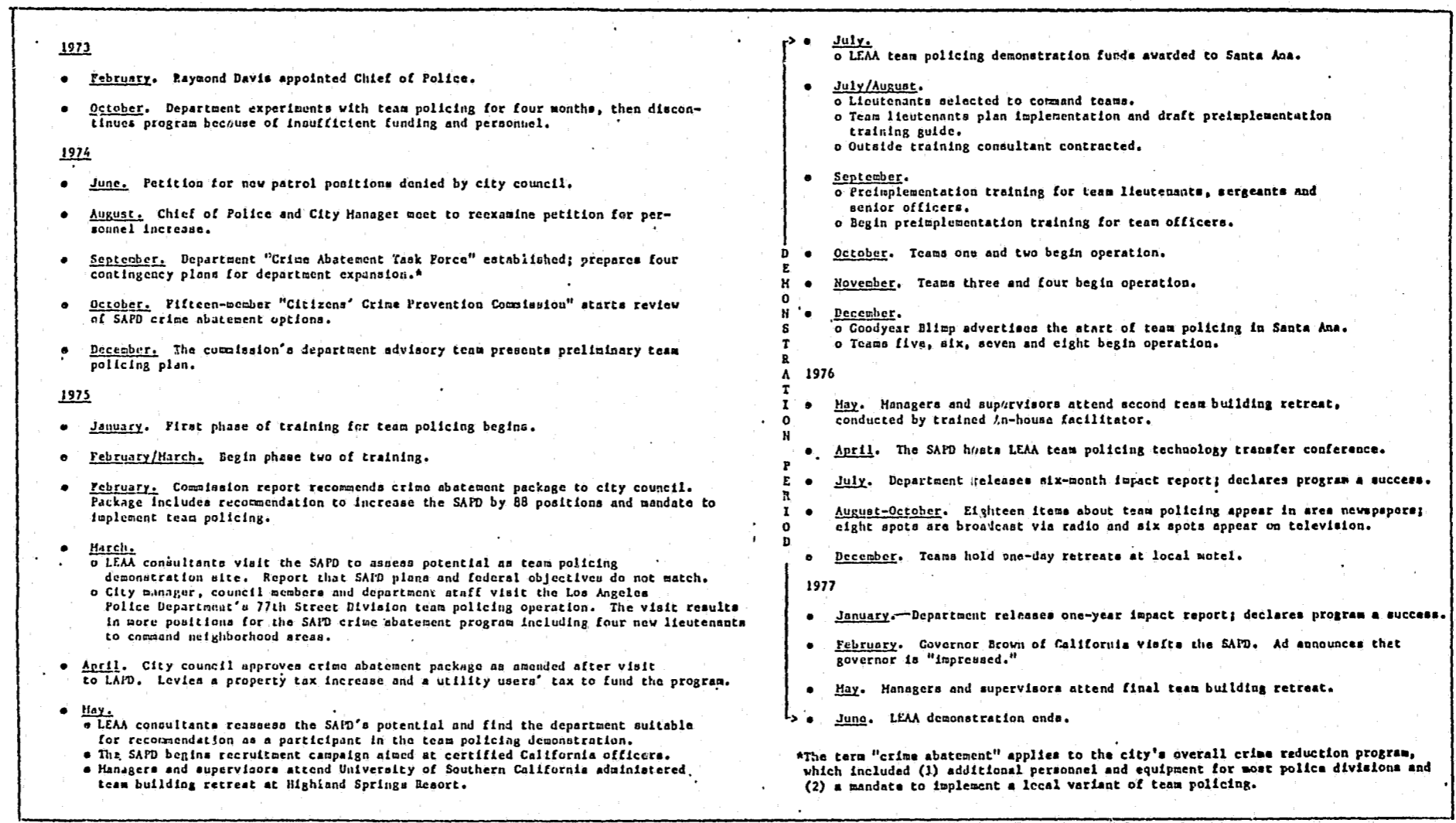


FIGURE 1: CHRONOLOGY OF TEAM POLICING IN SANTA ANA, CALIFORNIA

implementation of team policing. That support was a partial result of careful and long-term planning dating back to early 1974. By October 1975, with a greatly augmented operations division, Santa Ana began a phased implementation of demonstration teams.

B. HOW THE PROGRAM WORKED

Santa Ana formed eight teams of 22 to 25 men each, with pairs of teams under the command of a lieutenant. Twenty-four hour responsibility for the neighborhoods in the team areas was assigned to these area commanders. Department records show that the patrol officers worked within assigned team areas over 90 percent of the time.

Santa Ana inaugurated the most ambitious community relations program of any site, managing to garner \$40,000 in donated goods and services to publicize the program and its accomplishments. Much of the citizen contact work associated with setting up a block captain structure was carried out by civilian SAPD employees, Police Service Officers (PSOs).

Because the demand as measured by calls for service remained roughly stable during the demonstration, the increase in manpower meant increased "discretionary" time for patrol officers. They filled in the time with a variety of activities including community contacts, field stops, administrative assignments, assistance to other officers, conferences, foot patrol, etc.

Santa Ana did not assign detectives to teams. Instead, two burglary investigators were designated liaison detectives to two teams. Santa Ana was not in agreement with the team policing tenet that street stops and field

investigations be used "sparingly." The department regards these activities as essential patrol tactics, and the amount of activity increased markedly during the demonstration.

C. MAJOR RESULTS

Santa Ana's program may have contributed to an overall decrease in crime because crime was on a downward trend during the months before the start of the demonstration and the department was successful in maintaining or spurring the rate of decline during the first six months. However, as has happened in the past, crime then began to rise and toward the end of the demonstration period almost reached start-of-demonstration levels. Since this level was still well below the recent high reached in 1974, there is little question that an overall crime decrease actually occurred.

Officials in Santa Ana believe the publicity associated with the decision to expand the department and implement a program of "community-oriented team policing" may have triggered the initial decline. While it was impossible for us to detect the influence of publicity on crime rates, the fact that crime data for the past seven years show similarly sharp declines indicates that the incidence of crime may vary independent of department action. For this reason, there is not conclusive evidence about what caused the latest Santa Ana crime decrease.

There was a marginal improvement in community relations as measured by a citizen survey. That the massive community relations program showed such modest effects may be due, in part, to the fact that the first wave citizen survey showed very positive support for the department. There was not much room for improvement.

Although still high in relation to other sites, job satisfaction actually decreased during the demonstration. The decline may have simply represented an understandable "come down" from the predemonstration peak in morale when patrol was expanded and many promotions and raises were given.

The department was also successful in realizing one of its local objectives; namely, to reduce monetary loss to citizens as a result of crime. Santa Ana did this by improving the recovery and return rate of stolen property rather than by preventing the loss of property.

Santa Ana feels strongly that team policing has improved the department's image. California's Gov. Jerry Brown visited the department and said that he was impressed with its operations; that there had been extensive media coverage of the program; and that departmental administrators were now in demand as speakers. Officers said they were "looked down upon" by other departments; now "we are the good guys."

D. DEPARTMENT'S VIEW OF TEAM POLICING

When patrol officers were asked at the end of the demonstration, "Has neighborhood team policing improved things in your police department?" 85 percent of survey respondents answered yes. Open-ended survey responses included the following kinds of comments:

- "It has given this department nationwide recognition."
- "It gave us more money, equipment and men so on that basis alone it has improved our department."
- "Our knowledge of neighborhoods, specifically of criminals within [neighborhoods] has increased. [We are able to make] faster response to calls. Confidence has increased because of all of the above."
- "[There are] more . . . varied job duties (providing you have the right influence and friends)."

It should be noted, however, that on the second wave of the patrol officer survey, towards the close of the demonstration, 88 percent of patrol officers agreed³ with the statement that "if the neighborhood team policing program succeeds, it will be largely the result of putting more men and equipment on the street."

3. "Agreed" includes strongly agree, agree and agree somewhat.

II. BACKGROUND AND SETTING

A. LOCATION AND POPULATION

Santa Ana is a medium-sized city located on the southern edge of the Los Angeles metropolitan area. It is situated about five miles inland from the Pacific on a narrow stretch of flatland often referred to as the Orange Coast. It serves as the county seat of Orange County and the closest neighboring cities are Irvine, Costa Mesa, Fountain Valley, Midway City, Garden Grove, Tustin, Orange and Anaheim.

Santa Ana covers an area of 27 square miles. It is divided into unequal portions by the bed of the Santa Ana River, the Santa Ana Freeway and the Atchison Topeka and Santa Fe rail line. The southern section of the city, which was formerly used for truck farming, is now in the process of being developed into a center for manufacturing and light industry.

The city has comparative low population density. There are few high-rise buildings and most people reside in one-story houses or garden-style apartments. There is an average of 6,666 people per square mile.

Currently, the population of Santa Ana is over 180,000 and the city continues to grow at a slow rate. Each year from 1,000 to 2,000 new residents locate in the city. According to local police officials, this rate of growth is low compared to neighboring communities, but they also point out that the workdays bring in an additional 10,000 people. Reportedly, most of these

people come to conduct business at county offices. Police officials cite Santa Ana's high crime rate as a major contributor to the city's low annual growth rate.

In 1974, Santa Ana led California in major crime rate increases. According to statistics included in the police department's proposal for an LEAA team policing grant:

- one out of every thirteen homes was burglarized;
- one out of every seven businesses was burglarized;
- eighty-two families have suffered the psychological trauma of having a member raped;
- one out of every forty families and/or businesses have had their vehicle stolen; and
- one out of every eight families and/or business[es] have had an article stolen. In the case of a family unit, this often means the loss of a child's bicycle, homeowner's lawnmower, edger, or personal tools.¹

Santa Ana is predominantly white and middle class, but there is a large Mexican population as well. In the past, there were bad feelings on the part of some factions in the Mexican community who have claimed harassment and mistreatment by the police department. Police officials are quick to cite the "Chicano youth gangs from the west side" as one primary source of the city's major crime problem. The actual crime rate may be understated because youth gangs sometimes prey on illegal aliens who, fearing deportation and reprisal, do not report the crimes.

Santa Ana is governed by a seven-member city council. An elected mayor presides over the council, while an appointed city manager holds functional control of city department operations. In the early 1970s, a new city manager who emphasized community services was appointed. For example, in order to make the full range of municipal services more accessible to Santa Ana residents, he established a chain of four mini-city halls throughout the city.

1. Santa Ana Proposal, *op. cit.*, p. 14.

B. THE DEPARTMENT

Santa Ana has been a department in search of solutions to difficult problems. When Chief Raymond Davis took over in early 1973, the department had a wide-spread bad reputation. According to a case study of The Executive and the Patrol Function in Santa Ana conducted for The Police Foundation, "The department was ill-organized, ill-managed, faction-ridden, and reportedly heavy-handed."²

Chief Davis worked to revamp the department. He reorganized it, established uniform procedures, expanded the physical plant, sought and received outside funding, greatly increased the size of the department and implemented team policing.

Between 1973 and 1976, the SAPD grew from 279 to 470 employees. The 41 percent increase in departmental strength was spread disproportionately among certain categories of personnel. The biggest increases were among nonsworn personnel, and sworn personnel with the rank of sergeant or above.³ While these groups experienced 46 percent and 44 percent increases respectively, the category "sworn under the rank of sergeant" grew by a lesser, but still impressive, 35 percent.

The opportunity for promotion and advancement increased along with the department's growth. As a result, morale was very high going into the team policing demonstration. For example, during the two years preceding the demonstration, all qualified candidates for the rank of sergeant were promoted. Many patrol officers were awarded senior officer or corporal status and virtually everyone in the department enjoyed the benefits of increased seniority.

2. Bann, Michael. The Executive and the Patrol Function in Santa Ana, The Police Foundation (undated).

3. This increase meant a tighter span of management and supervisory control as indicated by the ratio of line officers to sergeants and lieutenants.

The morale of new personnel, particularly the sworn officers who transferred from other California departments, was also high. Most experienced a pay hike or some other tangible benefit from the transfer to the SAPD.

According to information recorded on an Urban Institute opinion survey of Santa Ana officers, most are white (76 percent), male (97 percent) and have from one to ten years experience in law enforcement. The majority have some college training, about 30 percent have a college degree and about 10 percent have some graduate level education. Besides these characteristics, most officers are comparatively large individuals. Many are six feet or taller and weigh more than 185 pounds. Until the mid-1960s, the department recruited heavily from the ranks of United States Marines stationed at nearby El Toro Marine Corps Air Station.

During recent years, most city departments were asked to share in an "equity of sacrifice" to achieve a charter mandated balanced budget. However, during the same period, the Santa Ana Police Department's budget for operating expenditures rose from a \$5.3 million for FY 73-74 to a projected expenditure of \$11.8 million for FY 76-77.⁴ The biggest increase came with the FY 75-76 budget which included the first major installment of the Crime Abatement Program, \$2,457,850. Most of the money, about 75 percent, went for personnel costs, and the remainder for vehicle expenses, capital outlay and other operating costs associated with expanding the size of the department.

The Santa Ana team policing program was accompanied by major expenses which are not simple one-time transitional outlays. Costs associated with adding personnel and equipment must be sustained in future years. By FY 81-82, cumulative additional expenditures are likely to total at least \$15.5 million

4. Actual expenditures for FY 76-77 are not available at this time.

and, by FY 86-87, cumulative costs could easily exceed \$25 million--almost five times the operating budget for the entire department before crime abatement and team policing.

One of Chief Davis' first acts was to reorganize the department. In July 1973, a new table of organization with four divisions--Administration, Field Operations, Investigations and Technical Services--was established. The previous configuration had two major bureaus: Operations and Staff Services.

For team policing, the basic division structure implemented by Chief Davis in 1973 did not really change, but within that structure, field level patrol operations changed from a watch style to a team style of deployment. In regard to the overall organization, the Technical Services Division gained the Research and Planning Section which was formerly part of the Administration Division; and the Animal Control unit became a full-fledged "section" in the Operations Division. The table of organization in operation during the team policing demonstration is shown on Figure 2.

C. PLANNING

In February 1973, Chief Raymond Davis assumed command of the Santa Ana Police Department. Early in his tenure, a number of major changes were instituted. For example, he sponsored a major departmental reorganization into four separate divisions, each with its own command and each responsible for its own budget. Under Davis, the department undertook to standardize its policies and procedures and "update and standardize" its equipment. He also inaugurated a series of activities, prefiguring the team policing philosophy, which emphasized police/community relations. As examples, the proposal for a federal team policing demonstration cites the following:

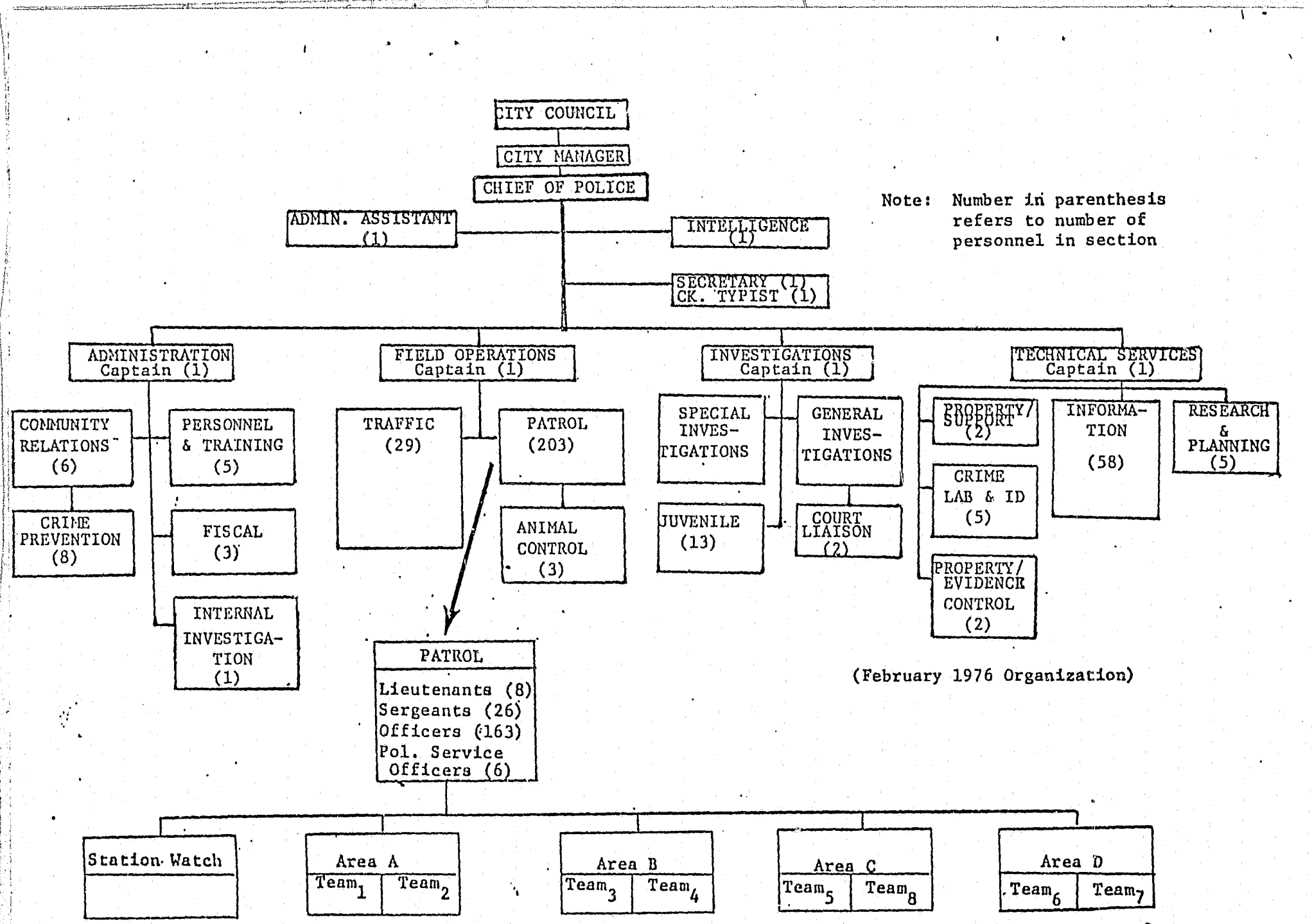


FIGURE 2: SANTA ANA POLICE DEPARTMENT ORGANIZATION--FEBRUARY 2, 1976

"We have:

- set standard procedures for the receipt of citizens' complaints;
- expanded our Community Relations Section and their efforts;
- provided school resource officers to our school system;
- established a crime prevention unit to reduce the incidence of crime and assist citizens in hardening the targets of crime;
- provided educational and job opportunity training to students within our school system; and
- provided sporting activities geared towards a closer tie between our officers and the youth in our community."⁵

These activities were designed, in part, to counter a fairly persistent anti-police sentiment present among some of Santa Ana's residents—particularly the Mexican segment.

According to Captain Thayer, the patrol section remained largely untouched by these organizational changes and crime and calls for service continued to rise. A later report stated:

"The city of Santa Ana is faced with a major crime problem. In a nationwide F.B.I. survey of cities over one hundred thousand in population, Santa Ana led the state in the increase of major crimes during the first nine months of 1974, with a 21.9 percent increase in Part I crimes."⁶

In October 1973, the department decided to initiate an experiment in team policing. According to the report,

"We divided the City into three geographical areas, assigned a sergeant and a complement of officers to police that geographical area. We provided a team on each shift which relieved in the

5. "Santa Ana Team Policing Proposal," submitted to LEAA on May 19, 1975, p. 16.

6. Citizens Crime Prevention Commission Report, February 1975, Santa Ana, California, p. 6.

regularly assigned team's geographical area on their normal days off. This experiment lasted four months and it proved to be beneficial in the fact that:

1. The citizens enjoyed a more expedient service due to officers responding to their calls faster.
2. The citizens contacted were pleased with having officers assigned in the same area on a continuing basis.
3. The officers became more familiar with their geographical area.
4. The officers became more familiar with the persons associated with their geographical area.
5. The officers enjoyed the 'beat integrity' of their geographical area.
6. Supervision was greatly improved by the fact that supervisors were on the scene of many situations more frequently than in the past.
7. There was a spirit of camaraderie within the team which helped the team during all its efforts toward the efficient policing of that geographical area."⁷

In January 1974, four months after it began, the department stopped its team policing experiment.

"This Team Policing experiment had to be discontinued due to the insufficient number of personnel provided within our budget and the large size of the geographical areas to be policed. We were forced to return to our old method which provided maximum deployment of limited personnel. We recognize that the concept of Team Policing is sound. We also recognize that the City of Santa Ana should return to this method of deployment, however, we must have additional personnel in order to make the operation work effectively."⁸

While available manpower levels interfered with team policing, the department regarded staffing as a major, independent problem.

"We have found that each city [we] reviewed had a ratio of two or more sworn officers per 1,000 population. The City of Santa Ana has 1.34 sworn officers per 1,000 population. . . . We must not construe the request for additional manpower as a mere basis to institute Team Policing. It is recognized that the City of Santa Ana has fallen behind over the last decade in the police personnel

7. Ibid., p. 39.

8. Ibid.

required to perform the services demanded by our community. We must take immediate steps to correct our defects and continue to assume the leadership role in the law enforcement community."⁹

In May and June, 1974, the department submitted to the city council a budget justification for needed increases in manpower and equipment, but--

"budget allocations were far below those needed. These shortages in allowances were not caused by city indifference, they were caused by lack of available funds and, perhaps, a lack of appreciation of the problems that the Police Department was experiencing."¹⁰

The unfavorable funding outcome produced a "serious morale problem throughout the department."¹¹

Between August 1 and August 8, 1974, the chief held a series of meetings with the city manager to impress upon him the crucial manpower and equipment shortage within the department. Based on the meetings, the city manager wrote a memorandum to the chief. This memorandum introduced the new Crime Abatement Program and listed areas of concern to be analyzed.

"The specific areas outlined under the Crime Abatement Program were the areas of data analysis, crime reduction proposals, cost analysis and implementation recommendations. The department was directed to prepare this program and have it available for discussion within 30-45 days. This was the first step toward a mutual approach on the part of the city and the Police Department to remedy the crime problem."¹²

In response to the memorandum, the department established a "Crime Abatement Task Force" on September 15, 1974. Appointed to the task force were the lieutenants in charge of patrol, technical services, research and planning, traffic, personnel and training, investigations and community relations. Other members included a patrol watch commander, a crime prevention sergeant, an administrative aide to the chief and an aide to the senior lieutenant.

9. Ibid.

10. Internal Santa Ana document entitled, "Community Oriented Policing Planning and Evaluation," June 1976, p. 1.

11. Ibid., p. 2.

12. Ibid.

The task force elected to prepare four contingency plans with manpower requests varying from a high of 203 in plan one to a low of 101 under plan four which represented "maintenance of existing work loads."¹³ According to Captain Thayer, the rough cost estimates were sufficiently high that Chief Davis urged the formation of an independent citizens crime commission to verify the increased manpower needs and help generate more broadbased support, if warranted.

The citizens crime commission, established in October 1974, was directed to prepare a report for the city council within 90 days. It was emphasized that:

"The commission was not a citizen's review board, nor a rubber stamp for plans and programs, nor was it to be departmentally or city controlled in its findings The commission [was to] supply the city council with findings and recommendations . . . and necessary changes in existing problem areas."¹⁴

With the formation of the commission, the department established an advisory team responsible for "collection and presentation of information and answering questions about departmental procedures, problems, crime rates, comparisons and recommendations . . ."¹⁵ This group, with departmental support, also researched a variety of deployment and policing methods including:

- PAR policing (Pool All Resources, used in Cypress, California);
- the basic car concept;
- the line beat concept;
- the squad concept;
- the ten-hour workday, four-day work week (4-10 plan);
- saturation patrol;
- officer pay incentives for reduction in crime rates (a system employed in the neighboring city of Orange, California).

13. Ibid., p. 3.

14. Ibid.

15. Ibid.

"The department eventually reached the decision, however, that Team Policing would be most practical for this city. Some of the reasons for this decision were that the National Advisory Commission on Criminal Justice Standards and Goals had recommended that all cities experiment with Team Policing to determine its effect upon their cities. Also, results of Team Policing projects throughout the United States and in California had shown definite reductions in crime and increased effectiveness of the individual departments. The comparison of effects of Team Policing versus other conventional policing methods far outweighed any other policing method's effectiveness."¹⁶

In December 1974, the Crime Abatement Task Force submitted its plan to the commission, recommending team policing and an 88-person increase. Even with supporting equipment, the increase was modest in terms of the department task force's contingency plan. On February 6, the crime commission submitted its final report to the city council endorsing team policing and the manpower increases. The council accepted the "concept and content" of the report on February 18, 1975.

In March of 1975, several city council members and several departmental staff visited the Los Angeles Police Department to observe the team policing operations of the 77th Street Division. "It was the conclusion of the councilmen that the [proposed Santa Ana] program needed additional personnel for a more substantial impact on the crime problem."¹⁷ Accordingly, the council added the following positions not recommended by the commission:¹⁸

- 4 lieutenants (field operations division--patrol)
- 1 solo motor officer (traffic)
- 8 investigators (general investigation section)
- 4 investigators (special investigations section)
- 2 investigators (juvenile section)"

16. Ibid., p. 4.

17. Ibid., p. 5.

18. Addendum to the Citizens Crime Prevention Commission Report, February 1977.

During this period, Santa Ana became aware of LEAA's intended team policing demonstration. After a March site visit by OTT and their consultants, Santa Ana was told that its team policing concept differed in two respects from the national model: Santa Ana had no plan to assign detectives to teams, and did not plan to decentralize 24-hour responsibility to team commanders. By March, when the second site assessment visit had occurred, Santa Ana had worked out an accommodation in both areas. The department agreed to assign detectives to two of eight teams and to delegate 24-hour responsibility to "area commanders" each responsible for two teams. According to the May site visit report prepared by the Public Safety Research Institute (PSRI), OTT's contractor,

"There is a tremendous commitment to making the program work through a new philosophical stance which has its major emphasis on community service and involvement. The potential of the department with the commitment, with its revitalized spirit, with its additional resources, makes it a potential pacesetter for other departments."¹⁹

By May, the department began recruiting to augment the patrol strength. In June 1975, two of the four area commanders, appointed to take charge of eight team areas, began to develop a detailed implementation plan. During August, after appointment of the remaining two commanders, the department was heavily involved in planning and training activities. A phased implementation of pairs of teams began in October 1975 and proceeded over the following four months.

19. "Santa Ana Police Department Site Assessment Report," prepared by PSRI, May 2, 1975.

D. THE FEDERAL ROLE

The Santa Ana Police Department was set upon the course of adopting neighborhood team policing well before LEAA's San Francisco Regional Office nominated it as a candidate demonstration site. The site visit team, composed of an LEAA Office of Technology Transfer (OTT) official and a Public Safety Research Institute (PSRI) representative, made its first visit to Santa Ana in March 1975 and found two features of the program not in conformance with the demonstration intent. Santa Ana had not assigned team leaders 24-hour responsibility because they wanted to retain the traditional watch style of field management. Further, the department had not planned on assigning "investigative, traffic, community relations and planning responsibilities to the teams." LEAA considered these omissions to be disqualifying unless some compromise position could be reached.

In the spring, members of the Santa Ana Police Department and the city council visited the Los Angeles Police Department. There they observed the team style of management that allows commanders 24-hour responsibility. This visit convinced the city council to provide additional funds for four new lieutenants to serve as area commanders.

By the second LEAA site visit, conducted in May of 1975, Santa Ana had agreed to assign "investigative, traffic, community relations and planning responsibilities to two of eight teams."²⁰ In practice, this meant the assignment of two liaison detectives, still under detective commander, to the two "full service" teams. Traffic responsibilities remained largely centralized and the bulk of the community relations work was handled by civilian public service officers assigned to the team.

²⁰. Report on May 2, 1975, Santa Ana Site Visit, prepared by Patrick Gallagher of PSRI.

The department's compromises with respect to watch style and specialization, however, were deemed by OTT to be sufficient and, later in the summer, after the submission of its proposal, Santa Ana received its full service neighborhood team policing grant.

The SAPD was awarded a \$179,000 grant by LEAA to cover team policing startup and transition expenses. The two largest line item amounts were \$88,551 for training and \$68,858 for personnel. The remaining \$21,591 was for travel, local evaluation, equipment and supplies. The grant funds were expended as budgeted during the twenty-four months of the demonstration which started on July 1, 1975 and officially ended June 30, 1977.

Captain of Operations Charles Thayer directed the project and his time on that responsibility was donated by the city. A portion of the LEAA grant funds, \$51,043, was used to pay the full-time 18-month salary and benefits of one of the team lieutenants. He was assigned the combined role of project coordinator and commander of the two full-service neighborhood team policing (FSNTP) demonstration teams. Another \$17,615 was used to cover the 18-month salary and benefits of the team policing clerk typist/research assistant.

Most of the training portion of the award was applied to the preimplementation phase to cover officers' time in training which was billed at a \$10.00 hourly rate for 8,160 hours. The travel funds were for sharing of program information which entailed attendance at the technology transfer conferences held by the other five sites. The evaluation funds were awarded to Jack Kenney and Gary Adams, criminal justice professors at nearby California State University at Long Beach.

E. DATA AVAILABILITY

Besides information contained in planning documents, monthly crime arrest and case disposition reports, payroll rosters and assignment schedules, the city budget, internal policy directives, and team files, we were allowed to draw on the department's extensive computerized officer activity data system.

This tracks almost one hundred classes of routine police activity on a per-officer basis, which in turn can be aggregated to form a composite of watch, team area and departmentwide information about how patrol officers spend their time. Changes in the way officers spend their time were expected as a result of the team policing intervention so we settled on the "patrol officer's day" as a fundamental unit of analysis for the case study.

Additionally, The Urban Institute conducted surveys of citizens and officers. In the two-wave citizen survey about 100 randomly selected people per wave were polled by telephone about their opinions concerning the SAPD. The first wave was administered in the winter of 1975-1976 and the second in the spring of 1977.

The two waves of officer surveys, which included about 100 per wave, were administered in December 1976 and April 1977.

III. IMPLEMENTATION OF TEAM POLICING ELEMENTS

A. SUMMARY OF ELEMENTS

Twenty elements identified by The Urban Institute in a review of the team policing literature are used to describe the team policing program in Santa Ana. These 20 elements are listed in Table 1 along with a brief answer to each of the following questions:

- Was the element operational prior to the team policing grant application?
- Was there a plan to implement the element during the demonstration period?
- What was the source of the plan?
- Was the element implemented during the demonstration period?

The SAPD achieved a degree of implementation for 16 of the 20 elements associated with the federal team policing program. Most of the elements were conceived locally as part of the city's massive crime abatement program rather than by LEAA intervention. The SAPD plans to retain most of the elements of its program.

Santa Ana established eight team areas covering the entire city, a total of 27 square miles. The area boundaries seem to honor existing neighborhoods and are balanced in terms of police work load. Two team areas on the city's west side were earmarked as the demonstration teams.

TABLE 1: SUMMARY OF SANTA ANA POLICE DEPARTMENT EXPERIENCE WITH IMPLEMENTATION OF TEAM POLICING ELEMENTS

| Element No. in Federal Model | Description of Elements In Federal or Local Team Policing Model | Was The Element Operational Prior To Team Policing Grant Application? | Was There A Plan to Implement The Element During The Demonstration Period? | What Was The Source Of The Plan? | Was The Element Implemented During The Demonstration Period? | What Are Plans For Post Grant Use Of Element? | Comments |
|------------------------------|---|---|--|----------------------------------|--|---|---|
| 1 | Define Neighborhood Boundaries for Team Areas | No | Yes | Local Plan | Yes | Retain | Entire City Covered By Eight Teams |
| 2 | Establish Teams of 20 to 40 Personnel | No | Yes | Los Angeles Police Department | Yes | Retain | Team Size Between 22 and 25 |
| 3 | Teams Deliver Services in Neighborhood Only | No | Yes | Local Plan | Yes | Retain | Low Crossover Rates |
| 4 | Training for Team Policing | Yes | Yes | Local Plan | Yes | Retain | Large-scale Preimplementation Training; Small-scale Postimplementation Training |
| 5 | Assign Detectives to Teams | No | Partially | LEAA | Partially | Drop | Detective assigned Liaison To Teams For Demonstration Period |
| 6 | Detectives Train Team Officers | No | Yes | LEAA | Yes | Drop | Patrol Officers Rotate Through Detective Division During Demonstration |
| 7 | Team Officers Conduct A Degree of Investigation | Mostly | Yes | Local Plan | Yes | Retain | Slightly Expanded Investigation Role For Team Officers |
| 8 | Make Linkages With Social Service Agencies | Mostly | No | Not Applicable | No, predemonstration policy continued | None | |
| 9 | Make Systematic Referrals | Mostly | No | Not Applicable | No, predemonstration policy continued | None | |
| 10 | Emphasize Service Activities | Yes | No | Not Applicable | Partially | Retain | |
| 11 | Use Street Stops, Field Interrogations Sparingly | No | No | Not Applicable | No | None | Street Stops More Than Double During The Demonstration |

TABLE 1 CONTINUED: SUMMARY OF SANTA ANA POLICE DEPARTMENT EXPERIENCE WITH IMPLEMENTATION OF TEAM POLICING ELEMENTS

| Element No. in Federal Model | Description of Elements in Federal or Local Team Policing Model | Was The Element Operational Prior To Team Policing Grant Application? | Was There A Plan to Implement The Element During The Demonstration Period? | What Was The Source Of The Plan? | Was The Element Implemented During The Demonstration Period? | What Are Plans For Post Grant Use Of Element? | Comments |
|------------------------------|--|---|--|----------------------------------|--|---|--|
| 12 | Emphasize Foot Patrol | No | No | Not Applicable | Yes, in some areas of the city | Retain | Limited Foot Patrol |
| 13 | Encourage Community Contacts | No | Yes | Local Plan | Yes, but not as intended | Retain | Massive Public Relations Campaign Implemented "Block Captain" Program |
| 14 | Establish Continuity of Assignment to Teams | No | Yes | LEAA | Partially | Retain | 1-1/2 to 2 Year Assignments to Teams |
| 15 | Deploy Personnel Based On Crime and Service Demand | Partially | Yes | Local Plan | Yes | Retain | Even Distribution Of Personnel In Terms of Crime and Call For Service Demand |
| 16 | Decentralize Authority/ Accountability to Team Leader | No | Yes | LEAA | Yes | Retain | Team Commanders Assigned 24-hour Responsibility for Area |
| 17 | Eliminate Quasi-Military Style of Command | No | No | Not Applicable | No | None | |
| 18 | Use Participative Management to Set Objectives, Plan and Evaluate Team Performance | No | Yes | LAPD | Yes | Retain | |
| 19 | Set Incentives Compatible With Team Policing | No | Yes | LAPD/ Local Plan | Yes | Retain | Rating As Team Members Included With Performance Evaluation |
| 20 | Increase Team Interaction and Information Sharing | Not Applicable | Partially | Local Plan | Yes | Retain | More Opportunity For Interaction |

The eight teams are evenly staffed with between 22 and 25 personnel per team. In a team, the standard complement is three sergeants, three senior officers, six crime scene investigation specialists, ten to twelve officers, and one or two civilian police service officers. The teams are commanded by four lieutenants, each has overall responsibility for an "area" which consists of two teams.

There was a concerted effort to restrict delivery of services by team officers to their assigned neighborhoods. The effort had an impressive result, 94.1 percent of the requests for service were answered by cars assigned to the appropriate area.

In conjunction with team policing, Santa Ana launched a major training program that started before it was selected as a demonstration site. The bulk of the program spanned almost a year and entailed 16,000 hours of training for managers, supervisors, and all line personnel involved directly in team policing. The University of Southern California, the Coast Regional Training Center, a local junior college, the training unit of the SAPD, local municipal and elected officials, and the team managers and supervisors administered the training.

Two residential burglary investigators were assigned liaison responsibility to each of the two FSNTD demonstration teams; actual assignment to a team did not occur. The investigators remained stationed in investigation division (ID) offices and were supervised by their regular sergeant. The formal liaison was said to be a way of improving detective/patrol coordination and was expanded to include the other members of the residential burglary squad and the other teams. Regardless, it was dropped after the demonstration.

Each week during the demonstration, one patrol officer from the teams rotated to the ID. The officer spent a day in each of the five major ID squads: property theft, auto theft, crimes against persons, juvenile and vice.

Team patrol officers were given a slightly expanded role in follow-up investigation. The new responsibility was for malicious mischief under \$1,000 and petty thefts under \$100--excluding bicycles. In addition, officers were required to recontact victims within five days after initial contact where a preliminary investigation report was taken, regardless of crime classification. Officers resisted the recontact requirement which was viewed more as a public relations device than as an investigative improvement.

Before the implementation of team policing, the SAPD had well established links with social service agencies and procedures for referrals. Also, coincident with the team policing, a major in-house juvenile diversion unit staffed with a psychologist and three probation officers was established to divert juveniles from the criminal justice system. The diversion unit was credited with relieving patrol officers of burdensome post-apprehension processing of juveniles.

There was no plan to alter noncrime service activities such as "family problems," "neighborhood problems," and "public hazard," as part of team policing. Nevertheless, there was a modest increase in these service activities by team officers. Also, block meetings generated as part of the team's community outreach effort provided a forum for publicizing services like home security inspections, crime prevention seminars and vacation checks which were mostly provided by the community relations section.

There was no attempt to limit the use of street stops and field interrogations. In fact, the number of field stops increased about two and a half times under team policing. In large measure, the rise reflected a combination

of the increased field strength, and the frequent use of field stops, a type of patrol which is a tradition with the department and throughout most of California.

Although there was no explicit written plan to implement expanded foot patrol, it was reserved as an option available to teams when adequate coverage of routine calls was assured. The teams, particularly team five located in the old downtown section, made use of the option. As a result, there was an overall increase in foot patrol during the team policing demonstration.

There was a three-pronged effort to encourage community contacts: a massive public relations campaign, an intensive block captain and community watch recruitment project, and increased citizen contacts by officers. All three tactics were productive, but officers resisted adopting a leading role in the block captain/community watch effort as was planned. Instead, civilian police service officers assigned to the teams organized the recruitment meetings. Officers attended the meetings and stepped up informal contacts with citizens while on duty. The public relations campaign was carried out by an industrious civilian community service officer assigned to the community relations section.

Some attention was given to establishing continuity of team assignments during the demonstration, but the commitment was tempered by two provisions:

- Maintaining continuity of assignment should not interfere with promotional opportunities; or,
- Maintaining continuity should not block the department's need to fill openings with officers possessing specialized skills.

About 35 percent of officers originally assigned to teams transferred during the first year of the demonstration. Transfers between teams accounted for 10 percent, and 25 percent was accounted for by transfers elsewhere in

the department or termination. In addition, the SAPD recently announced plans to rotate 50 percent of its officers between teams every one and a half to two years.

As part of the team policing implementation, work load in terms of calls for service and crime was expected to be evenly distributed among the teams. Since team complements were to be about equal, the team areas were divided so as to equalize work load. This goal was achieved as evidenced by calls and crime distribution data. Additionally, the distribution of work load per shift or watch was more evenly balanced during the demonstration period than it was before under the traditional watch style of deployment.

The SAPD's original plans for implementing team policing did not call for assigning 24-hour team area responsibility to a single lieutenant. The LEAA site visit assessment and a visit to the Los Angeles Police Department's 77th Street Division team policing operation resulted in a changed local plan. Four new lieutenant positions were created and two of the four sergeants promoted to fill the positions were assigned as team commanders with 24-hour responsibilities. The other two team commanders had been assigned as watch commanders before reassignment.

New and expanded roles for sergeants and senior officers were also introduced in conjunction with team policing. There was a decrease in the ratio of officers to supervising sergeants which meant a tighter span of control.

Santa Ana's team policing program was not aimed to affect or eliminate a quasi-military style of command, but there was a move to set incentives compatible with team policing. An assessment of the individual's contribution to the team's goal-oriented programs and achieving team and personnel

objectives was institutionalized as part of a new quarterly performance evaluation rating system.

The SAPD inaugurated a system of Management-by-Objectives/Management-by-Participation (MBO/MBP) that was based on the LAPD's model. One day of the preimplementation training session was devoted to formulating team objectives consistent with preestablished department goals such as 10 percent reduction in crime. Throughout the demonstration, team meetings of officers working the same watch were held frequently in conjunction with regular roll call meetings. After the first quarter of the demonstration, the commander of operations settled on unscheduled, verbal follow-up reports from teams about progress toward achieving objectives, rather than regular, written reports as originally intended.

SAPD planned that interaction and information sharing would increase because of daily contact among fellow team officers. As expected, the opportunity for interaction and information sharing increased as part of team policing. The implementation of meetings of team members after roll call was accompanied by an increased number of field conferences and assists.

B. TEAM AREAS DEFINED IN TERMS OF
NEIGHBORHOOD BOUNDARIES
(ELEMENT #1)

In the early 1960s, Santa Ana was divided into ten patrol beats. Over the next eight years, the number of beats increased to 15 to accommodate the increase in population and growing size of the patrol force. In addition, the department added two "line beats" encompassing single major thoroughfares through the city. In late 1973, Santa Ana inaugurated its first team policing experiment, dividing the city into three team areas, each containing five

or six beats and one line beat. As mentioned above, this deployment configuration was abandoned due to insufficient manpower.

Between September and December of 1974, the department's Crime Abatement Task Force fixed the team area boundaries ultimately implemented in the demonstration. According to department sources, the boundary configurations were weighed very carefully, considering the following factors:

- Team boundaries were drawn to encompass one or more areas that residents perceived as natural neighborhoods. This strategy was considered important to the potential success of the block captain program and instrumental in the effort to maintain area security.
- An effort was made to balance work load (the volume of criminal and service calls) among team areas.
- Insofar as possible, team boundaries were drawn to coincide with natural geographic barriers such as the Santa Ana River.

Based on these factors, the city's 27 square miles were partitioned into eight team areas. Population and demographic characteristics of the team areas are shown on Figure 3.

While the department established eight team jurisdictions, the command structure was superimposed over four areas, composed of two teams each. Instead of each lieutenant being responsible for one team--the more traditional neighborhood team policing arrangement--the four lieutenants were each made responsible for two teams. Team areas were further subdivided into a varying number of districts.

Team area one, located west of the Santa Ana River, contains three distinct Mexican neighborhoods: Progresso, Silver Acres and Santa Anita. Besides these neighborhoods, the area is commercially developed along the central arteries. The area is well organized politically and has a reputation for high antipolice sentiments.

TEAM AREA BOUNDARIES

Total City Population: 179,499
 % Mexican: 31
 % Black: 5
 % Other:^a 65
 City Size: 27.3 sq. mi.

(a) predominately white

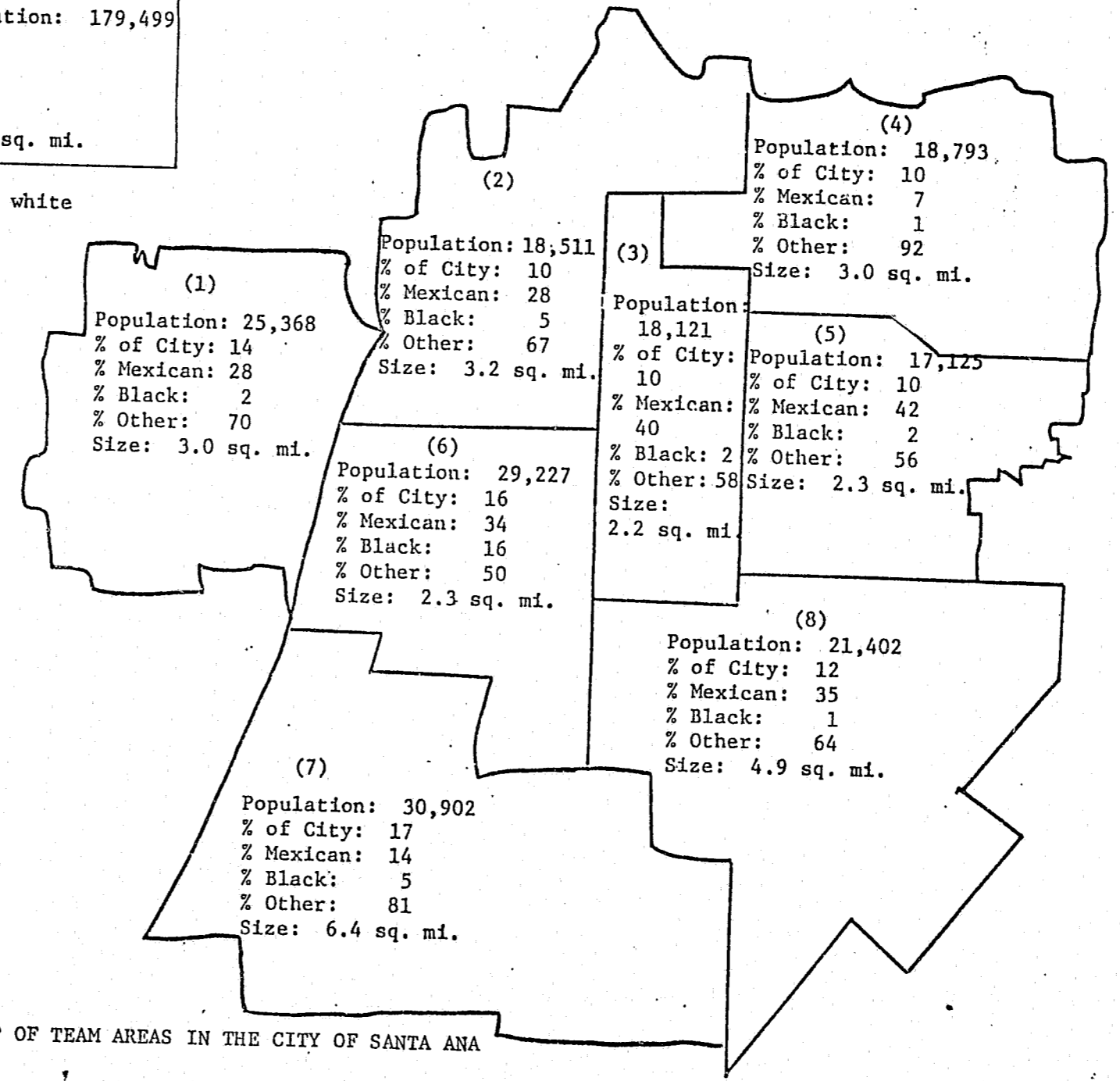


FIGURE 3: MAP OF TEAM AREAS IN THE CITY OF SANTA ANA

Team area two, located in the northeastern portion of Santa Ana, has a divided character. The southern portion of the team area contains a Mexican neighborhood called Artesia, while the northern sector is primarily an upper middle class white neighborhood. The entire area is mostly residential.

Team area three, located in central Santa Ana, contains the "new downtown" district. It is a commercial area, service-oriented, and contains a variety of municipal and county office buildings. The Santa Ana County jail is located in team area three. Also in this area there are scattered Mexican neighborhoods.

Team area four, located in the northeastern corner of Santa Ana, contains an affluent, predominantly white residential neighborhood. There is some commercial development along major arteries. The area produces the least demand for police service.

Team area five, located on the eastern edge of Santa Ana, is referred to as the "old downtown." It contains middle class Mexican neighborhoods and a commercial district which has "gone to seed." It is a high crime area and a focus for drug and vice enforcement activity.

Team area six has a black middle class residential neighborhood, with some commercial development along major thoroughfares.

Team area seven has experienced a greater growth rate in recent years than other sections of Santa Ana. It is the least populated area and contains some new residential developments, several industrial parks and some farmland.

Finally, team area eight, located on the southeastern corner, is composed of an old residential Mexican community named Delhi and some light to heavy industry.

C. TEAM STAFFING: 22 TO 25
(ELEMENT #2)

Staffing for the four "areas" was phased in gradually in late 1975 and early 1976. Area A, containing teams one and two, was staffed by October 1975; area B, containing teams three and four, was staffed by November; and area C and area D, containing teams six and seven and teams five and eight respectively, were operational by December 1975.

Table 2 illustrates team staffing, by rank, as of July 1976. It shows that team strength varied within a narrow range from 22 to 25, fully compatible with the federal guidelines on team size. For the three watches, respectively, the average number of sworn personnel per team was 6.2, 7.7 and 8.5. Two of the eight teams (teams one and two) were designated as "full service" teams. They differed from other teams only in that detective liaison personnel were assigned to support team investigative efforts.

TABLE 2: TEAM STAFFING--JULY 1976

| Rank | Area A (47) | | Area B (47) | | Area C (47) | | Area D (47) | |
|-------------|----------------|-----------|----------------|-----------|----------------|-----------|----------------|-----------|
| | Team 1 | Team 2 | Team 3 | Team 4 | Team 5 | Team 6 | Team 7 | Team 8 |
| Lieutenants | 1 | | 1 | | 1 | | 1 | |
| Sergeants | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 3 |
| Officers | 17 | 20 | 21 | 18 | 22 | 18 | 18 | 21 |
| Other | 2 | 2 | 1 | 1 | - | 1 | 1 | - |
| Total | 22 | 25 | 25 | 22 | 25 | 22 | 22 | 24 |

Source: Payroll Schedules, July 1976

The teams work eight and one-half hour watches which are staggered to provide an orderly duty changeover from watch to watch. Teams one, three, five and seven start each tour one hour before the other teams. The watch schedule is shown on Figure 4.

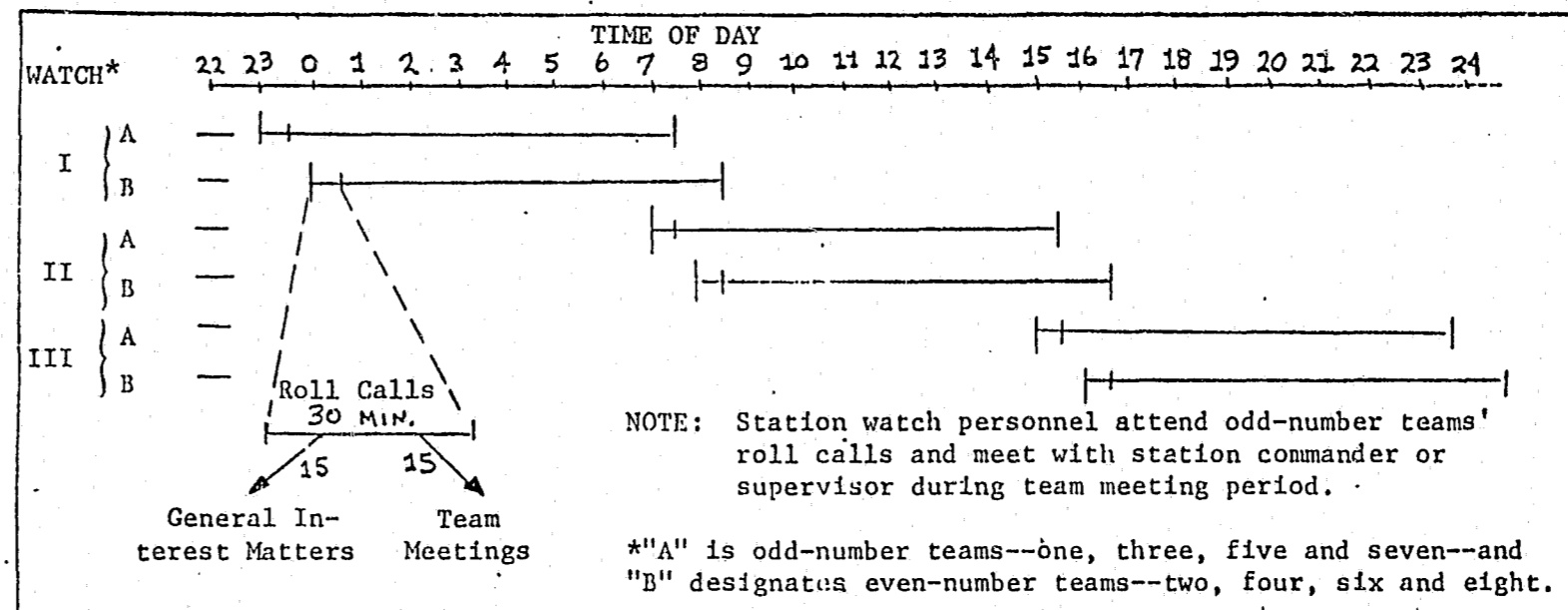
Of major importance is the fact that the inauguration of team policing was accompanied by a major increase in field personnel. Between July 1975 and 1976, 75 officers were added to the patrol division. When interdepartmental transfers and terminations are accounted for, the net increase in patrol strength was 58 men during FY 1975-1976, a net gain of 35 percent over the prior year. Table 3 illustrates the increase in patrol strength, by watch, between January 1974 and July 1976.

Departmental personnel view team policing and the increased staffing as inextricably tied together. As one officer said, "To us, they are all part of the same package." In fact, there are strong indications officers think the added complement will effect the outcome of the demonstration. Ninety-two percent of patrol officers surveyed in December of 1975 agreed to some extent¹ with the following statement: "If the neighborhood team policing

TABLE 3: AVERAGE STRENGTH AND PERCENT CHANGE, BY WATCH AND RANK, JANUARY 1974 and JULY 1976

| Rank | January 1974 | | | July 1976 | | | Percent Change | | |
|---------------------------------------|--------------|-----------|-----------|-----------|-----------|-----------|----------------|------------|------------|
| | Watch | | | Watch | | | Watch | | |
| | I | II | III | I | II | III | I | II | III |
| Lieutenants | 1 | 1 | 1 | 1 | 1 | 1 | 0 | 0 | 0 |
| Sergeants | 5 | 5 | 5 | 8 | 8 | 8 | +38 | +38 | +38 |
| Officers | 31 | 26 | 45 | 42 | 54 | 60 | +26 | +52 | +25 |
| Total | <u>37</u> | <u>32</u> | <u>51</u> | <u>51</u> | <u>63</u> | <u>69</u> | <u>+28</u> | <u>+49</u> | <u>+26</u> |
| Source: Patrol Monthly Work Summaries | | | | | | | | | |

1. Includes "strongly agreed, agreed, somewhat agreed."



Source: "FIELD OPERATIONS ORGANIZATION," SAPD.

FIGURE 4: SANTA ANA POLICE DEPARTMENT DUTY SCHEDULE--JANUARY 28, 1976

program is successful, it will be largely the result of putting more men and equipment on the street." By April 1977, the date of administration of the second wave of the patrol officer survey, this opinion was unchanged.

The officers hired by the department and placed on teams were by and large lateral transfers. Most are certified California Peace Officers with field experience, not "rookie cops." Many were hired through Project MORE--the Minority Officer Recruiting Effort--and ten of the new hires speak fluent Spanish.

As input to team assignments, each officer was asked to complete a questionnaire stating his shift and district preference. Assignment preferences were solicited after team commanders were selected but before sergeants were chosen. Officers were also asked to rank their preferences with respect to type of duty, including uniformed patrol, community relations, planning and training. Finally, officers were asked to describe special skills including academic training, fluency in a foreign language or special knowledge of a neighborhood which might have bearing on the team assignments. (Appendix A contains the officer assignment preference form.) To a large degree, assignment preferences were honored, except where special skills or interests required filling a nonteam departmental need or where competing preferences had to be resolved by seniority.

Captain Thayer, former operations division commander, appointed the area lieutenants during the summer of 1975. Every effort was made to select men whose skills suited them to working in their particular area. For example, one lieutenant, known for his excellent relations with the black community, was appointed to the predominantly black area. Officer assignments also took account of racial and ethnic sensitivities. Questions on the officer

assessment preference form included the following: "Are there any districts which, because of ethnic makeup, you wish to avoid? (Please be candid.)"

Team headquarters was established adjacent to Captain Thayer's office in the main police building located in team area three.² The department did not set up free-standing storefront operations, but offices in Santa Ana's chain of mini-city halls were made available for team activities. These offices were never formally staffed as were storefronts in other demonstration cities--they served as sites for occasional meetings.

D. SERVICE DELIVERY CONCENTRATED IN TEAM AREAS (ELEMENT #3)

Services delivered by patrol changed in two ways during the team policing demonstration. The teams were largely successful in concentrating delivery in team areas. In addition, they divested some time-consuming report writing, traffic accident and juvenile post-arrest processing duties.

The Santa Ana plan, which was used as an implementation guide, established the rules under which geographic integrity was to be preserved. The plan provided that "units assigned to patrol within the district shall not ordinarily be requested to take calls for service outside the district."³ Two exceptions, emergency coverage and lengthy backlog, were defined.

"If there is an incident which the dispatcher believes is an emergency . . . then the dispatcher may require a Team Member to leave the District to handle a call in another District. If the backlog on non-emergency calls is over one hour, or if a contingency dispatch plan is in effect . . . then Team Members may be assigned to non-emergency calls out of their District."⁴

2. During the summer of 1976, team headquarters was moved to an annex adjacent to the main SAPD facility in order to make room for the department's new "Command and Control" center.

3. Santa Ana Plan, p. 51.

4. Ibid.

The increased patrol strength associated with team policing placed some considerable strain on the communications center. The number of written reports to be handled tripled over the predemonstration year, and the use of dispatcher air-time increased dramatically (85 percent). Additionally, the increase in activity coincided with the reorganization and remodeling of the communications center.

Despite the increased activity, the disorganization due to remodeling and the new dispatch rules associated with team policing, Santa Ana was able to establish and maintain geographic integrity. As illustrated in Table 4, the average "crossover rate" (rate at which cars from one team answered calls for another team) for all teams was 5.9 percent from September 1976 through February 1977. Table 4 shows that the team crossover rates varied between 5 percent and 8 percent and remained quite stable over time.

Many of the new hires were also new to Santa Ana, and while they were able to familiarize themselves with their own team area, their knowledge of other team areas was limited. As a result, they felt "insecure" when called to cover an emergency in an adjacent area. The 1976 Annual Report describes two approaches to solving the problem.

"One approach to this problem was initiated in one Area in June 1976. The team leaders of adjacent teams simply agreed to work one week trade with individual officers, thus allowing each officer to have some limited geographical training in an adjacent area. This did provide some relief to the problem, but it was not generally worked throughout the city."⁵

"Approaching the problem on a city wide basis it has been determined that in 1977, a rotation policy for training purposes will occur. This policy will have eight officers a month rotating into different areas. During that rotating month, the officer will spend two weeks

5. Picco, Lt. James and Pitzer, Sgt. Larry. "Santa Ana Police Community-Oriented Policing Annual Report, 1976" (undated).

TABLE 4: CROSSOVER RATES IN PERCENTS, BY TEAM, SEPTEMBER 1976 TO FEBRUARY 1977

| DATE | Area: | A | | B | | C | | D | |
|----------------------------|-------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| | Team: | T ₁ | T ₂ | T ₃ | T ₄ | T ₆ | T ₇ | T ₅ | T ₈ |
| Sept. 1976 | | 5.7 | 6.5 | 6.6 | 7.0 | 5.5 | 5.5 | 7.7 | 7.7 |
| Oct. 1976 | | 3.9 | 4.9 | 4.1 | 5.3 | 4.7 | 5.1 | 7.1 | 7.7 |
| Nov. 1976 | | 3.4 | 4.8 | 6.6 | 6.3 | 7.4 | 5.5 | 10.9 | 5.6 |
| Dec. 1976 | | 4.9 | 4.4 | 7.6 | 7.3 | 6.8 | 6.9 | 10.0 | 6.0 |
| Jan. 1977 | | 1.9 | 5.3 | 6.4 | 4.4 | 7.0 | 4.4 | 7.1 | 4.0 |
| Feb. 1977 | | 3.1 | 5.2 | 3.6 | 5.7 | 6.4 | 6.6 | 7.4 | 6.1 |
| Average Per Team: | | 3.8 | 5.2 | 5.8 | 6.0 | 6.3 | 5.7 | 8.4 | 6.2 |
| All Team Average: | 5.9 | | | | | | | | |
| Source: SAPD Dispatch Data | | | | | | | | | |

approximately in each team with that area. At the month's end, he will then return to his assigned team. This will be a continuing policy, hopefully allowing as many officers as possible to be trained in areas other than their permanently assigned district."⁶

Finally, under team policing, patrol officers were relieved of some responsibilities formerly handled by patrol. They relinquished responsibilities for handling traffic accident investigations and post-arrest processing of juveniles. In addition, report writing activity was somewhat curtailed. At the start of the demonstration, the number of minor incidents for which written reports were required, such as "domestic disturbances" and "citizen assists," decreased. Although team policing entailed some new responsibilities--follow-up investigations for certain crimes and increased crime suppression activity--some construe team policing as "more men to do less work."

6. Ibid., p. 27.

E. EXTENSIVE TRAINING FOR TEAM POLICING
(ELEMENT #4)

Training for team policing was extensive and expensive. It entailed over 16,000 hours for department administrators, managers, team sergeants and team officers. About half of the cost, or \$81,600, was covered by the LEAA demonstration grant. The other expenses, mostly officer overtime, were paid for by local funds.

Training for team policing in Santa Ana began in January 1974, well before a federal team policing demonstration was considered. Each phase is outlined briefly below. The LEAA grant funds were applied to phases 5, 7 and 8.

Phase 1: From January to May 1974, additional crime scene investigators and training officers were certified in preparation for departmental expansion and team policing candidates for crime scene investigation received in-house training in crime scene search, evidence handling and court testifying. Some new "training officers" responsible for on-the-job training of new hires were also certified. The relationship between new hires and training officers was much like an apprentice to a journeyman. Training officers supervised and monitored new hires, sometimes working directly together on selected assignments.

Phase 2: In May of 1975, the first team building retreats were scheduled. Retreats consisted of three 3-day seminars administered by the University of Southern California at the Highland Springs Resort near Los Angeles. The sessions were attended by the chief and a mix of captains, lieutenants, and sergeants. The seminars were devoted to a critique of the February 1975 crime abatement program plan, a discussion of probable problems in implementing team policing and possible solutions to problems. The meetings also

seemed to create an interpersonal impact. Participants reported that the seminars encouraged a "new level of openness, both vertical and lateral."

Phase 3: By August 1975, the initial draft of the community-oriented team policing plan was drafted by the first two lieutenants appointed team commanders. The plan was designed to function as a training aid and a program implementation guide. In sketching out the first draft, the lieutenants relied heavily on the Los Angeles Police Department Team Policing Planning Guide. The draft plan contains an overview of team policing and a comparison of the "old method" and the "new method" presented here as Figure 5. The draft also described assignments, workload, radio procedures, shift hours, community relations functions, and supervisory principles.

Phase 4: During the summer of 1975, the department engaged in procurement procedures to select the department's outside training contractor. A small contract was negotiated with the Coast Regional Training Center to provide support for preimplementation training focusing on managing for results.

Phase 5: In late September, the Coast Regional Training Center conducted a series of three-day training sessions for lieutenants, sergeants and senior officers. The principal thrust was to educate participants in the elements of team policing and to teach them how to train the men who would be under their command. The sessions involved a total of 672 student hours.

When this process was complete, the Coast Regional Training Center supervised the department's team member orientation. Officers received four intensive days of training. The first three days were devoted to a detailed examination of the draft plan. The last day was set aside for setting team and district objectives which were required to coincide with the overall departmental goal of reducing Part I crime by a level of 7 to 10 percent.

OLD METHOD

1. Smallest patrol unit has 100-250 officers.
2. Quasi-military supervision.
3. Shift responsibility (8 hr. tours) with only one unit commander responsible for around-the-clock operations.
4. Assignment of the first available car to call for police service-- priority for emergencies.
5. Officers rotated to new divisions or assignments.
6. Special police units (detectives, tactical) operate in neighborhood without informing local patrol.
7. Community relations used as an "image builder."
8. Reactive policing (responding to calls) or aggressive policing (stop and frisk).
9. Centralized planning (innovation through orders from chief or other important officials)

NEW METHOD

1. Team has 20-40 officers.
2. Professional supervisors with consultation, setting of objectives, encouraging suggestions, in-service training.
3. Team commander responsible for all aspects of police service on around-the-clock basis.
4. Team provides all services for its neighborhood. Team members are sent out of neighborhoods only in emergencies.
5. Officers given extended assignment to a neighborhood.
6. Special police units inform themselves of team goals.
7. Community relations as an essential patrol function planned by team commander consisting of on street contacts and attendance at various community groups.
8. Decentralized planning (crime analysis, use of plainclothes).
9. Decentralized planning (innovation by team commanders, subject to review by their superiors).

Source: Community-Oriented Team Policing Training Outline, p. 2-3 (undated).

FIGURE 5: SAMPLE TRAINING MATERIAL: A COMPARISON OF TRADITIONAL WITH TEAM POLICING METHODS

The seminars were presented as a cooperative effort by representatives from the Coast Regional Training Center, members of the department and city officials including the mayor. The agenda differed somewhat from team to team. Specific topics included "management for results," "organization of a community watch," "strength management deployment," "crime prevention" and "management by participation." The sequence of team training coincided with the order in which teams were to be phased into operation.

Phase 6: The department provided in-service training which took the form of discussion of new training bulletins during roll call sessions. The implementation plan calls for "increased supervisory training" and stresses training in three areas related to team policing: narcotics, juvenile and post-arrest processing. From January 1975 through December 1976, roughly one-fourth of the 43 training bulletins issued dealt with these topics.

Phase 7: In the spring of 1976, the SAPD conducted a second team building retreat for supervisors patterned after the one conducted by the University of Southern California a year before. Two separate groups of 35 each spent two days and one night at the Highland Springs Resort, a total of 1,680 student hours. The sessions were administered by an appropriately trained member of the department and each session was split into three small groups which appointed their own leaders. The groups were tasked with identifying and ranking the severity of problems associated with operating in the team policing mode. Tentative solutions were discussed and followup action taken after the seminars. Problems were identified in the following areas:

- fragmentation
- supervision
- investigation
- vehicles
- word processing
- communications
- training
- public contact
- disciplinary action transfers
- personnel worth
- transfers
- utilization of nonsworn personnel
- administration
- unequal work loads

In general, training has been perceived as too "reactive." Officers felt training should anticipate and forestall problems rather than attempt to cure them. Officers also felt that supervisors providing the training were not sufficiently skilled and knowledgeable. Supervisors' training performance was characterized as "the blind leading the blind."⁷ As description of problems discussed at the retreat is presented as Appendix B.

Phase 8: In December 1976, the department sponsored a series of one-day seminars for team members at a local motel. The sessions were attended by the chief, Captain Thayer, team members, police service officers and a facilitator, and involved 2,232 student training hours. According to one participant, they covered topics ranging from proper care for crime scene search equipment to developing a team notebook of known and suspected burglars to improve interwatch communication.

The grant budget proposed an \$81,600 expenditure for 8,160 hours of training, supplemented by \$2,950 to produce or purchase materials like films, slideshows, crime prevention literature, etc. The department greatly exceeded the proposed 8,000 hours of training--more than 16,000 hours of training related to team policing was provided between January 1, 1975 and December 1976. Support for the added training in the form of overtime pay for trainees was drawn from local funds.

7. Team Building Workshop, 1976, p. 3.

F. TWO TEAMS GET LIAISON DETECTIVES
(ELEMENT #5)

The original crime abatement plan, developed in late 1974, does not mention the assignment of detectives to teams. In March 1975, OTT's site visit consultant, the Public Safety Research Institute, cited the absence of a plan for assigning detectives as one of the deficiencies the department must correct were it to be considered a team policing demonstration candidate. Accordingly, Santa Ana's grant proposal was adjusted, stipulating that detectives would be assigned to two of the eight teams--these two teams would be designated "full service" teams. The March 1976 plan provided a more detailed expression of intent. The duties of assigned detectives were listed as follows:

1. Coordination and liaison between their teams and Investigators of General, Special and Juvenile Investigation Sections.
2. Will conduct investigations which can normally be confined to their assigned area.
 - a. The amount of time an Investigator spends outside of his assigned area should be kept to a minimum.
3. Conduct such investigations and inquiries as assigned by Team Leaders or Area Commanders.
 - a. Follow-Up Investigations in special situations as required.
4. Assist in the training of team members to improve patrol officers' investigative techniques and abilities.
5. Provide team members with information concerning crime and criminals in their area.⁸

However, detectives were not assigned to teams as planned. Instead, the department assigned two members of the residential burglary squad to perform "investigative liaison" duties for teams one and two. The investigators were

8. Community-Oriented Team Policing: Implementation Plan, 3rd Edition, March 1976, p. 18.

members of the investigative division (ID). They maintained offices in the ID and were supervised by an ID sergeant. Team officers' preliminary reports on burglaries were routed to the investigators, who provided direct assistance to the officers, when needed, bypassing the supervisory structure. Gradually, and without external departmental prompting, the five other members of the burglary squad began to set up parallel relationships with teams three through eight. Over time, the squad adopted the practice of assigning cases by team area, not by rotation or availability. This spontaneous shift testifies to the investigators' feeling that they were imitating a successful, efficient innovation. Regardless, the department chose to scrap formal detective/team liaison after the demonstration.

G. TEAM OFFICERS TRAIN WITH INVESTIGATION DIVISION
(ELEMENT #6)

Training by detectives is not mentioned in the original task force plan or in the crime commission report. The proposal briefly characterized detectives as a "training resource" and the implementation plan lists "assistance in training" as one of the duties of area investigators.

In the early stage of the demonstration, patrol officers from teams one and two participated in a one-week rotation, working with the team liaison detective at headquarters. During this week, officers were oriented in investigative procedure and assisted the liaison detective in handling burglary cases which arose. This system was abandoned because it did not provide patrol with sufficiently broad involvement in the work of the ID.

Part way through the demonstration, a new rotational system was instituted involving patrol officers from all of the teams. Under this one-week rotation,

an officer spent one day in each major ID section, receiving orientation in burglary, auto theft, vice, etc. Thus, the perspective was broader than that provided by the liaison detectives, whose specialty was residential burglary, and participation was enlarged. The rotation was supplemented by crime scene investigation training and in-service topics associated with investigative techniques. (See Section E in this chapter for more information about training.)

H. TEAM OFFICERS GAIN ADDED INVESTIGATION RESPONSIBILITY
(ELEMENT #7)

Traditionally, Santa Ana patrol officers have exercised full responsibility for preliminary investigations. Prior to team policing, interested officers were also permitted to follow-up cases on their own shifts, where obvious leads could be pursued; i.e., patrol officers did not have mandatory follow-up investigation responsibility—but the opportunity to conduct follow-up investigations was available.

Under team policing, patrol officers assumed full responsibility for follow-up investigations for two classes of minor crime—"malicious mischief, if under \$1,000" and "petty thefts (excluding bicycles) where the loss was under \$100." With this formal follow-up duty, officer discretion was widened. "In the event that no workable leads are available during the preliminary or follow-up investigation, the patrol officer may choose to inactivate the case and thereby streamline the work load of the investigative division."⁹ Discretionary, informal follow up of other kinds of cases continued uninterrupted.

⁹ Community-Oriented Team Policing: Implementation Plan, op. cit., p. 34.

The crime commission report stressed the community relations context within which the investigative effort was to take place.

"To gain community support, we must have time to make contacts and draw a closer bond with the citizens. This will start with a more thorough follow-through of reported crimes. The patrol officer will handle the original call in much the same manner as he does now, only he will be expected to spend additional time discussing the crime and [explaining] the police process to the victim. He will encourage neighborhood watches and attempt to recruit block captains. The officer will file his report and within a week will re-contact the victim to establish further leads and attempt to conclude the case. This will accomplish several things:

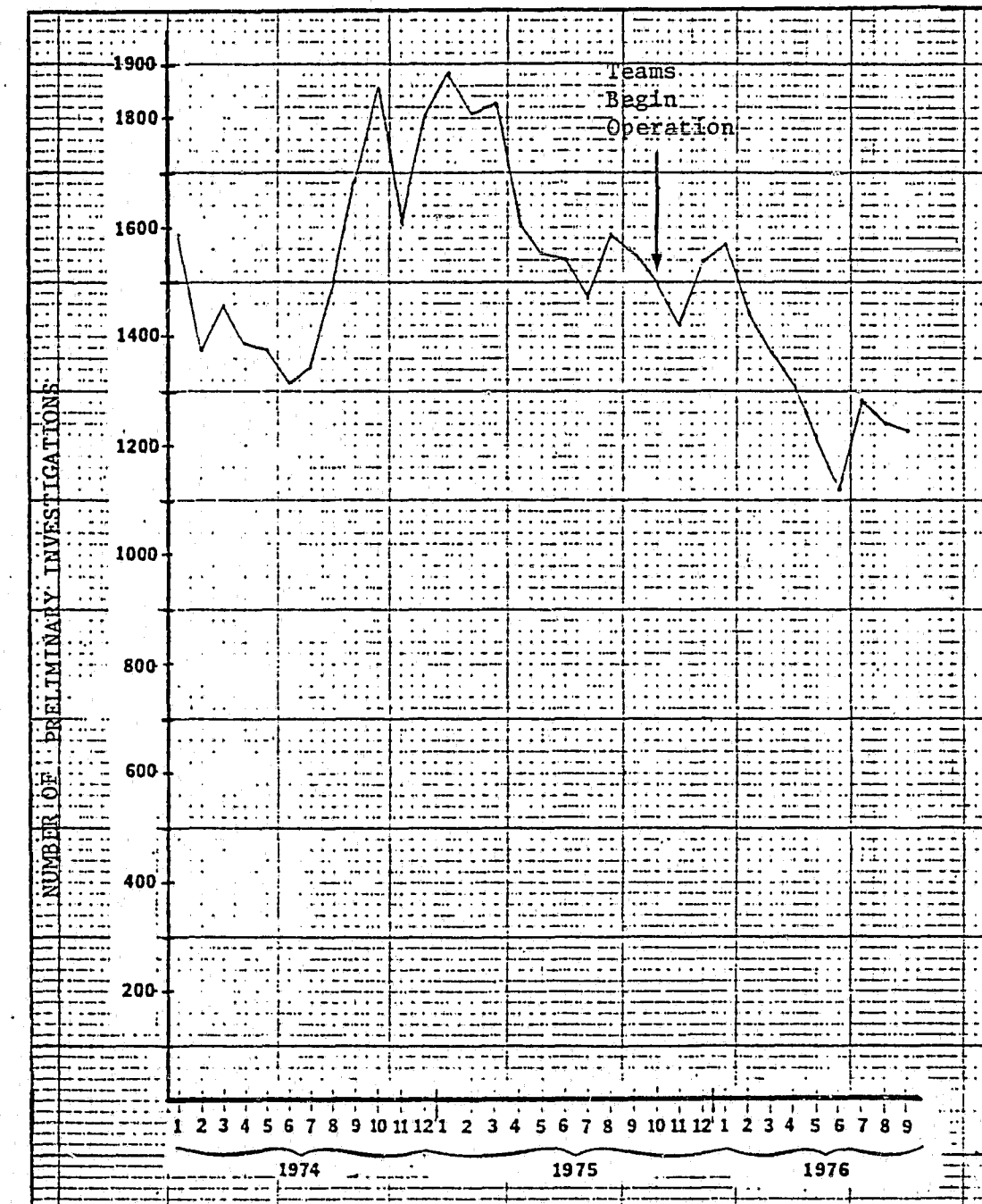
1. It will provide a more complete investigation.
2. It will greatly improve community relations and leave the citizen with the knowledge we are providing the best service possible.
3. It will provide a basic point at which the officers and the community may come into closer contact."¹⁰

Figure 6 shows that the number of preliminary investigation reports continued to decline during the demonstration period. This decline may have been due, in part, to decreased report writing for minor crimes.

As shown in Figure 7, the number of follow-up investigation reports peaked to a new high in January 1976 and then decreased during the demonstration. Thus, the proportion of preliminary investigations succeeded by patrol follow-up activity probably was not substantively altered during the demonstration period.

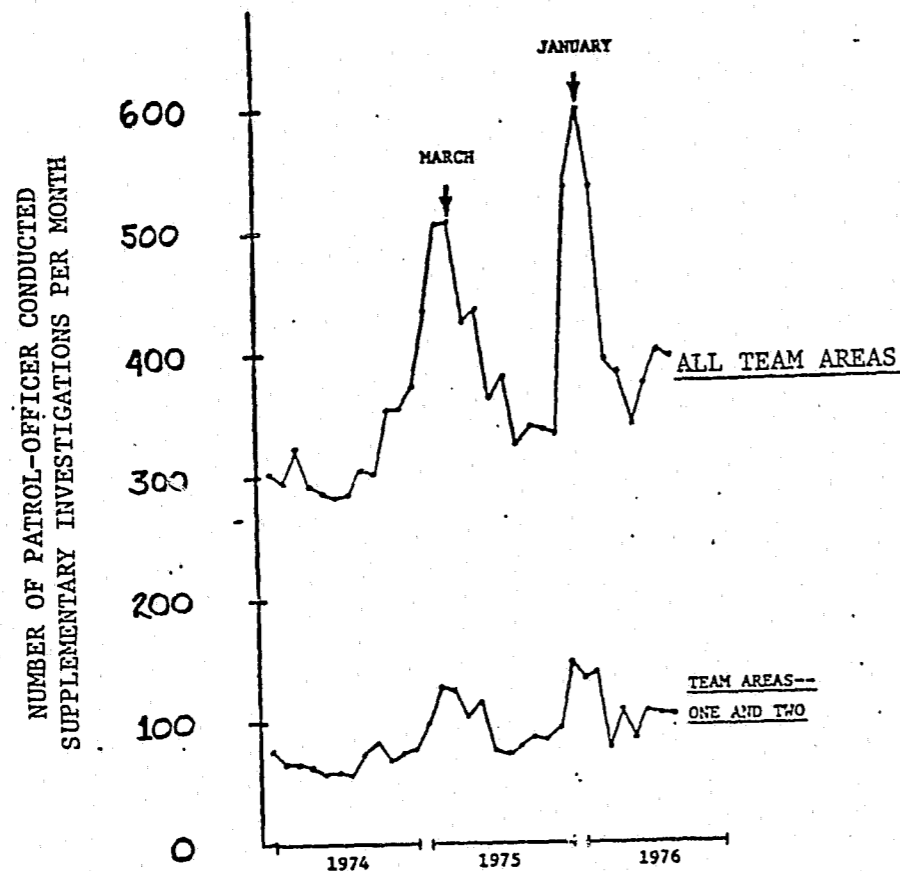
The dramatic peaks (Figure 7) in March 1975 and January 1976 were created by uniform effort in all areas of the city. As Table 5 shows, the peak increases occurred on a relatively equal basis throughout the city and they occurred before (March 1975) and after (January 1976) the start of team policing.

10. Ibid.



Source: SAPD Patrol Event System Data

FIGURE 6: PRELIMINARY INVESTIGATIONS PER MONTH
JANUARY 1974 TO AUGUST 1976



Source: Officer Logs

FIGURE 7: FOLLOW-UP INVESTIGATIONS PER MONTH BY TEAM AREA, 1974 TO 1976

Individual officers varied in the number of follow-up investigations they conducted. Table 6 shows the variation in number of follow-up investigations per officer for 112 patrol officers working full time between January and August.¹¹ As mentioned earlier, officers were supposed to "spend additional time discussing the crime and the police with the victim," in order to develop a "closer bond with citizens." However, the amount of time allotted to a follow-up investigation did not change appreciably over the course of the demonstration.

TABLE 5: MONTHLY AVERAGE AND INCREASES IN PEAK MONTHS FOR PATROL OFFICERS CONDUCTING FOLLOW-UP INVESTIGATIONS, JANUARY 1974 TO AUGUST 1976

| Team Area | January 1974 Through August 1976 Average Number of Supplemental Investigations Per Month | Percent Increase Over Monthly Average In | |
|-----------|---|--|---------------------------|
| | | March ^a 1975 | January ^a 1976 |
| 1 | 52.2 | +46% | +61% |
| 2 | 38.2 | +20% | +26% |
| 3 | 57.3 | + 1% | +38% |
| 4 | 36.8 | +20% | +44% |
| 5 | 48.0 | +52% | +77% |
| 6 | 56.0 | +50% | +78% |
| 7 | 47.0 | +38% | +62% |
| 8 | 42.2 | +47% | +71% |
| All | 378.0 | +34% | +58% |

a. March 1975 and January 1976 were peak months as shown in Figure 7.

11. Working full time is defined as reporting for 140 to 160 roll calls during the eight-month period.

TABLE 6: INVESTIGATIONS PER OFFICER FOR 112
PATROL OFFICERS WORKING FULL TIME
FROM JANUARY TO AUGUST 1976

| Investigations Per Officer | Number of Officers |
|-------------------------------|-----------------------|
| 0 | 1 |
| 1- 25 | 70 |
| 26- 50 | 24 |
| 51-100 | 14 |
| Over 100 | 3 |
| Total | 112 |

In addition, officers were required to recontact each crime victim within a week of the complaint to explain the status of the case and elicit available new information. Over the course of the demonstration, this practice faded out gradually for a variety of reasons. Since detectives also recontacted victims in important cases, patrol viewed the revisit as unnecessarily redundant. Further, patrol officers were sometimes unfamiliar with the status of the cases where the followup was conducted by the investigative division. Thus, on recontact, they were sometimes embarrassed to discover from the victim that, for example, a stolen vehicle had been recovered or a suspect apprehended. Officers also cite apathy and the absence of strong supervisory emphasis as influential in the decline of the number of recontacts.

Finally, officers were to use follow-up contacts as an opportunity to convince victims to sponsor crime prevention block meetings in their neighborhoods. Officers and sergeants report that efforts in this direction were not intense and results minimal. The teams' police service officers were credited with arranging most of the community meetings outside the investigative context.

I. CONTINUED REFERRALS TO SOCIAL SERVICE AGENCIES
(ELEMENTS #8 AND #9)

While the Santa Ana proposal and crime commission report do not reference linkages or referrals, the implementation plan lists one of the patrol duties as "referring citizens to Community Agencies which will be able to assist them with their individual problems." With the exception of a major juvenile diversion project, funded by a state grant, no intent was expressed to alter existing linkages or further emphasize referrals to service agencies.

Before team policing, under a general order dated November 26, 1973, the department issued new procedures concerning handling of referrals and conveyed a five-page listing of referral resources, indexed by type of problem. For example, under "aged," agency referral sources are listed for "housing," "medical care," "protective care" and "financial counsel." For the heading "alcohol," topics under which agencies are listed include "family services," "hospital care," "mental health programs," etc. This referral guide continues in use today.

Concurrent with team policing, the Department of Youth Authority of the State of California let a two-year grant of \$100,000 to the Santa Ana Department to establish an internal juvenile diversion unit. The objective of the project is to "reduce referrals of juveniles into the criminal justice system." The grant provides partial support for a psychologist, three probation officers and four police officers, engaged in diagnosing adolescent problems, arranging referrals and providing counseling and probation supervision. The increased staffing has expanded the department's coverage of juvenile problems from eight to eighteen hours a day. During 1976, the unit handled on an average of 267 juveniles a month. The department is exploring the possibility of continuing to support the project with department funds once the grant has expired.

With minor exceptions, statistics on the overall volume of referrals for 1975 to 1976 are not available, so it is not possible to determine whether the pattern or volume of referrals changed during the demonstration. While statistics on juvenile referrals are available for 1976, there are no comparable data for the 1974-1975 period. Available statistics on referrals of the mentally ill show no change between 1975 and 1976. In 1975, an average of 42 cases a month were referred to social agencies. In 1976, the monthly average was 41 cases. Even during the most active month of the two-year period, July 1975, a typical officer referred an individual to psychiatric care infrequently, about once every 53 days.

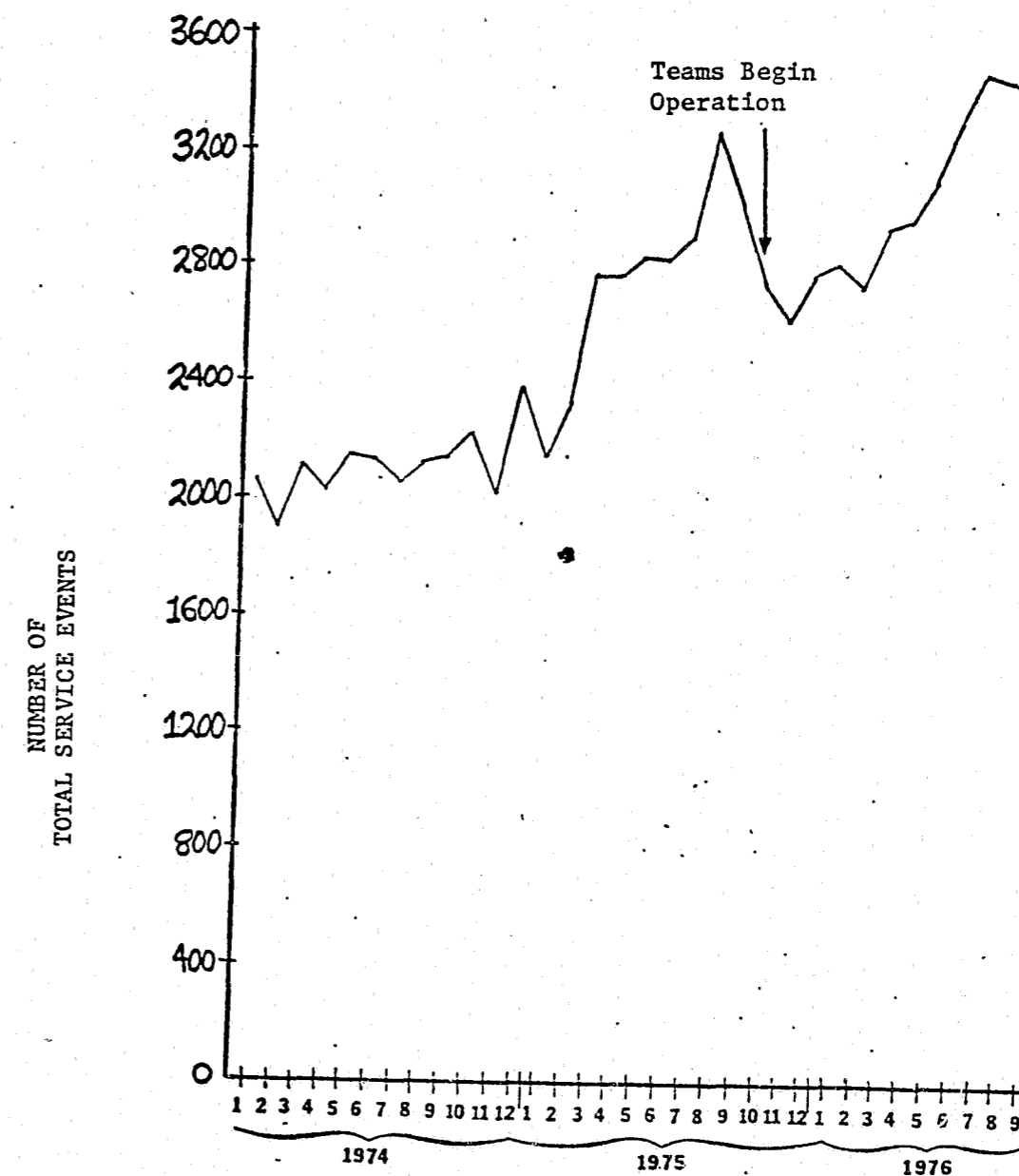
Patrol officers appear to be supportive of the referral program. When asked whether "referral of a citizen to a social service, health or welfare agency is a waste of a police officer's time?," about 90 percent of respondents disagreed each of two times the question was asked.¹²

J. SERVICE ACTIVITIES INCREASE (ELEMENT #10)

An emphasis on service activities is not described in the Santa Ana task force plan, crime commission report or proposal. The implementation plan does contain a vague allusion concerning an improvement in these services.

Figure 8 shows that the number of noncriminal events handled by police did in fact increase from 1974 through 1976. "Service events" include such codes as "assist citizen," "public hazard," "animal problem," "civil problem," "neighborhood problem," "traffic problem," "family problem," "deliver message," "lost/found property," etc. Due to the marked increase in

12. Includes "disagree somewhat," "disagree" and "disagree strongly."



Source: Officer Daily Activity Data .

FIGURE 8: TOTAL SERVICE EVENTS, SAPD—JANUARY 1974 TO AUGUST 1976

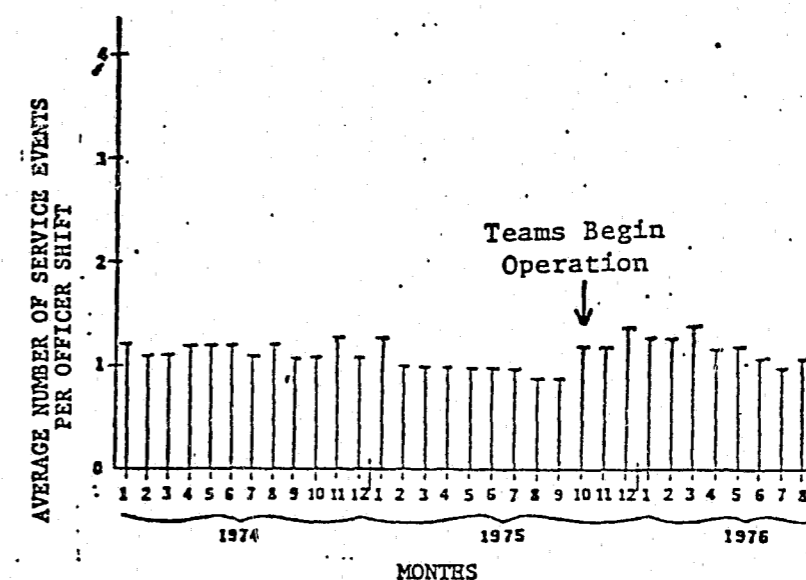
patrol strength; however, the frequency with which an average officer handled a service event remained roughly stable. (See Figure 9.) Thus, while the demand for service increased, the patrol strength increased sufficiently to handle the demand.

The community relations section was well established before the start of team policing. Currently, the section is staffed with one lieutenant, sixteen nonsworn community service officers (CSOs), four police officers and three clerks. Nonetheless, the community meetings sponsored under team policing provided the CSOs a forum for familiarizing residents with special services the department offered. For example, CSOs gave speeches at community watch meetings, describing to residents the availability of the following services:

- a home security survey;
- a patrol check system while residents were on vacation;
- business security inspections;
- a "lady beware" program; and
- crime prevention seminars.

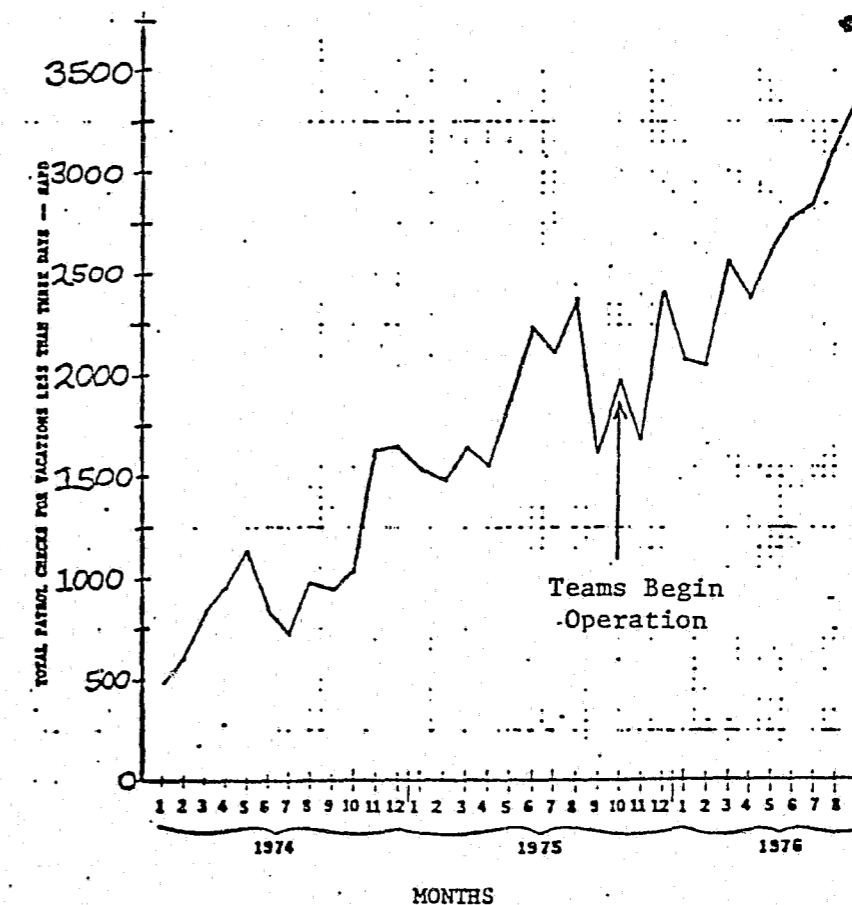
In addition, CSOs solicited residents' suggestions for new programs such as talks on bicycle safety and drugs. Thus, while team policing cannot be credited with the full range of CSO activity, it did provide the community relations section with increased community exposure through the extensive series of community watch meetings.

The demand for some of the services publicized by CSOs at community watch meetings continued to increase during the demonstration. For example, Figure 10 shows the long-term increase in the number of patrol checks of the homes of vacationing residents away for a short period (three days or less). A similar increase is seen in CSO checks on homes of residents away for an extended period. In 1975, 6,785 checks on homes were made, while in 1976 the number had risen to 9,897. In addition, the number of seminars for community residents on such subjects as crime prevention, bicycle safety, lady beware,



Source: Officer Daily Activity Data

FIGURE 9: SERVICE EVENTS PER OFFICER SHIFT—JANUARY 1974 TO AUGUST 1976



Source: Officer Daily Activity Data

FIGURE 10: "VACATION" PATROL CHECKS—SPD—JANUARY 1974 TO AUGUST 1976

etc., rose from 197 (in 1975) to 348 (in 1976). Other CSO services previously in high demand remained roughly stable in volume throughout the demonstration.

When team policing started, police officers felt relatively positive about it as a vehicle for improving police services. Almost 88 percent of officers agreed to some extent¹³ with the statement that "the neighborhood police team program is a better way for police to try to improve the quality of police services than any other method I know of to organize a police department." By April 1977, when the second wave of the patrol officer survey was administered, the overall pattern of responses did not contain a statistically significant change (chi-square test at the .05 level).

Citizen assessments are relatively consistent with officer perceptions. When asked to rate quality, 79 percent of residents in the first survey and 85 percent in the second rated police service as good or very good. The survey responses are shown in Table 7. The difference between the first and second waves does not indicate a statistically significant

TABLE 7: CITIZEN OPINION: QUALITY OF POLICE SERVICES

| Quality of Police Service | Responses--Percentages | |
|---------------------------|------------------------|----------|
| | Wave One | Wave Two |
| Very Good | 31 | 28 |
| Good | 48 | 57 |
| Not So Good | 12 | 11 |
| Poor | 6 | 1 |
| Don't Know | 3 | 3 |
| Total | 100 | 100 |
| | (N=100) | (N=100) |

Source: The Urban Institute Citizen Attitude Question. First wave administered January 1976; second wave, January 1977.

13. "Agreed to some extent" includes "strongly agree," "agree," "agree somewhat."

improvement in citizen opinion about the quality of police services over the course of the demonstration.

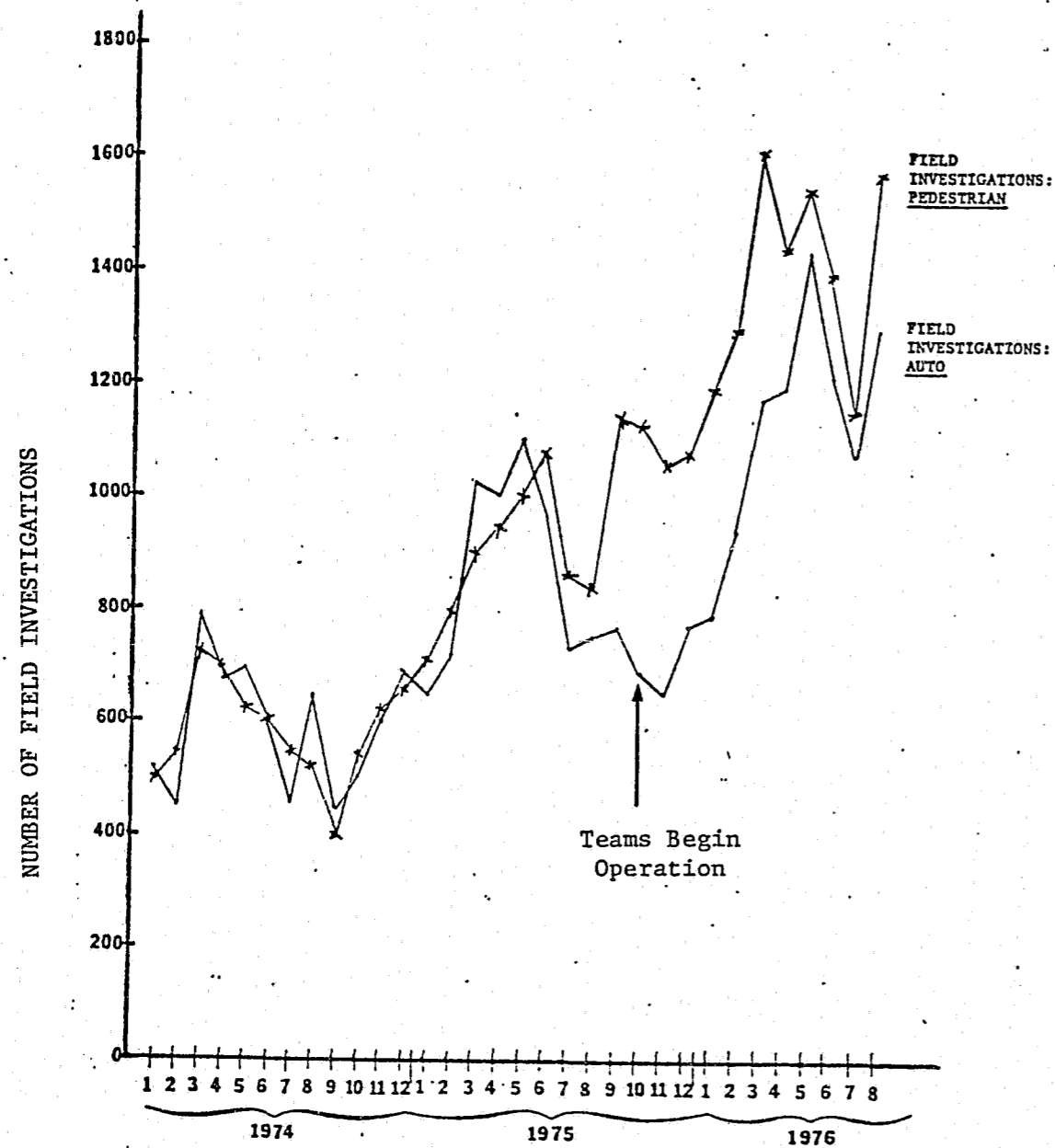
K. STREET STOPS DOUBLE (ELEMENT #11)

A reduction in street stops and field interrogations was not mentioned in the preparation documentation. Perhaps it was because Santa Ana, like many other California communities, has had a long tradition of employing proactive strategies such as auto and pedestrian stops.

As Figure 11 illustrates, auto field stops increased two and a half times from 520 in January 1974 to 1,295 in August 1976. By August 1976, a typical officer made three auto field stop for every two that were made during January 1974. The same picture holds true for pedestrian field stops which more than tripled from 501 in January of 1974 to 1,571 in August of 1976.

The average number of minutes devoted to individual pedestrian and auto stops remained roughly stable between 1974 and 1976, with one exception. Just after the start of team policing, from January to March 1976, the average time per contact increased markedly.

The rise in pedestrian and auto stops seems due in large measure to the increased field strength accompanying team policing. Patrol officers simply had more time to engage in self-initiated activity. In addition, the teams emphasized auto stops as a crime control activity. The increase in this activity is at variance with the federal team policing tenet that street stops and field interrogations be used "sparingly" and would appear to conflict



Source: Officer Daily Activity Data

FIGURE 11: FIELD INVESTIGATIONS, JANUARY 1974 TO AUGUST 1976

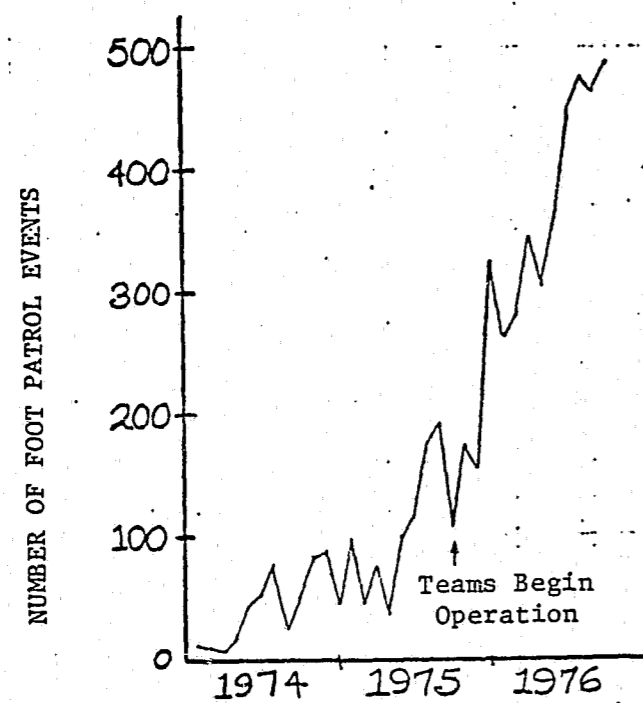
with Santa Ana's major effort to improve community relations. Captain Thayer minimizes the conflict, explaining that an efficient and politely conducted field stop does not generate citizen antagonism. Thus, while Santa Ana did not minimize field stop activity, there was an effort to conduct these stops in a manner compatible with team policing.

L. MORE FOOT PATROL (ELEMENT #12)

Foot patrol is not mentioned in the crime commission report or in the Santa Ana proposal. The implementation plan cites foot patrol as one deployment option available to commanders. However, foot patrol tactics are wholly compatible with Santa Ana's major emphasis on increasing community contacts.

As Figure 12 indicates, the number of foot patrol events increased dramatically from an extremely low level of 13 per month in January 1974 to 489 per month in September 1976. The total amount of time allocated to foot patrol increased for the same period from 4.6 hours in January to 204.5 hours in September. From another perspective, in March 1974, the average officer conducted a "foot patrol event" once every 288 shifts; by August of 1976, an average officer was involved in foot patrol activity at least once every eight shifts.

Officials attribute part of the increased foot patrol activity to the added field strength. The wishes of downtown businesses for a more visible police presence also prompted additional foot patrol.



Source: Officer Daily Activity Data.

FIGURE 12: TOTAL FOOT PATROL EVENTS--JANUARY 1974 TO AUGUST 1976

FIGURE 12: TOTAL FOOT PATROL EVENTS--JANUARY 1974 TO AUGUST 1976

M. COMMUNITY CONTACTED
(ELEMENT #13)

This element receives prominent mention in the task force plan, the crime commission report and the implementation plan. It is clear that community relations is a central tenet of the team policing program, the linchpin of the effort in Santa Ana. Encouraging community contact is specifically cited as a duty of team leaders, senior officers and patrol officers. For example, the implementation plan lists the following related patrol officer responsibilities:

- "2. Enlist community support by establishing citizen contacts in residential, commercial and industrial areas.
3. Attend community functions and meetings as a Team Representative as assigned by the Team Leader or Senior Officer.
4. Project an image which will enhance community respect for the Department."¹⁴

The community relations effort consisted of three major elements:

- A public relations campaign, using the media to publicize community-oriented team policing and its performance--This component was managed by the Community Relations Section.
- An intensive effort to establish a Community Watch program--Police officers were to recruit crime victims as block captains and help organize and officiate at community meetings.
- Increased citizen contact--Officers were to use time freed up by the increase in patrol strength to increase the number of public relations (PR) contacts made in the routine course of duty.

Six Police Service Officers (PSOs) were assigned to the patrol section of field operations at the beginning of the demonstration. Two PSOs were assigned to area A; two to area C; one to area B; and one to area D. Two of the six positions were supported through a civilian employee training (CETA) grant and the remaining four through local funds. In practice, the PSOs assumed the major brunt of recruiting block captains and organizing community meetings.

14. Implementation Plan, *op. cit.*, p. 19.

The public relations campaign was without question the most ambitious launched by any of the demonstration cities. Robert Acosta, the community services officer who organized the campaign, estimated the department has attracted over \$40,000 worth of donated time, materials and services between December 1975 and December 1976. The campaign focused on three principal areas.

- explaining the community-oriented policing program (COP);
- promoting crime prevention, particularly burglary; and
- describing the accomplishments of the COP program, particularly crime reduction.

The public relations advertising program made full use of the traditional media. For example, between August 3, 1976 and October 3, 1976, 18 items appeared in local and regional newspapers, including the Los Angeles Times, the Santa Ana Register and the Los Angeles Opinion Spanish Newspaper. Similarly, between August and October, 1976, eight radio spots and six television spots dealt with community-oriented team policing.

Other public relations (PR) efforts are exemplified by the following activities:

- The Bench Advertising Company donated artwork and space valued at \$5,000-\$10,000 for 25 critically located benches throughout the city.
- Local jewelry stores donated COP window and bumper stickers that read "Santa Ana, Number One in Crime Reduction."
- Mortuaries in Santa Ana banded together to print posters for thirty billboards and numerous mini-signs valued at \$675.
- The Goodyear Company donated the services of its blimp on two occasions to carry COP and crime prevention messages. The service was valued at \$10,000.
- The stars of the "Police Woman" television series appeared, gratis, to autograph personal photographs. Their appearance was designed to advertise February as Crime Prevention Month.

Culminating the public relations effort was a visit from Governor Brown and his aide, Gray Davis. Speaking on behalf of the Governor, Gray Davis said:

"We were both very impressed. It is a triumph in human relation values through technology. Most police departments put too much emphasis on technology and scientific gadgets, where Santa Ana has . . . developed mutual trust and confidence between the city and its police. . . . Santa Ana seems to have developed a rare relationship between its residents and its police officers. We have not come across any program that is as successful as this one."¹⁵

Elsewhere, the Governor was quoted as telling Chief Davis: "I am impressed with your dramatic reduction in the city's crime rate."¹⁶

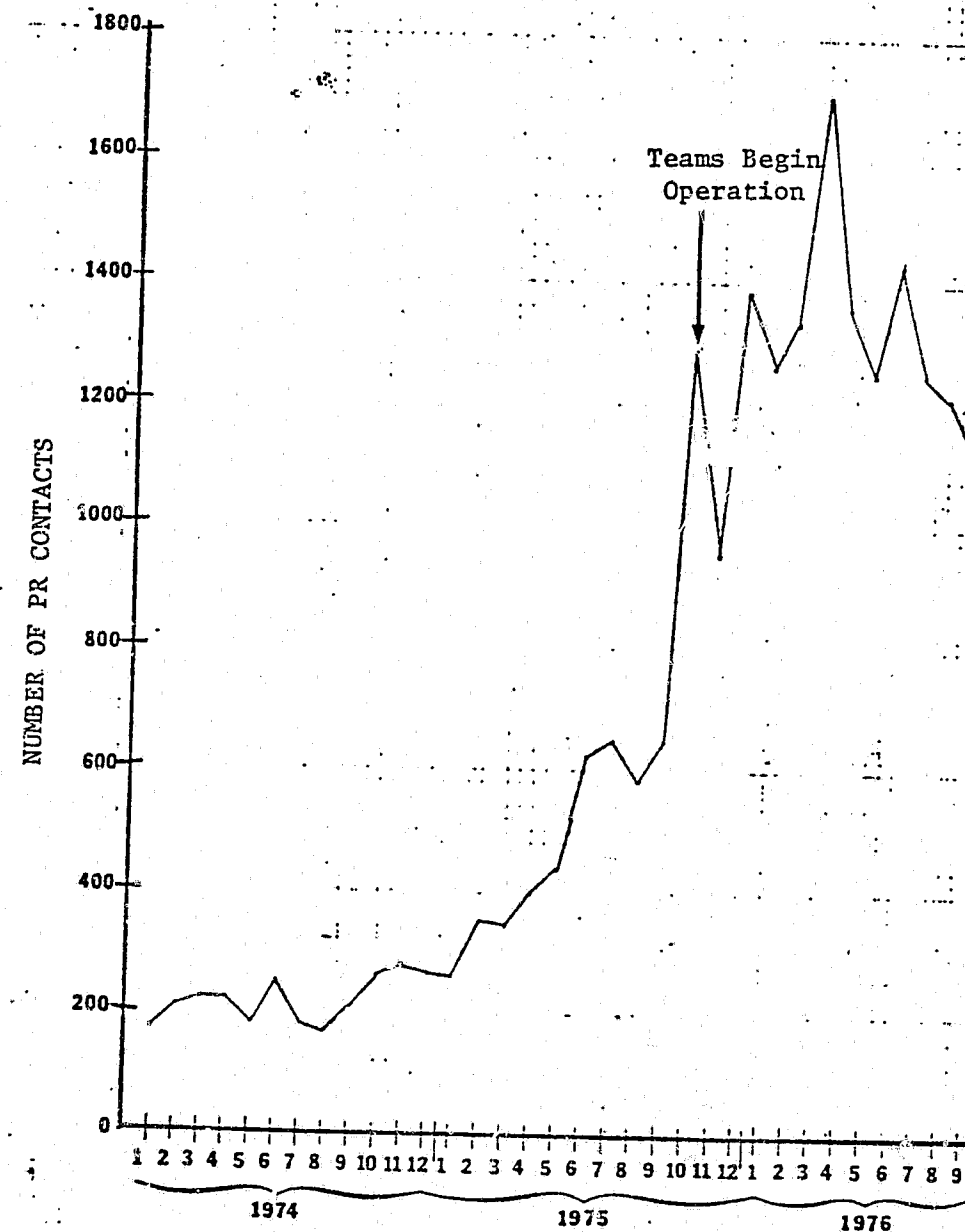
According to the Los Angeles Times, "The Governor spent several hours in conference with Chief Davis who explained the program and its accomplishments, and then participated in a 90-minute ridealong with patrol officer Oliver Lofton. 'At one point we pulled up beside a car one of the local troublemakers was driving,' said Lofton. 'The guy glanced over, then did a double take. The Governor said I think he recognized me, but I had to tell him no, I think he recognized me because I arrested him last week.'"¹⁷

A second component of the Santa Ana community relations program was an effort to increase the number of police-initiated public relations contacts with citizens. Figure 13 shows that the number of PR contacts increased markedly from a high of 240 a month in 1974 to a high of 1680 a month in 1976. Available data suggest that the average amount of time devoted to a PR contact remained roughly stable between 1974 and 1976. Further, there is evidence of widespread officer participation in the PR activity. For example, the December 1975 patrol officer survey indicated 50.2 percent of respondents had 1 to 10 contacts in November; 31 percent had 11 to 20 contacts; and 18.4 percent had 21 or more. All officers surveyed reported at least some minimal level of PR activity.

15. Los Angeles Times, "Governor Rides with Police," Monday, February 7, 1977.

16. The Register, "Brown Drops In To See SA Police Operate," Monday, February 7, 1977.

17. Los Angeles Times, *op. cit.*



Source: Officer Daily Activity Data

FIGURE 13: PUBLIC RELATIONS CONTACTS, JANUARY 1974 TO AUGUST 1976

From October 1, 1975 to March 31, 1977, the department helped to organize and present approximately 975 community meetings involving a total of 21,255 participants. Assuming the same participants did not attend more than one meeting, the maximum effect of these meetings was to reach 11.7 percent of the population of Santa Ana.¹⁸ Three types of meetings were held:

- meetings to recruit block captains and to develop the block infrastructure for the Community Watch program;
- ongoing Community Watch meetings; and
- area and citywide meetings of block captains.

The Community Watch program was patterned after the Los Angeles Team 28 experience.

The monthly area meetings for block captains deserve special mention. According to a Santa Ana team policing report, "The object of the meetings is to provide substantial material to the block captains in the area of the criminal justice system and law enforcement so as to enrich their understanding and encourage their continued involvement in the community oriented policing program."¹⁹ Subjects covered included:

- an overview of the criminal justice system;
- the role of the police in the criminal justice system;
- the role of the courts in the criminal justice system;
- the juvenile justice system;
- adult counseling and rehabilitation; and
- youth services.

According to the report, the National Conference of Christians and Jews arranged the meetings, lectures, and refreshments, while the police department informed the block captains of the schedule and encouraged their attendance.

¹⁸. The population as of March 1977.

¹⁹. Picco, Lt. James and Pitzer, Sgt. Larry. "Santa Ana Team Policing Annual Report," March 3, 1977, p. 6.

According to the original plans, senior officers were to be responsible for setting up Community Watch recruitment efforts and ongoing meetings. However, according to the team policing report prepared in March 1977, "police service officers became the primary tool in establishing Community Watch meetings."²⁰ The PSOs established selection criteria for block captains and Community Watch members. Their recruitment efforts were based on lists of names derived from crime scene investigation reports, crime reports, community relations section staff, and the Crime Prevention Unit. Other citizens were recruited through advertising and door-to-door contacts.

Table 8 illustrates the effects of the PSOs' efforts. Areas A and C, staffed with two PSOs apiece, conducted an average of 16.2 and 19.1 meetings per month respectively. Areas B and D, staffed with only one PSO apiece, conducted an average of 11.0 and 11.1 meetings per month between October 1975 and March 1977.

To improve communications among block captains in one area, a PSO developed and disseminated a bimonthly newsletter focusing on the community oriented team policing program. The newsletter provoked sufficient interest to warrant its distribution to block captains citywide.

After the close of the demonstration, the SAPD teams continued to develop the block captain program. In the summer of 1977, a citywide block captain association started to form. For example, in one area the association, which is open to all members of Santa Ana's community watch program, elected officers and drafted by-laws. The purpose of the association as expressed in the draft by-laws is:

- maintaining open and current liaison with the police department;
- creating a better living atmosphere and conditions in Santa Ana; and
- insuring community effort in reducing crime opportunities.

20. Ibid., p. 4.

TABLE 8: COMMUNITY WATCH MEETINGS/ATTENDANCE

| | T 1 | T 2 | Area A | T 3 | T 4 | Area B | T 6 | T 7 | Area C | T 5 | T 8 | Area D |
|-----------------------------------|--------|--------|-----------|--------|--------|-----------|--------|--------|-----------|--------|--------|-----------|
| Average Number Meetings per Month | 8.7 | 7.5 | 16.2 | 6.4 | 5.4 | 11.8 | 11.0 | 7.9 | 19.1 | 3.6 | 7.5 | 11.1 |
| Average Attendance per Meeting | 18.5 | 20.9 | 19.3 | 20.0 | 35.8 | 25.4 | 22.0 | 16.2 | 20.8 | 44.3 | 23.1 | 24.1 |

Source: Santa Ana Police Department Meeting/Attendance Summaries, October 1975 to March 1977.

In its team policing report, March of 1977, the department acknowledged some early resistance among officers to stepped up emphasis on PR contacts and participation in the Community Watch. However, as the following excerpt shows, the area commanders took immediate and reportedly effective action to rectify the problem.

"The resistance to Community Oriented Policing was a problem encountered at the beginning of the program and which to a small degree has continued throughout 1976. This problem was immediately identified and discussed at both the Supervisors' Retreats and the Team's Retreats. Officers were pleased with the crime reduction, but a portion of the officers were reluctant to become personally involved with the citizens. They avoided contacting the citizens and attending Community Watch meetings. They would have officers who were enthused with the Community Watch program to attend the meetings and make personal contacts. Some of the team leaders allowed this to occur.

"The Area Commanders, aware of the problem, began initiating methods to eliminate it. After each Community Watch meeting, the Police Service Officer gave a list of the citizens in attendance to the team leaders in whose district the meeting was held. The team leader was instructed to assign individual officers equal portions of the list and have them make recontacts with the citizens who had attended the meetings. The team leaders were also directed to assign officers on a rotating basis to attend each Community Watch meeting. As most meetings were held in the early evening hours, officers working Watch III were mainly involved. In order to have equal participation from officers working the other two shifts, working hours were individually adjusted on a "as needed" basis. In this manner, attendance at the meetings was equally divided among all shifts and all officers on the team.

"This did not totally eliminate the problem, as a few officers still preferred to do "Police Work." Roll Call Training, Supervisors' Meetings and Retreats have been used to continue emphasizing that in Santa Ana, "Police Work" is Community Involvement.

"The results of the concentrated effort on this specific problem have been encouraging; as more officers meet and work with the citizens, they realize the value of this type police activity. They become more comfortable in their new role and have begun to identify community involvement as police work."²¹

21. *Ibid.*, pp. 18-20.

Other activity to encourage community contacts included the Ridealong Program and special service initiatives in predominantly Mexican communities where antipolice sentiment was sufficiently high that residents feared reprisals if they developed close ties with police officers. In one such instance, team members assisted a nearly blind elderly woman.

"Because of deteriorated fencing and overgrown foliage, the rear of her home had become a haven for juvenile narcotic users. She had been frequently burglarized, often while she was at home. Because of her handicaps she could not identify nor stop the culprits. With the joint efforts of the team officers and the community center, the fence was replaced, the yard was cleaned up, and the foliage was trimmed. Her problem disappeared. News of this assistance quickly spread throughout the community."²²

The first and second waves of the patrol officer survey, administered in December 1975 and April 1977, showed a relatively favorable attitude toward community involvement. For example, in the December 1975 wave, almost 90 percent of respondents disagreed with the statement that "attending meetings with citizen groups is a waste of a police officer's time," and 98 percent of respondents agreed to some extent²³ with the statement that "the neighborhood police team program will increase the degree of community support and citizen involvement." Furthermore, 80.4 percent of respondents felt their unit was doing a good job²⁴ of "working constructively with the community." By contrast, only 13.2 percent of respondents thought their units were doing a good job a year prior to that first survey.

The second wave of the survey was administered in the spring of 1977. When compared to first-wave results, the second wave showed the following:

22. *Ibid.*, p. 9.

23. Includes "strongly agree," "agree," "agree somewhat."

24. Includes "somewhat good job," "good job," and "exceptionally good job."

- About the same high percentage (95 percent) agreed to some extent with the statement "the neighborhood police team program will increase the degree of community support and citizen involvement."
- A greater number of respondents, 88 percent, felt that their unit was currently doing a good job "working constructively with the community."

The questions used to poll officers about community involvement and detailed responses to these questions appear in Appendix F.

Despite the emphasis on community involvement, patrol officers do not identify this as the dominant element characterizing the Santa Ana patrol style. Fifty percent of the respondents to the December 1975 wave of the patrol officer survey characterized the style of patrol as "quick response to calls for service with frequent checks of suspicious persons," while only 17.2 percent of respondents characterized the patrol style as "units respond to calls for service and make frequent contacts with residents and businessmen." By April 1977, team officers had not changed their opinions about the character of their style of patrol.

N. THREE QUARTERS OF TEAM ASSIGNMENT CONTINUOUS
(ELEMENT #14)

The Santa Ana citizens crime commission report cited the need to assign officers to districts, but stated, contrary to team policing philosophy, that officers "must from time to time be rotated to different areas to ensure overall knowledge of the city."²⁵ The rotational scheme was not mentioned in the implementation plan or proposal, nor was an emphasis on continuity of assignment cited.

Of those officers assigned to teams in December 1975, 34 percent had left their original team by December 1976. (See Table 9.) Inter-team

25. Citizens Crime Prevention Commission Report, February 1975, Santa Ana, California p. 33.

TABLE 9: ASSIGNMENT CONTINUITY BY TEAM, DECEMBER 1975-DECEMBER 1976

| AREA | Area A | | Area B | | Area C | | Area D | | Averages |
|--|-----------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------|
| | T ₁ | T ₂ | T ₃ | T ₄ | T ₆ | T ₇ | T ₅ | T ₈ | |
| December 1975 Complement | 26 | 24 | 24 | 21 | 26 | 22 | 23 | 20 | -- |
| | P E R C E N T A G E S | | | | | | | | |
| Same Team, Same Shift | 35 | 38 | 25 | 5 | 38 | 36 | 26 | 30 | 28 |
| Same Team Different Shift | 31 | 34 | 46 | 57 | 31 | 32 | 43 | 25 | 37 |
| Different Team | 12 | 8 | 8 | 10 | 12 | 14 | 9 | 15 | 11 |
| Transferred Out of Teams/ Reassigned* | 23 | 21 | 21 | 28 | 18 | 18 | 22 | 30 | 23 |
| Total** | 101 | 101 | 100 | 100 | 99 | 100 | 100 | 100 | 99 |
| <p>*Forty-three percent of this category resigned. **Totals may not equal 100 percent due to rounding.</p> | | | | | | | | | |

transfers accounted for only 12 percent of this turnover. The remaining 23 percent was transferred elsewhere in the department or terminated. In explaining this turnover, the Santa Ana command stressed that maintaining continuity of assignment should not interfere with promotional opportunities or departmental need to fill nonteam openings with team officers possessing specialized skills.

While team assignments were relatively stable, there was considerable rotation among shifts. Every six months, each officer would state his preference for new shift assignments and, wherever possible, these preferences were honored. Santa Ana is now in the process of establishing semi-annual "bump days"--one in February, one in August--when all intershift transfers are to occur. As of December 1976, 37 percent of the officers assigned to teams in December 1975 remained on the same team, but had transferred shifts. Twenty-eight percent remained on the same team in the same shift.

While the department has been relatively successful in promoting continuity, they view long-term continuity as problematic. According to Team Administrative Sergeant Larry Pitzer, if officers work too long on the same team in the same neighborhood, they become bored, complacent and less productive. As a compromise move to garner some of the benefits of continuity yet avoid the attendant boredom, Santa Ana plans to rotate up to 50 percent of its officers between teams every one and a half to two years.

O. DEPLOYMENT BASED ON DEMAND
(ELEMENT #15)

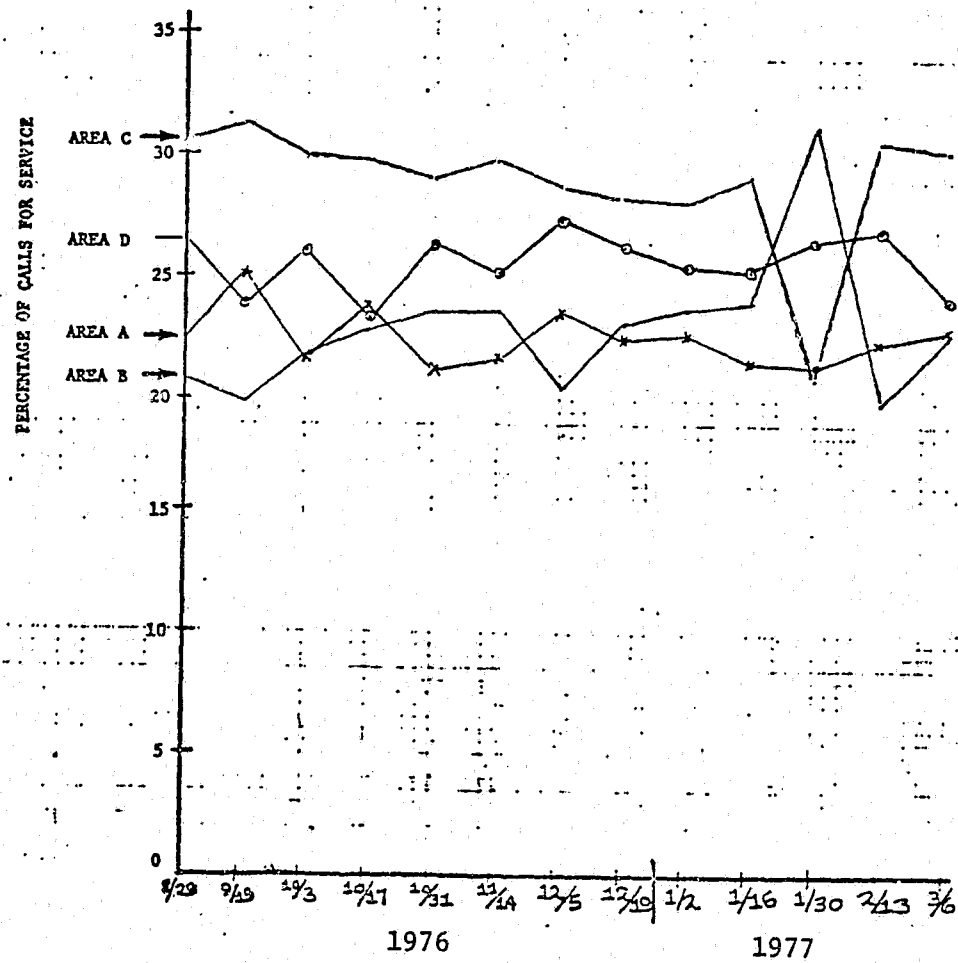
The early task force plan emphasized the need to bring demand and police resources into balance. Since team staffing was roughly equal, 22 to 25 officers per team, the main vehicle used to accomplish this task was the team boundary configuration. Team boundaries were fixed so that demand for police service across team areas was roughly equalized. The implementation plan refers to the need to reassess deployment in relation to demand as time goes on.

Were the boundaries perfectly drawn to equalize demand, one would expect each area, containing two teams, to experience approximately 25 percent of the demand. As Figure 14 shows, the demand among areas is roughly the same. Based on data from the period August 1976 to March 1977, area D experienced an average of 25.6 percent of calls for service, while areas A, B and C experienced 22.5 percent, 22.9 percent and 28.9 percent of the calls for service respectively. According to department officials, Santa Ana plans some minor adjustments in team strength to further align deployment with demand.

Deployment by watch, across teams and areas, is somewhat less balanced. Were deployment perfectly aligned with demand, the average number of calls per officer would be equal for the three watches. As Table 10 shows, the average calls per officer varied in December 1976 from 48.2 for watch one to 69.8 for watch three, traditionally the busiest watch. However, when these figures are compared with average calls per officer per watch for December 1974, the improvement is readily evident. Average number of calls per officer for watch two was almost twice that for watch one.

CONTINUED

1 OF 3



Source: SAPD Dispatch Records

FIGURE 14: PERCENTAGE OF TOTAL CALLS FOR SERVICE, BY AREA, AUGUST 1976 TO MARCH 1977

TABLE 10: AVERAGE CALLS PER OFFICER BY WATCH, DECEMBER 1974 AND 1976

| Watch | December 1974 | December 1976 |
|-------------|---------------|---------------|
| Watch One | 63.8 | 48.2 |
| Watch Two | 121.0 | 53.8 |
| Watch Three | 91.2 | 69.8 |

Patrol officers view the deployment under team policing positively. When asked to "describe how well the level of patrol and the need for patrol were matched in your area in the last two months," about 90 percent of the respondents for both waves of the survey (December 1976 and April 1977) rated the match as "satisfactory," "good" or "excellent."

While patrol deployment was well aligned with demand, supervisory deployment was not. Given the discretion to choose their days off, some supervisors tended to select weekends. For example, "during every shift . . . on Friday through Monday there were only two supervisors per area present. These were the very days that because of increasing calls for service, the amount of personnel working was highest. During swing shift on weekdays, Tuesday through Thursday, when . . . field personnel were at a minimum, supervisory personnel were highest."²⁶ To control this problem, the captain of operations authorized area commanders to work out a definition of the minimum coverage required on weekends, allowing supervisors assignment discretion within these boundaries.

26. Picco and Pitzer, *op. cit.*, pp. 16-17.

P. TEAM LIEUTENANTS AND SERGEANTS TAKE RESPONSIBILITY
(ELEMENT #16)

Decentralization of responsibility and authority is not mentioned in the Santa Ana task force plan or the crime commission report. It was a mode of organization adopted on the recommendation of the Public Safety Research Institute (PSRI) site visitors. During the March 1975 site visit, the PSRI team found that Santa Ana did not meet the minimum criteria for team policing, partially because the plan "called for each of the eight teams to be under a 'lead supervisor or sergeant' subject to a different watch commander around the three shifts."²⁷

By the second assessment visit in May 1975, the department had gained support from the city council and was able to appoint four area commanders, each with 24-hour responsibility for two teams. Though prompted by the council's visit to the Los Angeles program, this arrangement represented a compromise with federal team policing philosophy whereby authority is decentralized to individual team managers, not area commanders responsible for two teams apiece.

Figure 15 lists area commander (lieutenant) responsibilities after the inauguration of team policing. The lieutenant's role was affected in two major ways. Formerly responsible for a shifting complement of men during a watch, he now had 24-hour responsibility for a specified geographic segment of the city. Previously, lieutenants carried responsibility for both station and field operations. Under team policing, lieutenants specialized. As the description below indicates, former watch commanders were assigned station command responsibilities.

27. "Santa Ana Police Department Site Assessment Report," prepared by PSRI, May 2, 1975, p. 3.

AREA COMMANDER RESPONSIBILITIES

1. Command responsibility for assigned area (two team districts).
2. Responsibility for direction and control of personnel within his area.
3. Provide for continuation of command and supervision during his absence.
4. Maintenance of discipline and morale.
5. Team coordination.
6. Confer regularly with team leaders regarding operational activities and needs in his area.
7. Keep Field Operations Commander informed of problems, needs, and progress.
8. Conduct periodic inspections of personnel and equipment.
9. Assignment of shift personnel.
10. Promote and stimulate supervision on part of his Team Leaders and Senior Officers.
11. Responsibility for citizen complaints: (a) assign for investigation and (b) recommend proper action.
12. Cause to be prepared necessary LEAA reports in the full service team area.
13. Prepare necessary correlations and projections.
14. Periodic meetings with team leaders and Senior Officers to discuss problems, community reactions and progress.
15. Establish training for all personnel.
16. Implement Team Policing within guidelines established by department policy and directives.
17. Establish guidelines and team policies.

NOTE: Area Commander will work varying hours, as needed, to assure effective control of all shifts under his command.

FIGURE 15: AREA COMMANDER RESPONSIBILITIES

"Watch commanders . . . are now [station] commanders, having only a functional responsibility for the teams when an area commander is not available, with their functions focused almost exclusively on 'housekeeping.' The four existing watch commanders will not be chosen as team commanders; [team] commanders will be chosen from the lower ranks and promoted, hopefully to ensure a fresh approach to this new concept."²⁸

Under team policing, patrol lieutenants appear to have developed an augmented role in policy development and planning. According to Captain Thayer:

"Lieutenants are listened to more since the establishment of team policing. Their ideas are given more weight because they are responsible for operations in sections of the city. Further, a loosening in fiscal control has occurred since the beginning of the demonstration. Formerly, division commanders were required to approve each and every departmental expenditure. Under new but stringent guidelines, lieutenants are now authorizing expenditures of petty cash up to \$15.00, costs associated with entertaining departmental visitors, costs for office materials, and expenses for snacks served at team meetings."

The responsibilities of lieutenants assigned to station command are listed in Appendix C.

Sergeants functioning as team leaders were not given 24-hour responsibility for the team neighborhoods. Instead, three team leaders were assigned to each team, one responsible for each of three watches. Figure 16 displays the responsibilities of team leaders under team policing.

As a result of decentralization, two principal changes appear to have occurred in the sergeant's role. First, as Table 11 demonstrates, the span of control tightened. In December 1974, a typical sergeant supervised an average of 10 to 11 officers; by July 1976, a sergeant supervised 7 to 8 officers. These figures, however, understate the tightness of the span of control because they do not account for the addition of senior officers, who frequently function as supervisors thereby increasing the supervisory pool and decreasing the number of officers in need of line duty supervision.

28. Ibid., pp. 3-4.

RESPONSIBILITIES OF TEAM LEADERS (SERGEANTS)

1. Responsibility for direction and control of subordinate personnel within his team to assure proper performance of duties and adherence to rules, regulations and policy.
2. The designated Team Leader on duty will assume command of his area in the absence of Area Commander.
3. Maintain discipline and investigate citizen complaints and any dereliction of duty brought to his attention and take necessary action.
4. Coordinate Team activity.
5. Coordinate with other Team leaders and become aware of problems, techniques and progress of other teams.
6. Confer regularly with his Area Commander on operations activities and the needs of his district, and shall keep Area Commander informed of situations which may affect his area and/or the Department.
7. Responsible for organization and assignment of duties within his Team.
8. Shall be alert to criminal activity, crime trends and community problems within his team district.
9. Assign days off, vacations, and training for his subordinates.
10. Responsible for preventing and reducing crime.
11. Responsible for maintenance of close community relations within his team area.
12. Responsible for developing and maintaining a community involvement program within the team district.
13. Developing personnel and encouraging cross-training to enhance the quality of his personnel.
14. Monitor follow-up investigation of crimes which are assigned as team responsibility.
15. Periodically reviewing reports submitted by team members to determine training needs.
16. General training to assure individual and team effectiveness.

Source: Community Oriented Team Policing: Supplemental Plan, Third Edition, March 1976, pp. 15-16.

FIGURE 16: RESPONSIBILITIES OF TEAM LEADERS (SERGEANTS)

TABLE 11: RATIO OF OFFICERS TO SERGEANTS, 1974 TO 1976

| Date | Number of Officers | Number of Sergeants | Average Number of Officers/Sergeant |
|---------------|--------------------|---------------------|-------------------------------------|
| December 1974 | 113 | 11 | 10.2 |
| December 1975 | 111 | 12 | 9.25 |
| July 1976 | 187 | 24 | 7.8 |

Thus, excluding senior officers because they share supervisory responsibility, the sergeants are responsible, on the average, for supervising three to four regular grade patrol officers. Second, sergeants experienced a substantial increase in managerial responsibility.

Below are paraphrased the remarks of Sergeant Gary Sawyer, whose views on the role shift experienced by sergeants seem representative.

Before team policing was implemented, patrol operations in Santa Ana were based on a watch concept. There was no particular reason for supervising sergeants to feel responsible for specific neighborhoods in the city, nor was there a reason for these supervisors to feel particularly responsible for the ongoing activities of one group of patrol officers.

Depending on the watch and the day of the week, a supervising sergeant was likely to be responsible for a larger number of patrol officers. In reality, this meant that sergeants were little more than guardians. They checked to make sure that gross violations of regulations and procedures did not occur, but had only a very limited amount of time to work closely with individual patrol officers.

With implementation of team policing, sergeants are becoming managers rather than guardians. They are concerned about many new facets of patrol activity. For example, sergeants are increasingly involved in matters of personnel deployment, planning for regular and special operations, work scheduling, running roll calls and team meetings, training officers in the field, community activities, and on-site supervision of patrol activities. Team policies are handled mostly at the team commanders level, but the team sergeant has the hourly responsibility of seeing the policies are implemented.

Figure 17 depicts the duties and responsibilities of senior officers under team policing. The senior officers interviewed by our field team felt the team policing mode required more supervisory/managerial skill. Under team policing, they were being asked to organize and implement a broader range of activities. In many instances, sergeants have encouraged senior officers to take the initiative in solving problems related to the community, team personnel or interdepartmental issues.

Decentralization brought with it several problems, including conflicts between station and team area commanders. The in-house team policing report describes this problem and its resolution.

"The Implementation Plan [states that] . . . Station Commanders were allowed no direct supervision over field personnel. If no Area Commander was on duty, the Team Leader (Sergeant) had full responsibility over his district. . . .

"It was often necessary for the Station Commander to use field personnel to man communications. Friction often developed between the Station Commander and the Team Leader when a Team member was called from the field by the Station Commander. Often the Station Commander felt that it was necessary to make decisions affecting the Team officers when no Area Commander was on duty. At times these decisions conflicted with the standing orders of the Area Commander. This sometimes created friction between the Area and Station Commanders.

"In order to resolve some of these conflicts which have developed, it was decided to have weekly meetings between the Area Commanders and the Station Commanders. During these meetings, each of the problems which has arisen was discussed and a solution, which met with the satisfaction of the majority, was reached. It was decided at these meetings that the Station Commander did have functional supervision over Team Officers in the absence of an on-duty Area Commander. This decision was made explicitly clear to all Team Leaders.

"In order to avoid the animosity created by a Station Commander calling in a Team member to work communications, officers were assigned from each shift to work communications for a one month period. Ample personnel were assigned so that it would no longer be necessary for the Station Commander to call officers in from the field."²⁹

29. Picco and Pitzer, *op. cit.*, pp. 12-14.

RESPONSIBILITIES OF SENIOR OFFICERS

Senior Officers

Each team will be assigned three Senior Officers, one assigned to each shift, who will be immediately subordinate to the Team Leaders. The Senior Officers' duties and responsibilities will consist of:

1. Within established parameters, will assist in certain supervisory functions as determined by the Team Leaders.
2. Will assume the necessary duties of the Team Leaders in Team Leader's absence.
3. As representative of their team, will establish community contacts, block captains and neighborhood watch systems in those areas conducive to such a project.
4. Scheduling and coordinating activities and meetings between their teams and the community.
5. Provide the Team Leader with more open communications regarding the activities, problems and morale of the team members.
6. Assisting Team Leaders in observing tactics and demeanor of patrol officers to determine team and individual training needs.
 - a. Assist in training programs.
7. Instructing officers regarding Department policies, principles and procedures.
8. Assist Team Leader in obtaining acceptance of the Team Policing Program and of new management techniques.
9. Assume such duties as may, from time to time, be assigned them by the Team Leaders.

Source: Community Oriented Team Policing: Implementation Plan, Third Edition, March 1976, p. 17.

FIGURE 17: RESPONSIBILITIES OF SENIOR OFFICERS

Early in the demonstration, team members complained that there was differential enforcement of regulations associated with haircuts, tardiness, care of equipment and lunch policy. Regulation enforcement varied from team to team and stemmed in part from area commanders' reluctance to correct or admonish officers from other areas. To solve the problem, area commanders began holding weekly meetings to air common problems and conflicts. Each meeting focused on one "problem of the week" and a uniform method was developed for handling the problem. Area commanders also agreed to exercise enforcement authority over officers from other areas. Area commanders also instituted a "supervisory file." For example if a team leader consistently fails to act on officer violations of department or team policy, the commander counsels the team leader and may place a memorandum in the supervisory file recording the supervisory irregularity.

Q. STYLE OF COMMAND UNCHANGED
(ELEMENT #17)

None of the Santa Ana planning documents cite the intent to minimize or eliminate the quasi-military style of command. There is no evidence of any activity in this direction.

Like most police departments, the Santa Ana department can be characterized as quasi-military. For example, there is relatively strong emphasis on uniformity of appearance and conduct. Further, Santa Ana has a history of seeking recruits among those with military backgrounds. There exists little informality between ranks—for example, the practice of "first naming" officers of different rank is infrequent. In relation to this general style of command, officials point out that there continues to be a strong emphasis on being held

responsible for assignments but there is also an increased line and supervisory involvement in decisions related to assignments.

R. CONTRIBUTION TO TEAM PART OF OFFICER PERFORMANCE RATING
(ELEMENT #19)

The Santa Ana proposal mentions that incentives should be tied to reductions in crime, not to arrest rates. The implementation plan is much more specific, stating that an officer's performance will be measured by the following standards:

- a. the individual's contribution to the team's goal-oriented programs (i.e., crime/traffic accident reduction, community involvement, etc.); and
- b. his achievement of team and personnel objectives.³⁰

In Division Orders 11 and 11a, issued October 1, 1975, the concept expressed above was operationalized. These orders conveyed a new supervisory rating form used to judge officers' performance in four areas, including "personal characteristics, interpersonal relationships, duty performance and team policing objectives." Each of the four areas was broken down into from four to twelve elements on which officers were to be rated on a five-point scale from "unacceptable" to "outstanding." Supervisors were to execute ratings on a quarterly basis. The rating elements associated with team policing appear below as Figure 18, and the two divisional orders dealing with incentives are attached as Appendix D.

Supervisors reviewed officers' performance annually with a view toward promotion, disciplinary action or salary adjustment. The performance review

30. Santa Ana Proposal, May 19, 1975, *op. cit.*, p. 29.

| IV. TEAM POLICING OBJECTIVES | 0 | 1 | 2 | 3 | 4 | 5 |
|--|---|---|---|---|---|---|
| • COMPLIES WITH GOALS OF THE TEAM | | | | | | |
| • CONTRIBUTES TO DECISION MAKING OF THE TEAM | | | | | | |
| • DEMONSTRATES ABILITY TO WORK AS A TEAM MEMBER | | | | | | |
| • CONTRIBUTES IDEAS FOR IMPROVING TEAM OPERATIONS | | | | | | |
| • STIMULATES INTERACTION AND CROSS TRAINING WITH TEAM MEMBERS | | | | | | |
| • READILY PARTICIPATES IN COMMUNITY INVOLVEMENT | | | | | | |
| • CONTRIBUTES TO POSITIVE ATTITUDES AND TEAM MORALE | | | | | | |
| • PURSUES POSITIVE COMMUNITY PARTICIPATION AND SUPPORT | | | | | | |
| • DEMONSTRATES ACCURATE JOB KNOWLEDGE | | | | | | |
| • DEMONSTRATES PUBLIC SPEAKING ABILITY | | | | | | |
| • IS ABLE TO IDENTIFY COMMUNITY PROBLEMS | | | | | | |
| • DEMONSTRATES OVERALL ABILITY AS AN EFFECTIVE TEAM MEMBER TO PUBLIC | | | | | | |
| COMMENTS: | | | | | | |
| | | | | | | |

FIGURE 18: SECTION OF THE SANTA ANA OFFICER EVALUATION FORM DEALING WITH TEAM POLICING-RELATED PERFORMANCE

was recorded on a city form--separate from the quarterly evaluation discussed above. The city form did not provide space for explicit comment on team policing performance. Nonetheless, supervisors used the quarterly forms as general input for the annual assessment.

Because the demonstration was preceded by numerous promotions, the opportunity to rise in rank during the demonstration was almost nonexistent: one senior officer was promoted to sergeant. While promotion to three of the five within-grade steps is based strictly on time served, performance was a factor in promotions to the top level within each grade. It is difficult to assess whether team policing-related performance was a strong factor in such promotions. As one sergeant said, "supervisors don't distinguish that

sharply between team policing performance and general performance; it is one of many factors and different supervisors weigh team policing type activities differently. But good performance as a team officer can be completely overshadowed by other things--for example, if a good team officer can't write reports, he won't get promoted until he corrects that problem."

Though not generally considered a part of team policing, an additional incentive compatible with the intent of the program was instituted on January 13, 1975 in department order #45. This order provided for a one percent increase in salary for those officers tested as fluent in Spanish, and provided for tuition support to prepare for the examination. Along with the acquisition of bilingual patrolmen, this provision illustrates the department's commitment to develop close police/community relations with Santa Ana's Spanish-speaking constituency.

Finally, officers who have functioned as "good team members" can qualify more readily for schooling to become either a training officer or a crime scene investigator.

S. OFFICERS HELP DEFINE TEAM OBJECTIVES (ELEMENT #18)

The Santa Ana task force plan, crime commission report, and proposal do not discuss participative management. The implementation plan refers to patrol officer contributions "to the decision process of the team," and to "establish[ing] goals for the team and themselves."³¹ It also proposes the use of Management-by-Objectives (MBO) and Management-by-Participation (MBP).

"MBP is based on the theory that the job will become rewarding when the

31. Community Oriented Team Policing: Implementation Plan, Third Edition, March 1976, p. 1.

employees take part in the planning and decision-making processes."³² Relying on the "Los Angeles Police Department Team Policing Guide," the Santa Ana plan outlines in a general way the process for implementing MBO-MBP, and presents a caveat.

"The benefits of MBP often take considerable time to manifest themselves. The Team 28 experiment (LAPD) determined that MBP requires a comprehensive training program, followed by application in selected situations, such as planning Team operations, to counteract crime problems. Many of the Team 28 officers felt they were too involved in the decision-making process and were uncomfortable. It is obvious that additional experimentation and research are required to establish a proper balance which would maximize the advantages of planning and working together as a team, and minimize the disadvantage of conducting everyday team activities by committee."³³

The MBO-MBP system was formally inaugurated when the area commanders went in the summer of 1975 to develop the first draft of the community oriented team policing implementation plan. As a part of this exercise and in conjunction with department policy, they set forth the following major goals.

"The team policing approach will:

- lower the crime rate by 10 percent,
- reduce the monetary loss to our citizens as a result of crime,
- decrease the probability that our citizens are going to be victims of violent crimes,
- increase our availability to render effective police services to the citizens of Santa Ana,
- . . . weed out the unworkable cases and thus streamline the investigative process, and
- provide a better clearance of workable cases."³⁴

The second step in the process occurred at the preimplementation team retreats, where the last day was devoted to defining team objectives and strategies. The team objectives were designed to support the overall

32. Ibid., p. 30.

33. Ibid., pp. 31-32.

34. "Community Oriented Team Policing Training Outline," used in pre-implementation training in the fall of 1975 (document undated), p. 1.

goals set earlier by the area commanders. Figure 19 presents examples of objectives defined by teams three and four at the end of October 1975. To illustrate the level of detail at which strategies were defined, we present below team four's strategy for meeting their objective to "reduce crime in District 4 by a minimum of 15 percent by January 1, 1977 as compared to January 1, 1976." Activities included the following:

- increase home inspections by the crime prevention unit;
- emphasize field interrogations;
- use specialized equipment (silent alarms, ear plugs for pack sets, unmarked cars, etc.);
- increase officer awareness of crime patterns in the area.
- engage in selective enforcement (e.g., pressure known offenders); and
- raise officer professionalism by rotating through investigations and contact with other agencies.³⁵

The original plan called for quarterly reporting on progress in achieving team objectives. However, after two cycles of reporting, considerable discontent arose over the process. Captain Thayer, former chief of field operations, felt the process entailed needless, wasteful paperwork, and encouraged a degree of editorial distortion which would not occur were progress to be reported in face-to-face meetings. Accordingly, the quarterly reporting requirement was dropped, and in its place Captain Thayer made periodic "internal checks" on progress and problems. Captain Thayer was generally supportive of MBO, but felt the paper process could "get in the way more than it helps."

Team meetings were scheduled with sufficient frequency to afford members a chance to participate in management decision making. Fifteen- to thirty-minute team meetings were held on alternate days after roll call, and informal watch meetings occurred often. The December 1975 patrol

35. Team four MBO forms completed during preimplementation training, October 1975.

MBO-MBP OBJECTIVES ESTABLISHED BY TEAMS THREE AND FOUR
OCTOBER 1975

Team 3

1. To establish a Community Watch Program and Coordinator in each of the nine reporting districts of District 3 between November 1, 1975 and December 31, 1975.
2. To develop contingency plans of action for policing of unusual occurrences by June 30, 1976. (Special emphasis on the Civic Center complex.)
3. To decrease the number of reported burglaries by 10 percent in District 3 from November 1, 1975 through November 1, 1976.

Team 4

1. To develop a fully operational Community Watch Program in District 4 by January 1, 1977.
2. To reduce crime in District 4 by a minimum of 15 percent by January 1, 1977 as compared to January 1, 1976.
3. To raise the professional level of each officer in Team 4 by January 1, 1977. (This particular objective will be evaluated on the present level of training and expertise of each individual and compared a year later after exposure to special assignments and other training available to the Santa Ana Police Department.)

Source: Evaluation Report--Community Oriented Team Policing, Area "B,"
November and December 1975, January 22, 1976, p.1.

FIGURE 19: MBO-MBP OBJECTIVES ESTABLISHED BY TEAMS THREE AND FOUR
IN OCTOBER 1975

officer survey indicates officers felt they exerted fairly substantial influence in their work environment. For example, when asked "How much influence do you have in planning what you will do?," 13 percent of the respondents answered "very large influence," 33 percent answered "large influence," and 41.2 percent answered "some influence" on the first wave of the survey. When asked "If you have a suggestion for improving the job or clarifying the set-up in some way, how easy is it for you to get a chance to give your ideas to the individuals involved?," 83.5 percent responded "fairly easy" or "easy." When asked "To what extent do you set objectives, goals and procedures for your job rather than following directions or established procedures?," almost 86 percent of the respondents characterized their participation as "very great" (10.3 percent), "great" (38.1 percent) or "some" (37.1 percent).

By April 1977, when the second wave of the survey was administered, officer opinions about participation in management decision making was less positive. For example, a reduction was observed for the percentage of officers characterized their participation in "setting objectives, goals and procedures for your job" as "very great," "great" or "some." The respondents in the "little" and "almost none" categories rose from 14 percent to 22 percent. (The question used to poll officers about participation in setting objectives and two waves of responses appear in Appendix F.)

T. INCREASED INTERACTION AND OPPORTUNITY FOR INFORMATION SHARING (ELEMENT #20)

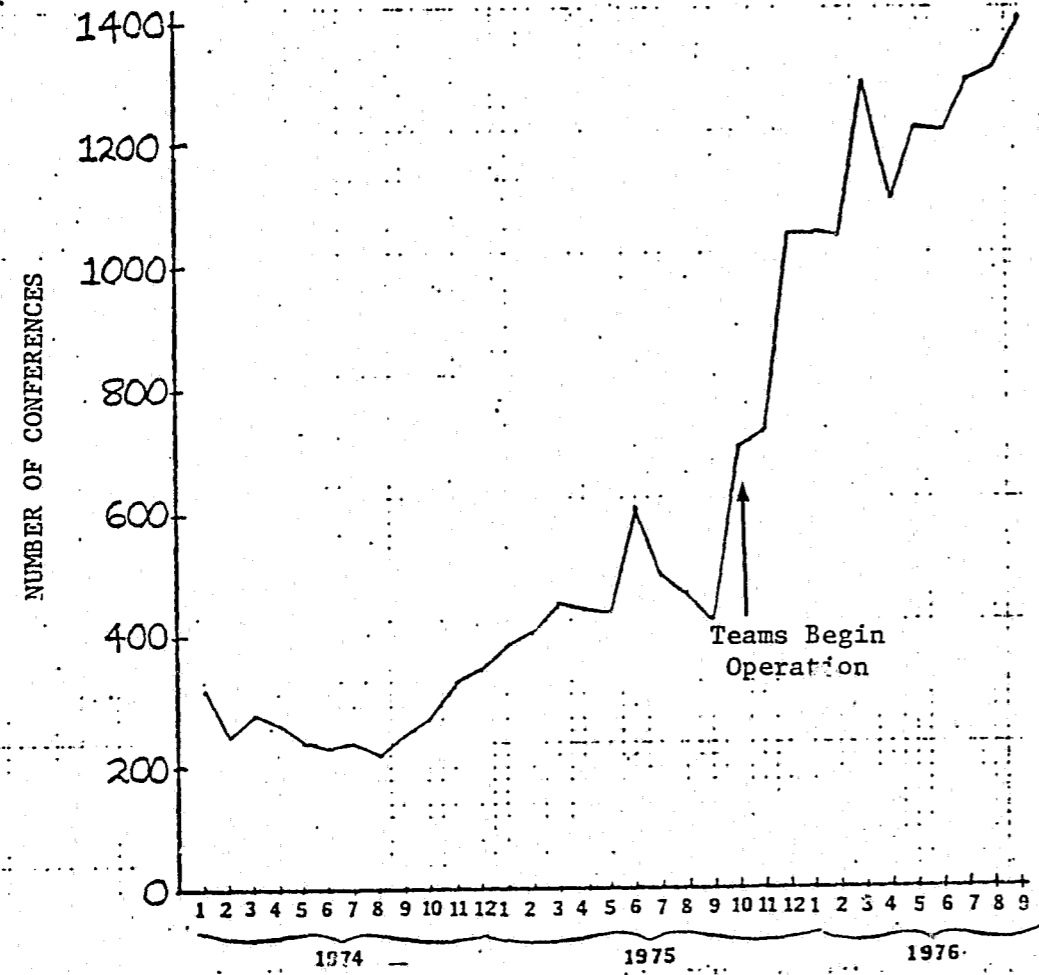
Santa Ana officials maintain that information and interaction among line officers increased under team policing. We do not dispute that conclusion, but we cannot verify it. The available information indicates

that there was, in fact, a marked increase in interaction and thus an increase in the opportunity to share information. Unfortunately, there is no way for us to confirm that these interactions involved the sharing of pertinent job-related information.

Although this element is not mentioned in earlier planning documentation, its importance is underlined in the Santa Ana implementation plan. Under team policing, "the sharing of information and working together to resolve specific problems will increase considerably because most team members will have daily contact with other officers on the team. Department experiments have also demonstrated there is greater motivation for officers to assist each other when the commitment to a specific territory is highly intensified."³⁶ The plan also specifies that team meetings will occur daily for a 15-minute period at the conclusion of roll call.

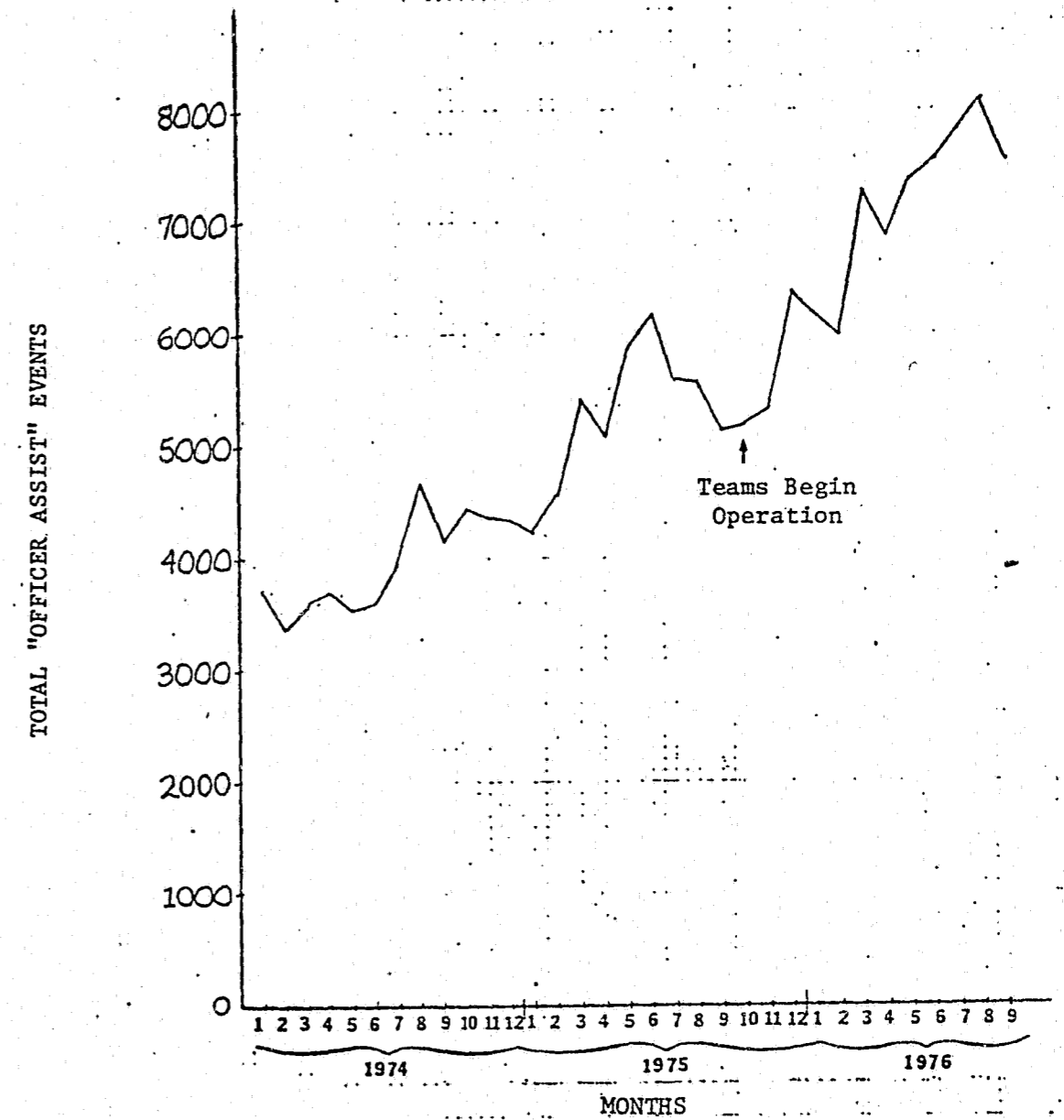
Available data indicate that the opportunity for information sharing and coordination did, in fact, increase under team policing. For example, the number of on-duty meetings between officers or "field conferences" rose under team policing, as Figure 20 suggests. The increase in conferences was not strictly a function of increased field personnel, as the average number of conferences per officer per shift also increased. Before team policing, an officer was involved in a conference about once every seven to twelve shifts. During team policing, conferences occurred about once every two to four shifts. Additional evidence implying an increased opportunity for information sharing is shown in Figure 21, which documents a marked increase in the number of "officer assist" events where a call is jointly handled by two or more responding units.

³⁶ Community Oriented Team Policing: Implementation Plan, Third Edition, March 1976, pp. 2-3.



Source: Officer Daily Activity Data

FIGURE 20: NUMBER OF CONFERENCES--JANUARY 1974 TO AUGUST 1976



Source: Officer Daily Activity Data

FIGURE 21: TOTAL "OFFICER ASSIST" EVENTS--JANUARY 1974 TO AUGUST 1976

Responses to the first wave of the patrol officer survey indicated initial confidence in team policing. Almost 97 percent of patrol officers agreed to some extent³⁷ with the statement that "under the neighborhood team policing program, officers will be provided with more accurate and timely information about area problems and criminal justice activity." By the time of the second survey, almost 87 percent agreed to some extent with the statement. The overall distribution of responses shows a statistically significant change and implies that officers are not as confident about this program benefit as they were at the start of team policing. (The detailed results appear in Appendix F.)

Finally, the two major Santa Ana source documents citing difficulties associated with team policing--the minutes of the 1976 Team Policing Workshop and the March 1977 Santa Ana Team Policing Report--do not cite interaction and information sharing as a problem under team policing.

37. Includes "strongly agree," "agree," "agree somewhat."

IV. OUTCOMES

In the review of the team policing theory, The Urban Institute identified eleven beneficial outcomes expected to result from implementing team policing. These eleven outcomes are listed in Table 12 along with three locally proposed objectives. The locally proposed elements are numbered 12, 13, and 14 in Table 12.

The SAPD planned and implemented a massive campaign to improve police/community relations. The findings from a survey of citizens were suggested as the principal means for identifying the effects of the campaign, but attendance at community watch meetings and the results of the department block captain recruitment effort were also expected to signal impact.

Two waves of the citizen survey indicated no statistically significant improvements in citizen perception of police. Meeting attendance during the demonstration which included those who may have attended more than one meeting totaled 21,255 which represents approximately 12 percent of the city's population. Additionally, about 600 block captains were recruited. Officer survey results indicated the general opinion that, in fact, police/community working relations improved during the demonstration.

The main intention of the Santa Ana program was to reduce crime. The SAPD claims a dramatic crime reduction as a result of team policing and the new personnel added to the department under the auspices of the crime abatement program. The decreased crime rates sustained during part of the demonstration are not entirely attributable to recent SAPD efforts.

TABLE 12: SUMMARY OF SANTA ANA POLICE DEPARTMENT EXPERIENCE WITH OUTCOME CHANGES

| Outcome Change in Federal Team Policing Model | Was Element Stated As a Local Objective | What Were The Types Of Measures For The Change Used In The Local Objective | Considering the Number, Timing and Magnitude Of The Implementation Changes, Is A Significant Outcome Change Plausible? | What Data Were Collected To Measure Change? | Do The Data Indicate A Change? What Direction? |
|--|---|---|--|--|---|
| 1 Improve Police/Community Relations | Yes | Survey of Citizen Attitudes Toward Police, Attendance at Community Watch Meetings, Number of Block Captains | Yes | The Urban Institute's Patrol and Citizen Surveys. Two waves each. | Some Improvement Evidenced |
| 2 Increase Officer Job Satisfaction | Yes | Survey of Officers | Yes | Officer Opinions | Yes, Job Satisfaction Decreased Somewhat, But Still High |
| 3 Increase Productivity | No | Not Applicable | Not Applicable | Not Applicable | Not Applicable |
| 4 Increase Flow of Crime-Related Information to Police and Increase Reporting Rate of Crime | Strongly Implied | Reported Crime Rates | Yes | Reported crime rates. The Urban Institute's citizen/patrol survey findings | Some Increase Evidenced |
| 5 Increase Quality and Quantity of Investigations, Increase Number of Criminals Apprehended and Prosecuted | Inferred | Number of Arrests | Yes | UCR arrest data local court liaison officer case presentation data | Yes, increased arrests and prosecutions |
| 6 Improve Police Service | No | Not Applicable | Not Applicable | Not Applicable | Not Applicable |
| 7 Improve Crime Prevention and Control | No | Not Applicable | Not Applicable | Not Applicable | Not Applicable |
| 8 More Effective Law Enforcement | No | Not Applicable | Not Applicable | Not Applicable | Not Applicable |
| 9 Decrease Crime Rates | Yes | UCR Crime Statistics | Yes | UCR Crime Statistics | Yes, Crime Decreased, Cannot Be Attributed to Team Policing |
| 10 Decrease Citizen Fear | Yes | Citizens' Feeling of Fear | Yes | The Urban Institute Citizen Survey | Yes, fear decreased |
| 11 Improve Community Services | No | Not Applicable | Not Applicable | Not Applicable | Not Applicable |
| 12 Reduce Traffic Fatalities and Accidents | Yes | Number of Traffic Deaths | Yes | Number of Traffic Warnings, Citations, Accidents and Fatalities | No Change |
| 13 Reduce Monetary Loss To Citizens As A Result of Crime | Yes | Dollar Value of Stolen Property | Yes | Dollar Value Stolen and Recovered Property | Yes, Recovered More Stolen Property |
| 14 Attract New Businesses and Families to Santa Ana | Yes | None Suggested | No | Not Applicable | Not Applicable |

The officers' satisfaction with their job declined during the team policing demonstration. It was very high at the start of the program so officials expected some decline. The timing of promotions, reassignments and the influx of new, mostly experienced officers probably caused job satisfaction to peak near the start of the demonstration program. The major reasons for the down-turn were growing disenchantment with:

- promotion opportunities;
- the level of freedom exercised by line officers in decision making;
- top management concern for the problems of line officers;
- line officers' opportunities to learn new things; and,
- working hours.

An increase in the flow of crime-related information to the police was expected as part of team policing and specifically as a byproduct of the campaign to improve citizen support for police. According to two waves of the citizen survey there were no statistically significant, improvement in the community's predisposition to be helpful in supplying information to police. A majority of patrol officers thought that team policing improved citizen cooperation and that members of the community would share information with police.

While the number of arrests for UCR Part I offenses declined 9 percent during the first year of team policing, the number of arrests for Part II offenses increased by 23 percent for the same period. The overall effect was a net increase in arrests. One result of the increased arrest effort was an increased number of cases presented to the local prosecutor and a modest, almost 5 percent, improvement in the rate of cases accepted for prosecution.

As indicated by citizens perceptions about the safety of their belongings, fear of crime was reduced during the first year of team policing. It was expected that the implementation and the general reorientation and expansion of the department would bring about the change, but it may have been

Santa Ana's early announcement that crime was down that did most to lessen perceptions of fear.

The SAPD did not choose to focus on the following outcomes associated with the federal intervention: increased productivity, improved crime prevention, improved police service or improved community service. However, it was expected that the program would reduce traffic fatalities and accidents, reduce monetary loss to citizens resulting from crime, and help attract new families and new businesses to Santa Ana.

Although there was a substantial increase in the number of verbal and written traffic warnings and an increase in the number of citations, there was no decrease in the number of traffic accidents. Since there was a small decrease in traffic fatalities, but without a corollary decrease in accidents or a more substantial decrease in fatalities, it does not appear that a lasting change in the level of traffic fatalities resulted from team policing.

The SAPD improved the recovery and return of stolen property, thus reducing monetary loss to citizens as a result of crime. The improvement was most likely linked to increased arrests which are a prime source for property recovery.

Although the rate of residential and commercial growth in Santa Ana rose during the team policing demonstration, the effort of the SAPD to reduce crime was only one of many factors that brought about the change. Police officials cite the improved environment and relocation of businesses in the city's old downtown section as the most tangible example of team policing's general effect on the city's growth pattern.

A. POLICE/COMMUNITY RELATIONS REMAIN STEADY
(OUTCOME #1)

Improved police/community relations is cited in all the Santa Ana planning documents as one of the major aims of team policing. It is stressed as one crucial linkage in the reduction of crime and used as a major justification for increasing the strength of the patrol force. Santa Ana mounted an intensive effort in this area. Major components included a public relations campaign, an intensive community watch program and an increased emphasis on officer contacts with citizens.

Evidence from two waves of the citizens survey administered January 9 to 12, 1976 and January 31 to February 5, 1977 indicates little improvement in citizen perception of police; the changes are not statistically significant at the .05 level with a chi-square test for any of the nine questions on the survey most germane to this issue. Table 13 summarizes the questions and responses for both waves of the survey.

In terms of recognition, citizens show insignificant changes in recognition of officers working in their neighborhood and believe there was some increase in officer recognition of residents.

Mutual respect between citizens and police appears to have increased only slightly and most residents on both surveys felt it unlikely that police would be harassed by citizens. For example, on the first survey, 35 percent of respondents said residents viewed police as "outsiders pushing them around"; by February 1977, this figure was reduced to 23 percent.

To some extent, it was surprising to find no statistically significant change in resident perception of police/community relations, as Santa Ana mounted the most ambitious program among the demonstration cities. The finding suggests, simply, that it is hard to create measurable changes in public opinion about city services.

TABLE 13: SELECTED CITIZEN OPINIONS--POLICE/COMMUNITY RELATIONS

| Question | Wave | N | Categories and Response (%) | | | | |
|---|------|-----|-----------------------------|------------------------|-----------------------|-------------------|------------|
| | | | Most | Some | Few | None | Don't Know |
| In general, would you say you recognize most, some, a few or none of the police working in your neighborhood? | One | 100 | 10 | 9 | 10 | 68 | 3 |
| | Two | 100 | 10 | 12 | 11 | 68 | 0 |
| In your opinion do police officers working in your neighborhood recognize most, some, a few or none of the people who live there? | One | 100 | 11 | 16 | 24 | 21 | 28 |
| | Two | 100 | 12 | 25 | 20 | 14 | 29 |
| To the best of your knowledge, is this type of program (police assigned to small areas) in operation in your neighborhood? | | | | <u>Yes</u> | <u>No</u> | <u>Don't Know</u> | |
| | One | 99 | | 21 | 52 | 26 | |
| Two | 99 | | | 29 | 55 | 15 | |
| How much respect do you think residents in your neighborhood have for police officers--a great deal of respect, some respect, or not much respect? | | | <u>A Great Deal</u> | <u>Some</u> | <u>Not Much</u> | <u>Don't Know</u> | |
| | One | 100 | 42 | 45 | 9 | 4 | |
| Two | 100 | 47 | 45 | 4 | 4 | | |
| In general, how much respect to you think police in your neighborhood have for people like yourself--a great deal of respect, some respect or not much respect? | One | 99 | 47 | 43 | 5 | 4 | |
| | Two | 100 | 59 | 29 | 7 | 5 | |
| How likely do you think it is that a police officer would be harassed by residents in your neighborhood--very likely, somewhat likely or not too likely? | | | <u>Very Likely</u> | <u>Somewhat Likely</u> | <u>Not Too Likely</u> | <u>Don't Know</u> | |
| | One | 100 | 6 | 11 | 78 | 5 | |
| Two | 100 | 7 | 8 | 82 | 3 | | |
| To what extent do you think residents in your neighborhood view police as outsiders pushing them around--to a great extent, to some extent, or not at all? | | | <u>Great Extent</u> | <u>Some Extent</u> | <u>Not At All</u> | <u>Don't Know</u> | |
| | One | 100 | 2 | 33 | 54 | 11 | |
| Two | 100 | 1 | 22 | 65 | 12 | | |
| Do you think this program has improved relations between the police and the people who live there? [this question . . .] | | | | <u>Yes</u> | <u>No</u> | <u>Don't Know</u> | |
| | One | 18 | | 14 | 1 | 3 | |
| Two | 29 | | | 26 | 1 | 2 | |
| Have you talked informally with any police officer in your neighborhood during the past month or so? | | | | <u>Yes</u> | <u>No</u> | | |
| | One | 99 | | 18 | 81 | | |
| Two | 99 | | | 15 | 84 | | |

Table 14 illustrates the findings germane to police/community relations drawn from two waves of the patrol officer survey. The statistically significance of changes between Wave 1 and Wave 2 are indicated in the left column. The responses to the first two questions listed on the table show that after experience with team policing SAPD officers rate the job they do working with the community and their ability to recognize people who live in the team neighborhoods more favorably. The responses to the third question show that when the program started over eight percent of the officers believed that citizens would have more influence under team policing, this opinion did not change after sixteen months of experience with the program.

Answers to the fourth question indicated that over 80 percent of the officers responding to both waves agreed that top management is concerned about neighborhood problems. The fifth question and responses show that between 20 and 25 percent of the officers polled on the two waves think it is likely that police officers would abuse or harass people in the team neighborhoods.

Additionally, the survey contained three questions that form an index that measures the perceived level of citizen hostility to police. An unexpected finding was that the police perceptions tended to polarize during the demonstration. On the second wave of the survey, officers expressed somewhat stronger pro or con opinions. However, the shift was relatively evenly distributed between the polar positions and was not quite statistically significant.

TABLE 14: SELECTED PATROL OFFICER OPINIONS--POLICE/COMMUNITY RELATIONS

| Questions | Wave | N | Categories and Responses (%) | | | | | | | Statistical Significance |
|---|------|----|------------------------------|------------------------|-----------------------|-----------------|--------------------------|--------------------------|------------------|--------------------------|
| | | | <u>Very Poor</u> | <u>Poor</u> | <u>Somewhat Poor</u> | <u>Average</u> | <u>Somewhat Good</u> | <u>Good</u> | <u>Very Good</u> | |
| How good a job of working constructively with the community would you say your unit is doing now? | One | 97 | 0 | 1 | 5 | 13 | 33 | 40 | 7 | 0.05 |
| | Two | 96 | 0 | 0 | 0 | 13 | 23 | 48 | 16 | |
| In your opinion, do police officers in the neighborhood in which you work recognize most, some, only a few, or none of the people who live there? | One | 97 | | Most | Some | Only a Few | None | | | 0.05 |
| | Two | 96 | 5 | 27 | 55 | 56 | 39 | 17 | 1 | |
| Citizens have more influence on police programs under neighborhood team policing. | One | 97 | <u>Strongly Agree</u> | <u>Agree</u> | <u>Somewhat Agree</u> | <u>Disagree</u> | <u>Somewhat Disagree</u> | <u>Strongly Disagree</u> | | N.S. |
| | Two | 96 | 5 | 38 | 40 | 14 | 2 | 0 | 0 | |
| Top management is really concerned about the different problems of each neighborhood in this city or county. | One | 97 | 12 | 34 | 39 | 8 | 5 | 1 | | N.S. |
| | Two | 96 | 13 | 30 | 40 | 7 | 11 | 0 | | |
| How likely do you think it is that police officers would abuse or harass people in the neighborhood in which you work? | One | 97 | <u>Very Likely</u> | <u>Somewhat Likely</u> | <u>Not Too Likely</u> | | | | | N.S. |
| | Two | 96 | 4 | 38 | 18 | 15 | 78 | 76 | | |

N.S. = not significant

B. CRIME DECREASE
(OUTCOME #9)

During the demonstration, the crime rate in Santa Ana continued a general decline that started months before the implementation of team policing. The implementation was accompanied by further decline for some months until July 1976 when the reported crime rate began to rise. By March 1977, near the end of the demonstration, the crime rate had rebounded almost to the level recorded at the start of the program. Thus, there is no evidence as yet that team policing has caused a lasting decrease in the rate of crime in Santa Ana.

In March 1977, Santa Ana published a crime impact report documenting the results of the first year of team policing. According to the report:

"The results have been dramatic. In its first full year of operation, we have not only reversed the trend of constantly increasing numbers of major crimes, but have successfully reduced them by 18.03%."¹

Between 1975 and 1976, the following specific decreases were noted:²

- 23.09 percent decrease in burglary;
- 21.03 percent decrease in auto theft;
- 19.13 percent decrease in robbery;
- 5.21 percent decrease in theft over \$50.00;
- 22.00 percent decrease in theft under \$50.00; and
- 47.15 percent decrease in rape.

According to the report, "a major factor in the success of the program [has been] the degree of cooperation and commitment which has been displayed by the fine citizens of our city." Chief Davis used the report as a vehicle to "congratulate the members of the city council, the members of the citizens

1. 1976 Crime Impact Report, City of Santa Ana, California, "Community Oriented Police" (undated), p. 2.

2. *Ibid.*, pp. 11, 13, 15, 17, 21.

crime prevention commission and especially the involved citizens of our community and members of the Santa Ana Police Department for their efforts in making C.O.P. the success that it is"³ and to communicate findings about the program to other interested departments.

Several lines of analysis are available for examining the probability that the decrease in crime in Santa Ana was caused by team policing and not by other factors. Examination of control and comparison groups can represent an extremely useful approach. Under ideal circumstances, one could compare changes in crime within two similar sectors of Santa Ana itself; one where team policing was implemented, the second where it wasn't. Or, one might compare crime changes in cities where a uniform variant of team policing was introduced with control cities, chosen for similarity in size and other socioeconomic variables.

Since Santa Ana adopted team policing citywide and since substantially different variants of team policing were adopted by the other demonstration sites, we compared Santa Ana's crime trends with those of all other American cities of similar size. If Santa Ana crime rate trends parallel those of a large number of other cities, this finding weakens the argument that team policing influenced crime rates in Santa Ana.

The second line of investigation is a time series analysis. Using this method, one would examine fluctuations in crime rates over an extended period of time in Santa Ana. If one can identify past changes in the rate of crime, similar in magnitude and duration to that experienced under team policing, and if those earlier fluctuations cannot be easily attributed to some major departmental effort, this finding would tend to weaken the argument that team policing caused the change. The more plausible explanation would be that the observed change was a continuation of uncontrolled or natural fluctuations in patterns of crime.

3. *Ibid.*, p. 2.

Finally, a necessary (although not a sufficient condition) for assigning attribution, is the presence of a departmental effort of sufficient magnitude and duration which can be logically linked to the outcome--reduction in crime. If it could be demonstrated that team policing did not entail a substantial change over predemonstration police operations, the Santa Ana department and the team policing program cannot be credited with success in reducing crime.

Briefly summarized, our findings from these three lines of analysis are as follows:

- The change in operations--particularly the increased patrol strength--was of sufficient magnitude and duration to make plausible the argument that team policing influenced the decline in rates of crime.
- Comparison of crime trends with those of other cities showed that something distinctly unusual was happening in Santa Ana. Only 3 of 101 cities (with populations between 100,000 and 250,000) experienced a similar or greater decrease in crime between 1975 and 1976.
- Since 1971, Santa Ana has experienced three other major drops in the crime rate which parallel or exceed the change in question. In addition, the decrease in crime under team policing appears to be part of a longer term decline dating from the fall of 1974.
- The net figures (the ones used in Santa Ana's crime impact report) do not reflect the fact that the decline in crime rate under team policing was a transient five-month phenomena at the beginning of the demonstration. Beginning in June 1976, crime began rising again and by January 1977, the crime rate reached the same level experienced during the second month of the demonstration.

This collection of evidence places evaluators in a quandary. On the one hand, we know that Santa Ana's experience was very atypical. The question arises whether the unusual net decline in crime between 1975 and 1976 stemmed from team policing or, rather, stemmed from a complex of factors unrelated to enforcement activity which drive periodic fluctuations in the crime rate.

The problem in Santa Ana is that available evidence supports both views. The department made strenuous efforts whose logical result would be a decline in crime. On the other hand, similar dips in crime have occurred between 1971 and 1975 without major departmental initiatives.⁴ Further, the dip in crime rates under team policing appears to be part of a long-term decline which began in the fall of 1974. If team policing prompted or contributed to the decline in the first half of 1976, its decreasing effects were temporary. It is possible that the increased patrol presence, field interrogation activity and the media campaign caused a temporary deterrent or displacement effect which wore off as criminals adjusted to "the new rules of the game." Below we review the lines of analysis which contribute to the attribution argument.

Team policing represented a substantial change over predemonstration operations. Perhaps most crucial was the fact that the department experienced a net gain of 58 patrol officers between July 1975 and July 1976, a 35 percent increase in patrol strength. Increased strength is reflected in more intense arrest activity. Between 1975 and 1976, arrests for Part I and Part II crime increased from 12,599 to 15,614, a 19.31 percent increase,⁵ and field investigations increased dramatically. During this same period, 15,770 citizens attended community watch meetings. Over 600 block captains were recruited. The visibility of police was enhanced through marked increase in foot patrol, and the proportion of follow-up investigations was increased. Given the general increase in manpower and activity, it is quite plausible to expect some direct or indirect influence on crime rates, be it through deterrence, target hardening, warehousing or displacement.

4. Officials report that a dip in late 1971 and early 1972 may have reflected a conscious effort to manipulate the incidence of reported crime in order to achieve a higher clearance rate.

5. Ibid., p. 25.

Figure 22 shows that Santa Ana experienced a 5 percent increase in Part I crime between 1974 and 1975. Santa Ana's experience was roughly typical of cities of similar size. While 55 cities experienced a larger increase, 24 cities experienced no change or a decrease, and 20 other cities experienced an increase parallel to that in Santa Ana. However, as Figure 23 shows, Santa Ana's experience between 1975 and 1976 became very atypical. While 61 cities experienced an increase in crime, and crime rates remained stable in 17 others, Santa Ana experienced almost a 20 percent decrease in Part I crime. (Appendix E presents a series of figures which show the percent change in crime from 1974-1975 and from 1975-1976 by type of Part I crime.)

Figure 24 shows the number of Part I crimes recorded from 1971 through early 1977 in Santa Ana. The major peak in December of 1973 may be a statistical artifact, explained by increased emphasis on accurate crime reporting by field officers. The chart reveals three major dips in the crime rate prior to team policing.

- Between October 1971 and January 1972, the number of Part I crimes dropped from 1,248 to 836, a decrease of 33 percent.
- Between October 1974 and November 1974, the number of Part I crimes dropped from 1,858 to 1,537, a decrease of 17.3 percent.
- Between January and June of 1975, the number of Part I crimes dropped from 1,668 to 1,335, a decrease of 20 percent.

None of these dips appear to be associated with major departmental initiatives.

Under team policing, between December 1975 and May 1976, the number of Part I crimes decreased from 1,477 to 1,049, a decrease of 29 percent. However, between May 1976 and January 1977, the number of Part I crimes increased from 1,049 to 1,481, an increase of 29.8 percent. As Figure 24 illustrates, the dip under team policing appears to be part of a longer term decline in crime rates beginning in October 1974 and (apparently) ending in June of 1976. Figure 25 which illustrates the number of Part I crimes per 1,000 population illustrates this decline more clearly.

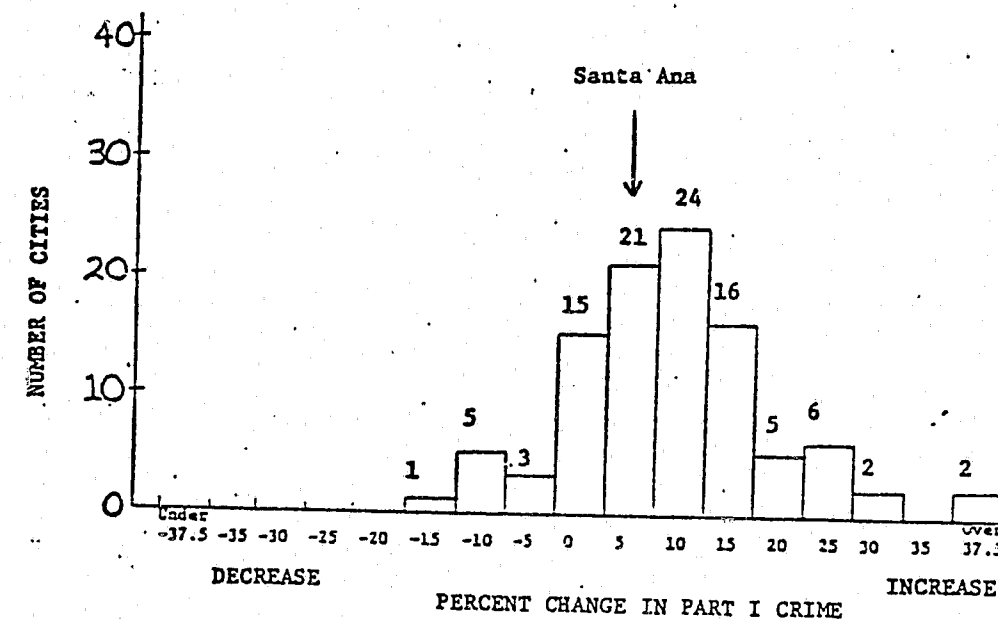


FIGURE 22: SANTA ANA COMPARED TO 99 OTHER CITIES WITH POPULATIONS OF 100,000 TO 250,000--PERCENT CHANGE IN PART I CRIMES FOR 1974-1975

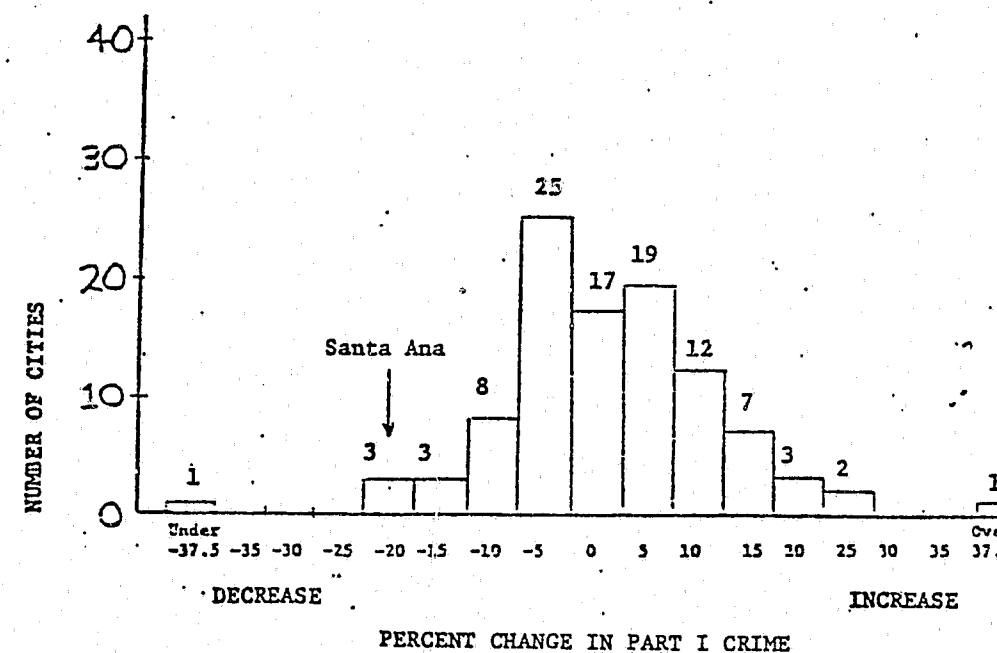
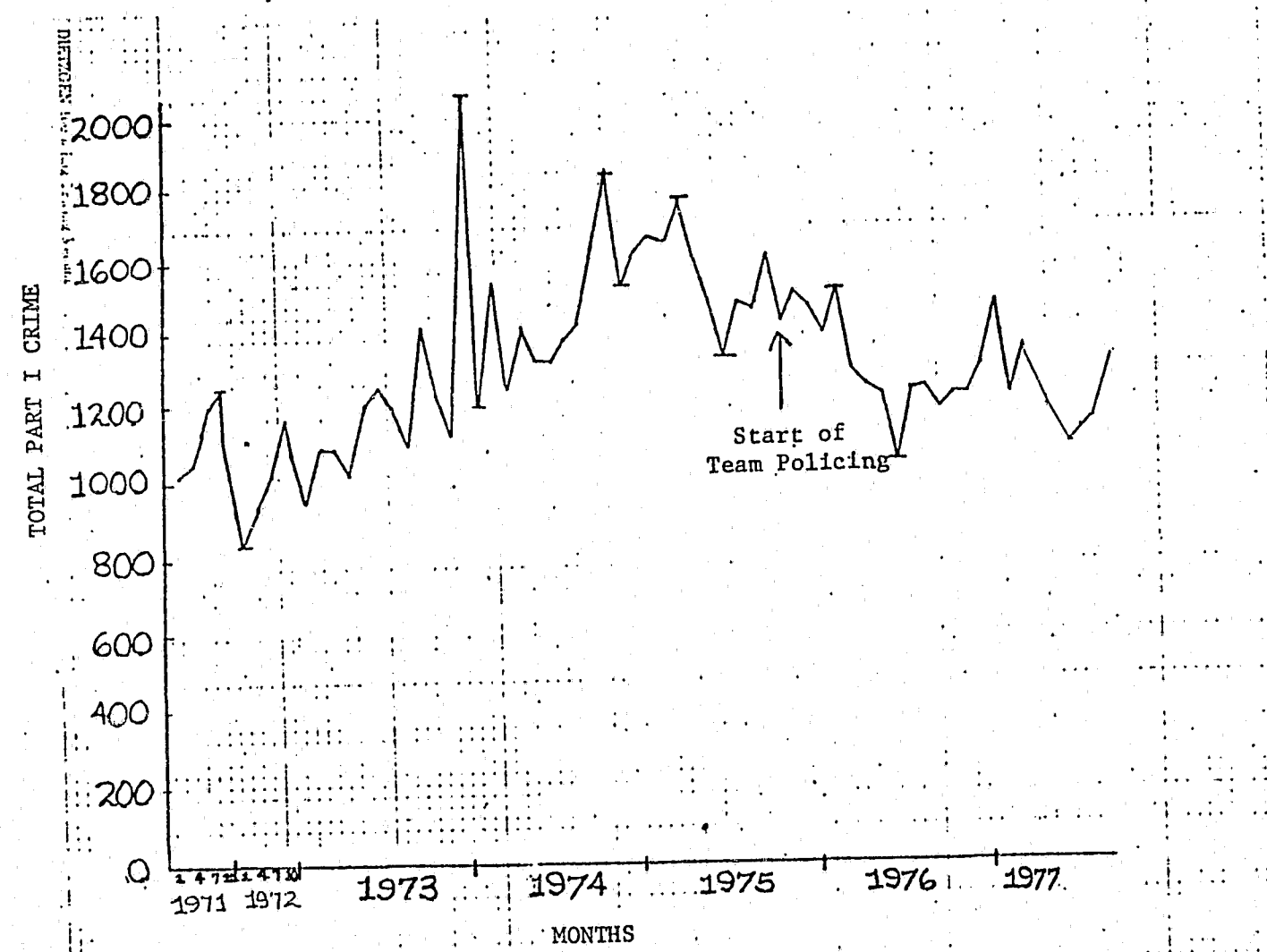


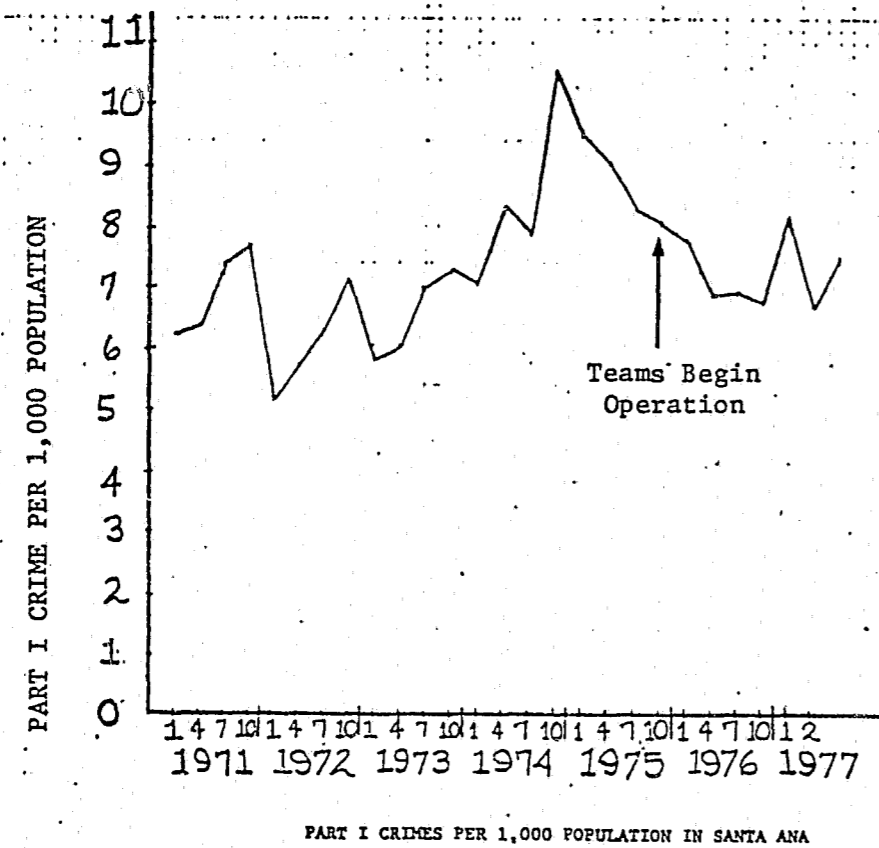
FIGURE 23: SANTA ANA COMPARED TO OTHER CITIES WITH POPULATIONS OF 100,000 TO 250,000--PERCENT CHANGE IN PART I CRIME FOR 1975-1976 (FIRST NINE MONTHS ONLY)

Source: "Crime in the United States, Uniform Crime Reports," Federal Bureau of Investigation 1974 and 1975, and "Crime in the United States, Uniform Crime Reports," Federal Bureau of Investigation, 1975 and Uniform Crime Reports Release (January-September, 1976) Issued by Clarence M. Kelley, Director, FBI, and dated December 21, 1976.



Source: Monthly Statistical Report, Crime and Arrest Information, SAPD

FIGURE 24: TOTAL PART I CRIME



Source: Monthly Statistical Report, Crime and Arrest Information, SAPD

FIGURE 25: PART I CRIME PER 1,000 POPULATION IN SANTA ANA

C. JOB SATISFACTION PEAKS AT START OF TEAM POLICING (OUTCOME #2)

Job satisfaction declined over the course of the first sixteen months of team policing, but it was uncharacteristically high at the start of the demonstration so SAPD officials expected some decline. The expectation of increased officer job satisfaction was not explicitly expressed in the task force planning paper, the crime commission report or the proposal to LEAA, but it was clearly implied by statements in the implementation plan and conveyed in discussions with department officials. According to the introductory section of the implementation plan:

"The strongest attribute of team policing, as it will be applied in Santa Ana, is that greater trust will be placed upon the intelligence and ingenuity of the working police officers who comprise the team. All team members will be involved and encouraged to contribute their own ideas for improving team operation. They will play major roles in building their teams"⁶

When team policing started, morale and job satisfaction were very high because of the department's recent rapid growth. During the preceding months most veteran patrol officers experienced some tangible benefit such as a promotion to sergeant, appointment as senior officer or corporal, a more preferable duty assignment such as crime scene investigator (CSI), or simply increased seniority. The new officers hired to expand the field complement also had reason to have a very positive attitude because most experienced a pay increase by coming to Santa Ana. As a team one senior officer reported about a typical new officer who transferred from a rural California county, "He almost doubled his salary by coming here and, of course, he is very happy."

6. "Community-Oriented Team Policing Implementation Plan," undated, p. 2.

The first wave of The Urban Institute's patrol officer survey reflects the generally positive attitude SAPD patrol officers felt about their job. For example, when asked, "Which of these statements best tells how you feel about your job?," almost 90 percent professed to be either "completely satisfied" or "well satisfied." However, by the end of the demonstration period, the number of officers that offered either of these responses was down to about 65 percent, a significant decrease. (The detailed responses to this question are included in Appendix F.) What happened? Specifically, what led to a 25 percent decrease in job satisfaction during the first sixteen months of team policing operation?

The survey findings show a statistically significant reduction in job satisfaction in four different ways:

- Intrinsic work satisfaction as measured by "happiness in my work," "liking for the work," "interesting work," "opportunity to learn" and "sense of accomplishment" declined during the demonstration period.
- Extrinsic work satisfaction as measured by "chances of getting ahead on the job," "friends' opinion about the police agency," "satisfaction with progress," "pay compared to other places," "chances of going as high as I want," "advancement compared to friends," "advancement on the basis of ability," and "pay compared with the pay of my friends" declined during the demonstration period.
- Work satisfaction as measured by an 18-item index including characterizations like "fascinating," "boring," "active," "frustrating," etc., declined during the demonstration period.
- Overall satisfaction as measured by an 18-item index including questions like "would your life seem empty without your work?," "Do you think you selected the wrong occupation?," "Would you always like to remain in police work?," etc., declined during the demonstration period.

The survey findings point to five significant reasons why job satisfaction declined.

- Promotion satisfaction as measured by a nine-item index including "good opportunity for advancement," "promotions on ability," "infrequent promotions," etc., declined during the demonstration period.

- Job freedom as measured by "freedom to make decisions," "freedom to use my own judgment," "ability to plan ahead," and "freedom to express my opinions to my superior" declined during the demonstration period.
- Officer perceptions about the level of top management concern about the problems of the line police officer declined during the demonstration.
- Officer perceptions about the opportunity to "learn new things" declined during the demonstration.
- Officer perceptions about the opportunity to "have good hours" declined during the demonstration.

D. OFFICERS BELIEVE CITIZENS OFFERING MORE CRIME-RELATED INFORMATION (OUTCOME #4)

Throughout the Santa Ana planning documentation runs the theme that improved police/community relations is a prerequisite for crime reduction. For example, the implementation plan states that "without citizen involvement, our Police Department will be hard pressed to curb the crime rate . . ."6 Further, the crime commission report states that "The extent to which crime and traffic injuries or deaths can be reduced is directly related to the effectiveness of the officers in making the people of their district a part of their team . . ."7 The implication, rarely explicitly stated, is that long-term crime reduction depends upon improved citizen reporting, cooperation in investigative efforts, etc.

Only in one section of the crime commission report could we find part of the specific strategy articulated. "The increased communications with citizens and more available time for patrolman's outside activity will initially increase the number of reported crimes. . . ."8

6. Citizens Crime Prevention Commission Report, February 1975, Santa Ana, California, p. 42.

7. Community Oriented Team Policing: Implementation Plan, Third Edition, March 1976, p. 2.

8. Ibid., p. 51.

Santa Ana initiated three broad classes of effort which could plausibly increase the flow of information from the community. These activities include the public relations campaign, the community watch program and the stepped-up PR contact efforts made by patrol officers.

A comparison of two waves of the citizens survey reveals no statistically significant change (at the 0.05 level) in attitude of helpfulness in supplying information to the police. For example, the proportion of citizens who felt "residents in your neighborhood would usually . . . help police identify criminals" increased from 49 percent to 58 percent. Similarly, the proportion of citizens who thought "residents in your neighborhood would usually . . . report crimes they observe to the police" increased from 65 percent to 74 percent. There was no substantial change in respondents' estimates of the probability that residents would give their name and appear in court as witnesses to a crime. Beyond the survey data, there is some evidence of an increase in the number of "[crimes] in progress" calls made to the police as the demonstration proceeded.

As evidenced by a statistically significant change (0.05) in the responses from two waves of the patrol officer survey, citizen cooperation with the police improved during team policing. An index which includes four questions listed on Table 15 was used to measure citizen cooperation. In addition, two other statements, one about "the police team program's [ability to] increase the degree of community support and involvement" and another about the usefulness of "meeting with citizens [to provide] increased information to improve police effectiveness" were strongly supported by officer responses on each wave of the survey. On average, over 90 percent of the respondents agreed with these statements but there was no statistically significant change between December 1975 and April 1977. In sum, officers feel that team policing improved citizen cooperation and the likelihood that citizens will provide information to police.

TABLE 15: CITIZEN COOPERATION INDEX QUESTIONS AND RESPONSES

| Citizen Cooperation Scale Questions | Officer Perception of Degree of Citizen Cooperation | | | | | |
|--|---|----|----|----|----|-------|
| <p>If a group of juveniles and children were causing trouble or were about to break the law in the neighborhood in which you work, would people usually, occasionally, or seldom try to solve the problem by themselves?</p> | RESPONSES (%) | | | | | Total |
| | December 1975 N = 97 | 16 | 11 | 33 | 17 | 24 |
| <p>If asked by the police to give their name and appear in court as witnesses to a crime, do you think residents in the neighborhood in which you work would usually, occasionally or only seldom do so?</p> | | | | | | |
| | April 1977 N = 97 | 30 | 19 | 22 | 16 | 13 |
| <p>HIGH <-----> LOW</p> <p>CITIZEN COOPERATION INDEX</p> | | | | | | |
| <p>Would residents in the neighborhood in which you work usually, occasionally or seldom help police identify criminals?</p> <p>From your viewpoint, would residents in the neighborhood in which you work usually, occasionally or seldom report crimes they observe to the police?</p> | | | | | | |
| <p>Source: The Urban Institute Patrol Officer Survey</p> | | | | | | |

E. MORE ARRESTS AND PROSECUTIONS
(OUTCOME #5)

The rate of SAPD arrests increased from 1975 to 1976. The upturn was driven largely by a marked increase in Part II arrests which offset a modest decline in Part I arrests. The clearance by arrest rate for Part I crimes, however, remained stable and did not increase according to departmental expectations. Both the number of cases presented for prosecution and the acceptance rate increased during the demonstration year.

The task force plan, crime commission report and implementation plan do not mention this outcome directly. However, the departmental level MBO statement lists "providing a better clearance of workable cases" as one of the five major goals, and Santa Ana does report on its arrest record in the crime impact report issued after one year's experience with team policing. Further, the task force plan called for the establishment of a legal advisor who would provide, among other services,

"informal legal evaluation to any member of the department on cases submitted, . . . individual case evaluation . . . and liaison with the District Attorney's office, the city attorney, the court and any legislative branches as required . . ."⁹

"with the initiation of an inhouse legal advisor . . . we will not only upgrade the department's performance, but will establish meaningful lines of communications with police officers, courts and the remainder of the Criminal Justice System."¹⁰

The number of arrests by type (Part I, Part II) and classification (burglary, robbery, etc.) are only available for the department as a whole, and include arrests which can be credited to the investigative division and

9. Citizens Crime Prevention Commission Report, February 1975, Santa Ana, California, p. 53.

10. Ibid., p. 54.

traffic unit, as well as patrol. Overall, between 1975 and 1976, departmental arrests increased, due principally to a rather striking increase in Part II arrests.

As Figure 26 illustrates, Part I arrests have a history of fluctuation, with numerous peaks and valleys occurring since 1971. In 1975, there were 4,289 arrests for Part I crime; in 1976, the number declined to 3,870, a decrease of 9.8 percent.

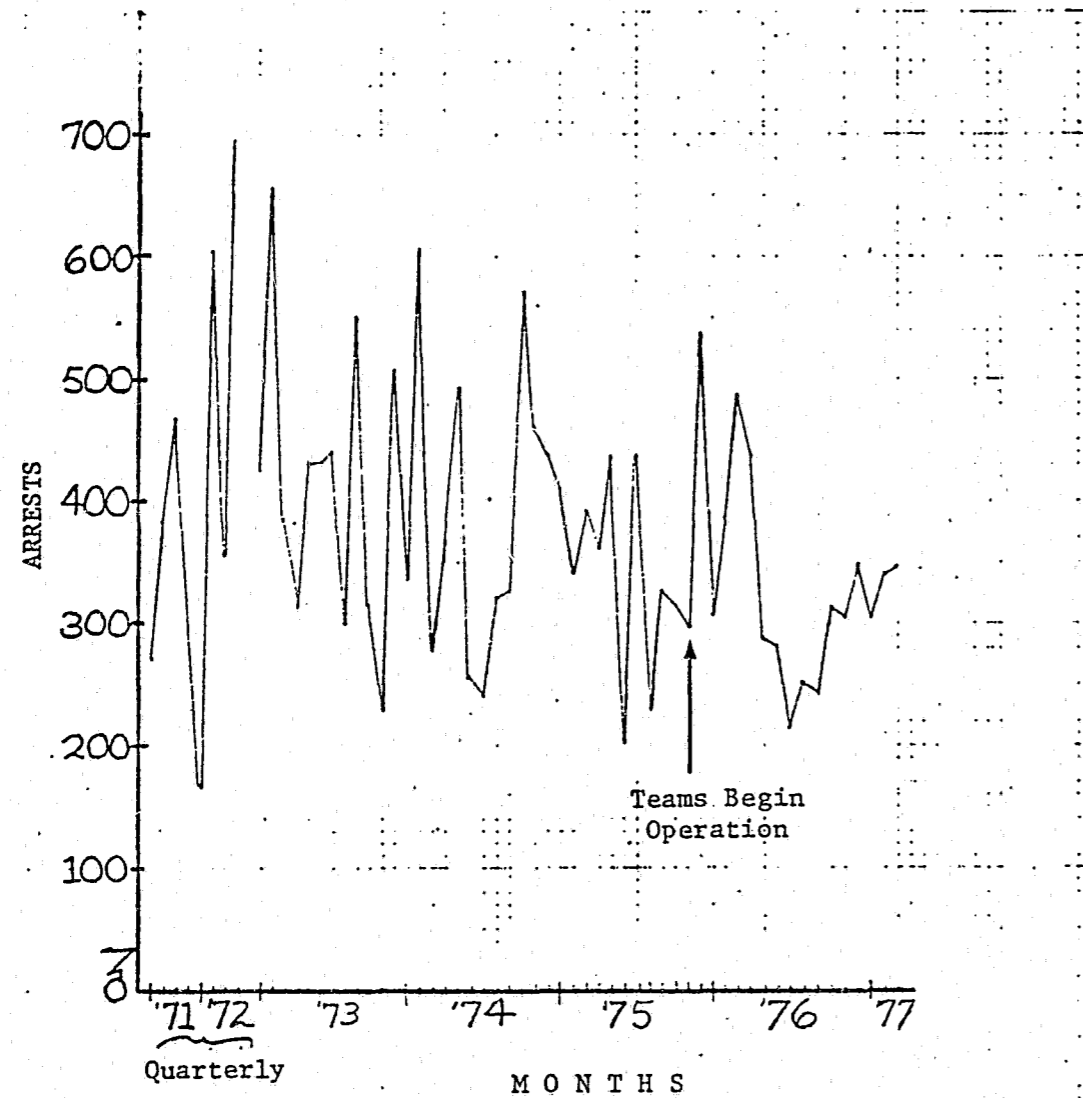
As Figure 27 illustrates, the decline in Part I arrests between 1975 and 1976 was more than offset by a large increase in Part II arrests.¹¹ While Part II arrests averaged 674 per month in 1975, the monthly average had risen to 872 in 1976. As Figure 27 illustrates, this increase appears to be part of a long-term trend of increasing Part II arrests.

Figure 28, based on data from the Daily Activity Reports, reflects patrol activity only. This figure shows an overall increase in arrest events from 1975 through the first eight months of 1976. In 1975, the average number of monthly arrest events was 1,138. In 1976, the monthly average had risen to 1,289, peaking in April at just under 1,500 arrest events.

Figure 29 illustrates the rate of clearance by arrest for Part I crimes. The figure presents a picture of continuing stability. In 1974, 1975, and 1976, the clearance by arrest rates were 26.6 percent, 23.1 percent and 25.4 percent respectively. The clearance rates for burglary—a crime singled out for special effort—show a similar stability. From 1974 through 1976, the clearance by arrest rates for burglary were 28.1 percent, 23.4 percent and 24.0 percent respectively.

As Figure 30 illustrates, the number of cases presented to the prosecutor increased from 7,167 in 1975 to 8,030 in 1976, an increase of 12 percent.

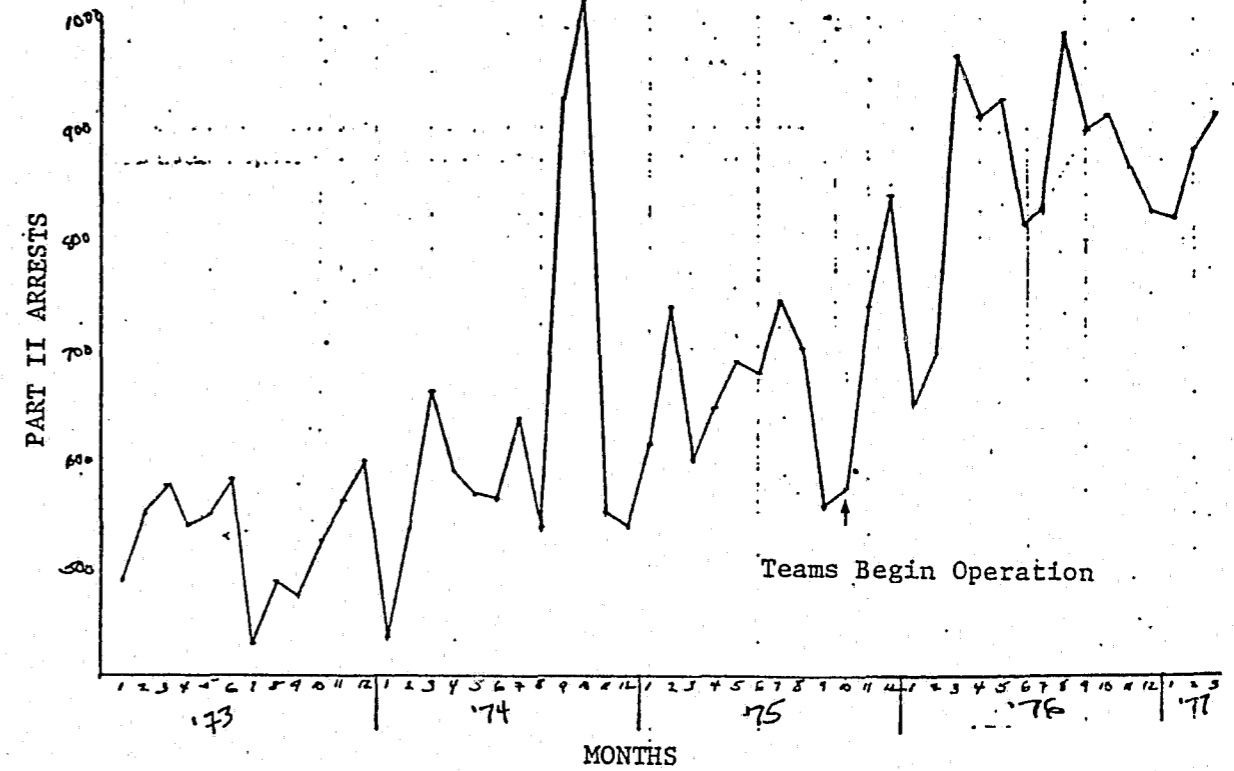
11. Excluding traffic-related arrests.



Source: SAPD Monthly Statistical Reports, Crime and Arrest Information

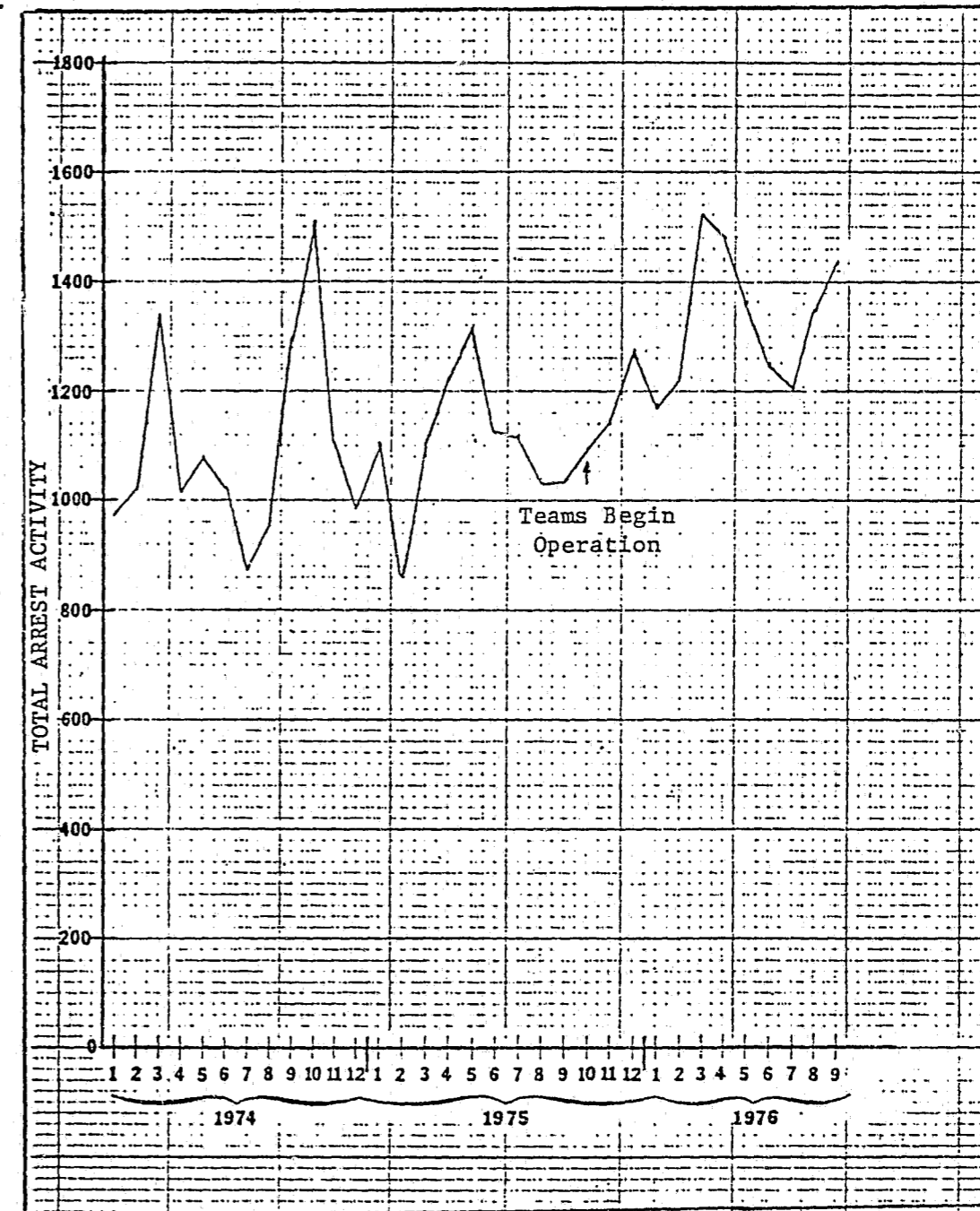
FIGURE 26: SAPD ARRESTS--TOTAL PART I CRIME, JANUARY 1971 TO FEBRUARY 1977

28



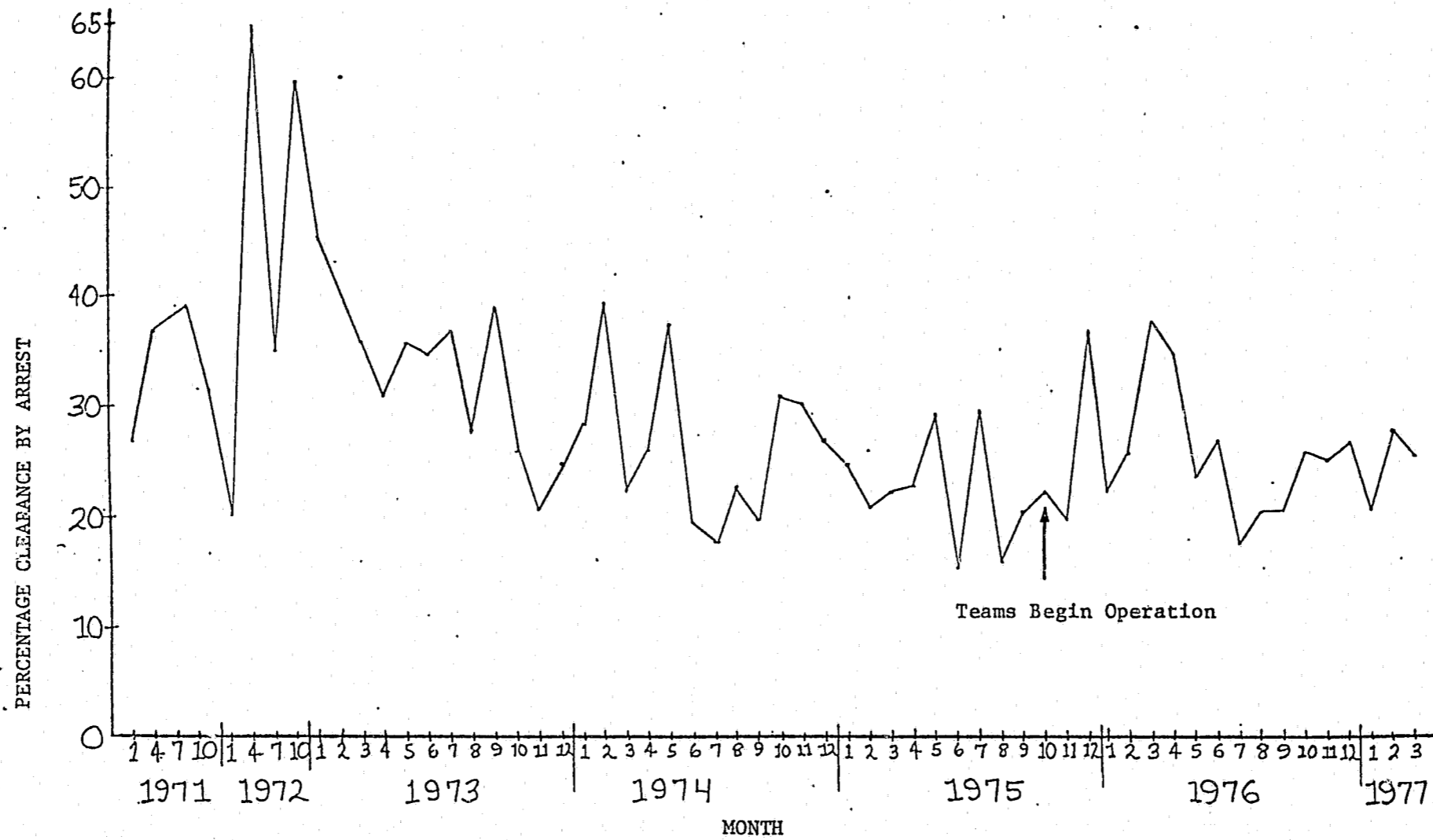
Source: SAPD Monthly Statistical Reports: Crime and Arrest Information.

FIGURE 27: PART II ARRESTS--JANUARY 1973 TO MARCH 1977



Source: Officer Daily Activity Data

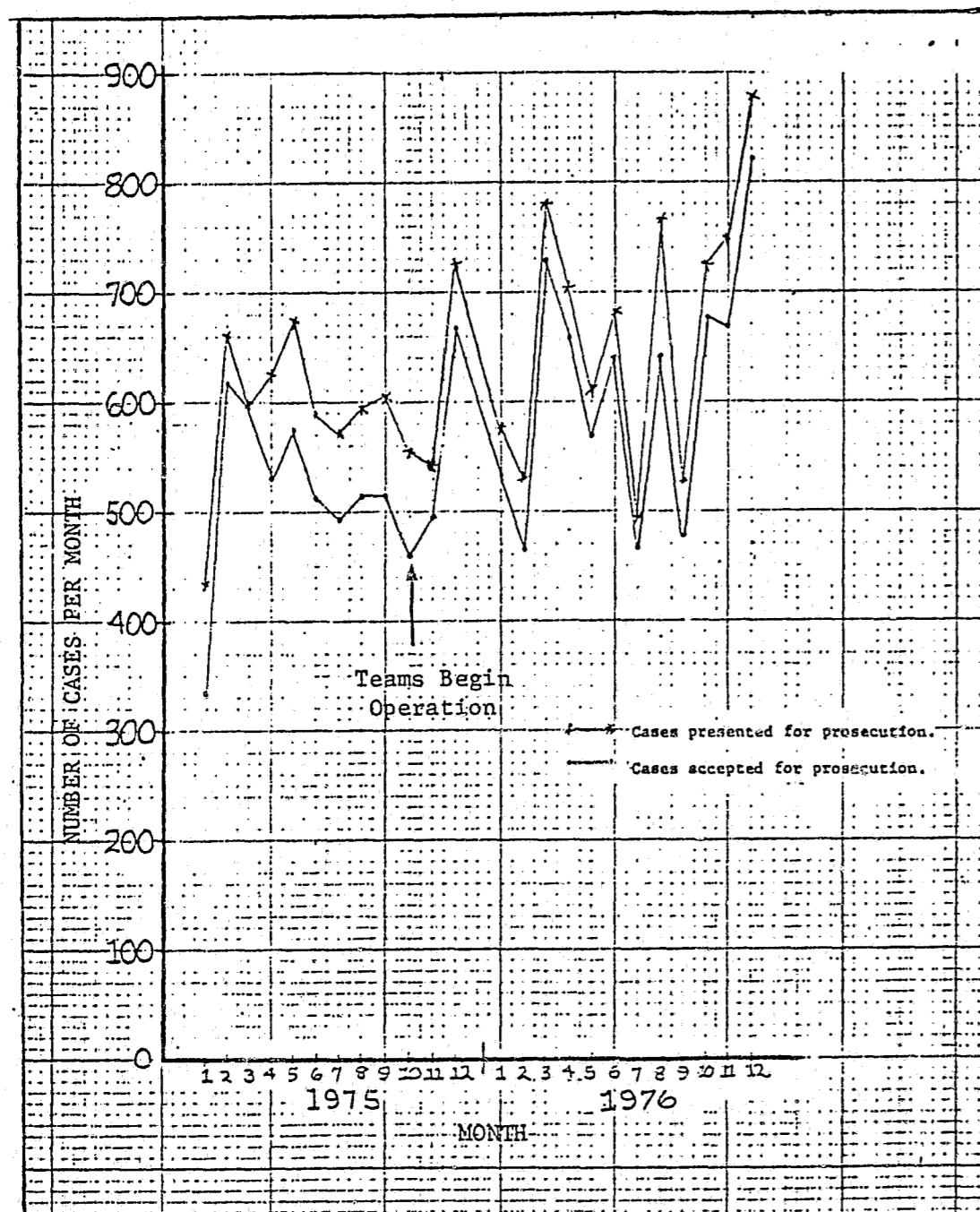
FIGURE 28: TOTAL ARREST EVENTS, JANUARY 1974 TO AUGUST 1976



127

Source: SAPD Monthly Statistical Reports, Crime and Arrest Information.

FIGURE 29: RATE OF CLEARANCE BY ARREST FOR PART I CRIME, JANUARY 1971 TO MARCH 1977



Source: Court Liaison Section Monthly Activity Reports

FIGURE 30: NUMBER OF CASES PRESENTED EACH MONTH AND ACCEPTED FOR PROSECUTION, 1975-1976

This increase was most likely reflective of the rise in Part II arrest activity. Similarly, the number of cases accepted for prosecution rose from 6,311 in 1975 to 7,451 in 1976, an increase of 18.06 percent. The case acceptance rate rose modestly from 88.1 percent in 1975 to 92.8 percent in 1976.

F. CITIZENS FEEL SAFER (OUTCOME #10)

The Santa Ana crime commission's report opens by stating that:

"The objective of this commission is to present a program directed toward a time when every citizen can live without fear of being the victim of a crime . . ."

Paramount among the community's concerns presented to the commission were the following:

- "(a) Public fear of crime.
- (b) The right to feel secure in one's home and business . . . and
- (e) Concern in juvenile crime activities; gangs roaming the streets; known criminals openly committing crimes, some in their own neighborhoods and openly threatening their neighbors to the extent that crimes go unreported for fear of personal physical harm."¹²

One component of the Santa Ana department's program could be expected to have direct impact on the level of citizen fear. Within six months of the beginning of the program, Santa Ana incorporated into its public relations program massive publicity concerning the decreases in reported crime and the success of the team policing program. For example, the department issued a crime impact report documenting decreases in Part I crime from January through June 1976. As mentioned, many signs and bumper stickers were printed with the legend, "Santa Ana: First in Crime Reduction."

15. Citizens Crime Prevention Commission Report, op. cit., p. 6.

The citizens surveys, in fact, confirm that residents thought crime decreased. On the first wave of the survey, 44 percent of citizens thought crime within neighborhoods had decreased or remained the same in the past year. By February 1977, when the second wave was administered, 73 percent thought crime had decreased or remained the same. Similarly, 41 percent of respondents on the first wave felt the chances of being robbed or attacked in their neighborhood had increased during the past year. When the second wave was administered, only 27 percent felt the chances of being robbed or attacked had increased.

Comparison of responses on the two surveys reveals citizens did feel safer about leaving their homes unlocked when they left for the evening. The specific responses are listed below.

TABLE 16: RESPONSES TO THE QUESTION: "HOW SAFE DO YOU FEEL YOUR BELONGINGS WOULD BE IF YOU WENT OUT AND LEFT YOUR HOME UNLOCKED FOR THE EVENING--VERY SAFE, REASONABLY SAFE, SOMEWHAT UNSAFE, OR VERY UNSAFE."

| Wave | N | Percent of Responses | | | | | Total |
|---------------|-----|----------------------|-----------------|-----------------|--------|------------|-------|
| | | Very Safe | Reasonably Safe | Somewhat Unsafe | Unsafe | Don't Know | |
| December 1975 | 100 | 12 | 27 | 26 | 29 | 6 | 100 |
| April 1977 | 100 | 4 | 42 | 32 | 22 | 0 | 100 |

Source: The Urban Institute Citizen Surveys

Note: The change in distribution of responses shown in the table is significant at the .05 level with a chi-square test.

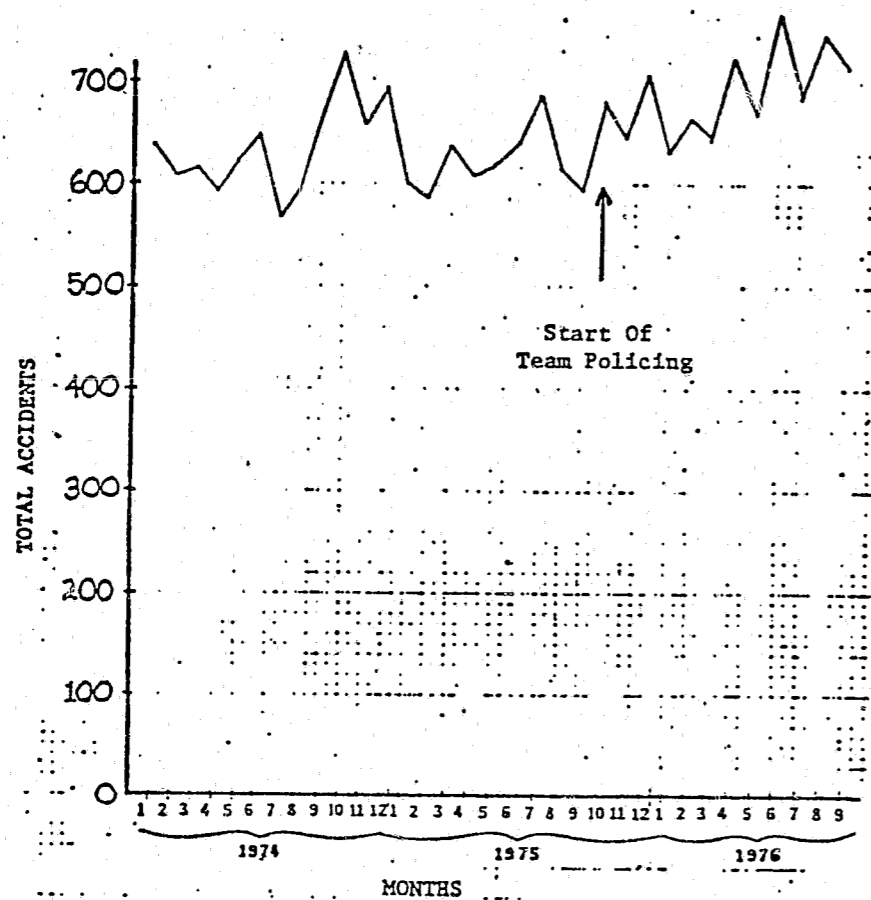
However, residents' estimates of how safe they would feel "being out alone in your neighborhood at night" did not change significantly from the first to the second wave of the survey.

G. SLIGHT RISE IN TRAFFIC ACCIDENTS; FATALITIES DECLINE
(OUTCOME #12)

The intent to reduce traffic accidents and fatalities is mentioned in passing in the Santa Ana crime commission report in connection with another objective. However, Santa Ana did report on its progress in this area in the crime impact report documenting the progress of community-oriented policing during the first year of the program.

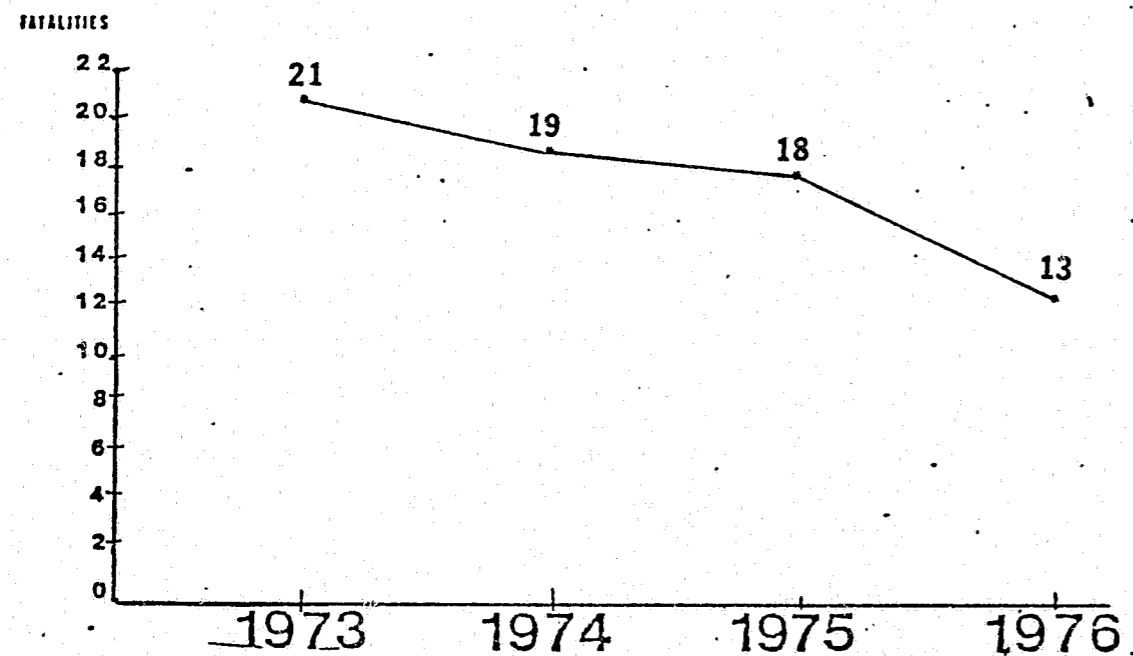
Statistical evidence indicates that the department did step up traffic enforcement activity during the demonstration. At the start of team policing, the department issued a policy encouraging increased use of verbal warnings, and, in fact, the average number of verbal warnings per month increased from 1,137 (in 1975) to 1,688 (in 1976). Although there was a dip in written warnings in the early months of team policing, that activity reestablished itself to former levels as the demonstration proceeded. There was a sizable increase in citations issued between 1975 and 1976. In 1975, an average of 1,771 citations were issued a month. By 1976, the monthly average had risen to 2,539. There was also an increase in "identification of traffic problem" events but the total number is small, never exceeding 201 in a given month. There was a parallel increase in "traffic control" events.

Despite this activity, traffic accidents appear to have risen somewhat during the demonstration, as Figure 31 illustrates. On the other hand, fatalities were reduced from 18 (in 1975) to 13 (in 1976), as Figure 32 illustrates. However, since traffic accidents did not decrease, and since the reduction in fatalities appears to be part of a longer term trend, there is no link between team policing and fewer traffic deaths.



Source: Officer Daily Activity Data

FIGURE 31: TRAFFIC ACCIDENTS, JANUARY 1974 TO AUGUST 1976



Source: "Community Oriented Policing 1976 Crime Impact Report," p. 27.

FIGURE 32: TRAFFIC FATALITIES, 1973-1976

H. MORE STOLEN PROPERTY RECOVERED (OUTCOME #13)

The Santa Ana crime commission report treats monetary loss resulting from crime as prominent among the list of citizens' concerns. Major concerns include:

"(c) the economic loss due to crimes, especially in the burglary and robbery area [and]

"(d) direct personal financial losses."¹³

The crime commission report further states that,

"the adoption and implementation of the Neighborhood Team Policing Program . . . would produce the following results:

"1. Lower the crime rate before it is beyond our grasp.

2. Decrease the probability of our citizens being victims of violent crime.

3. Reduce the monetary loss to our citizens as a result of crime. [emphasis added]

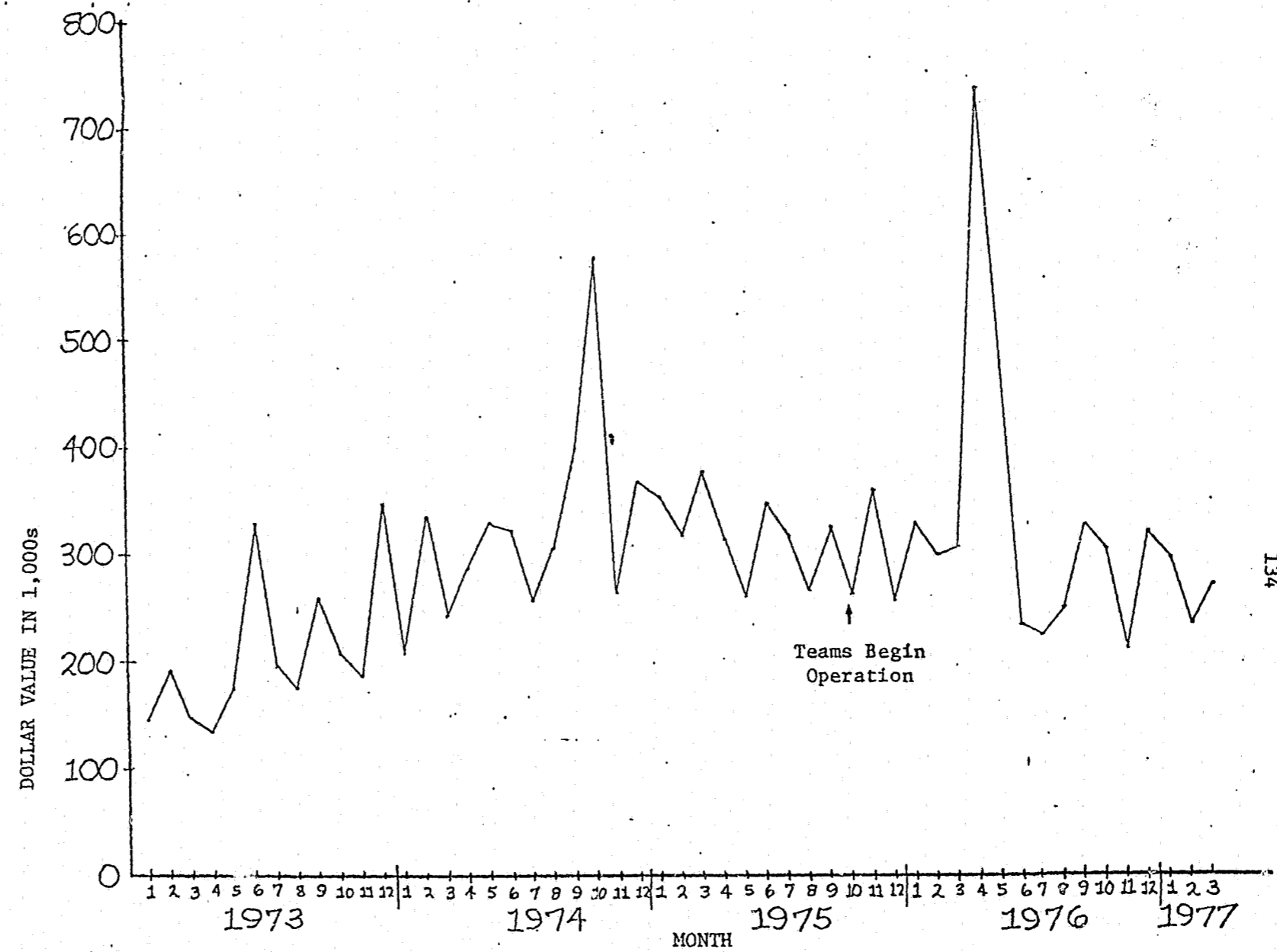
4. Increase the availability to render effective police service to the citizens of Santa Ana.

5. Enhance the ability of the city of Santa Ana to attract new families and new businesses."¹⁴

Figure 33 shows that the estimated value of stolen property recovered has remained roughly stable since 1974, with the exception of two spikes: one in the fall of 1974, the second in the spring of 1976. However, the proportion of stolen property which was recovered did increase considerably during the demonstration, as Figure 34 illustrates. In 1974, the value of recovered property represented 28 percent of the total value of property stolen. In 1975, the figure had risen to 29.5 percent. But in 1976, during the demonstration, the value of property recovered represented 44.9 percent of the total value of property stolen. The Santa Ana recordkeeping system is organized such that property found by the department is not classified as "recovered" until it is specifically associated with a particular case.

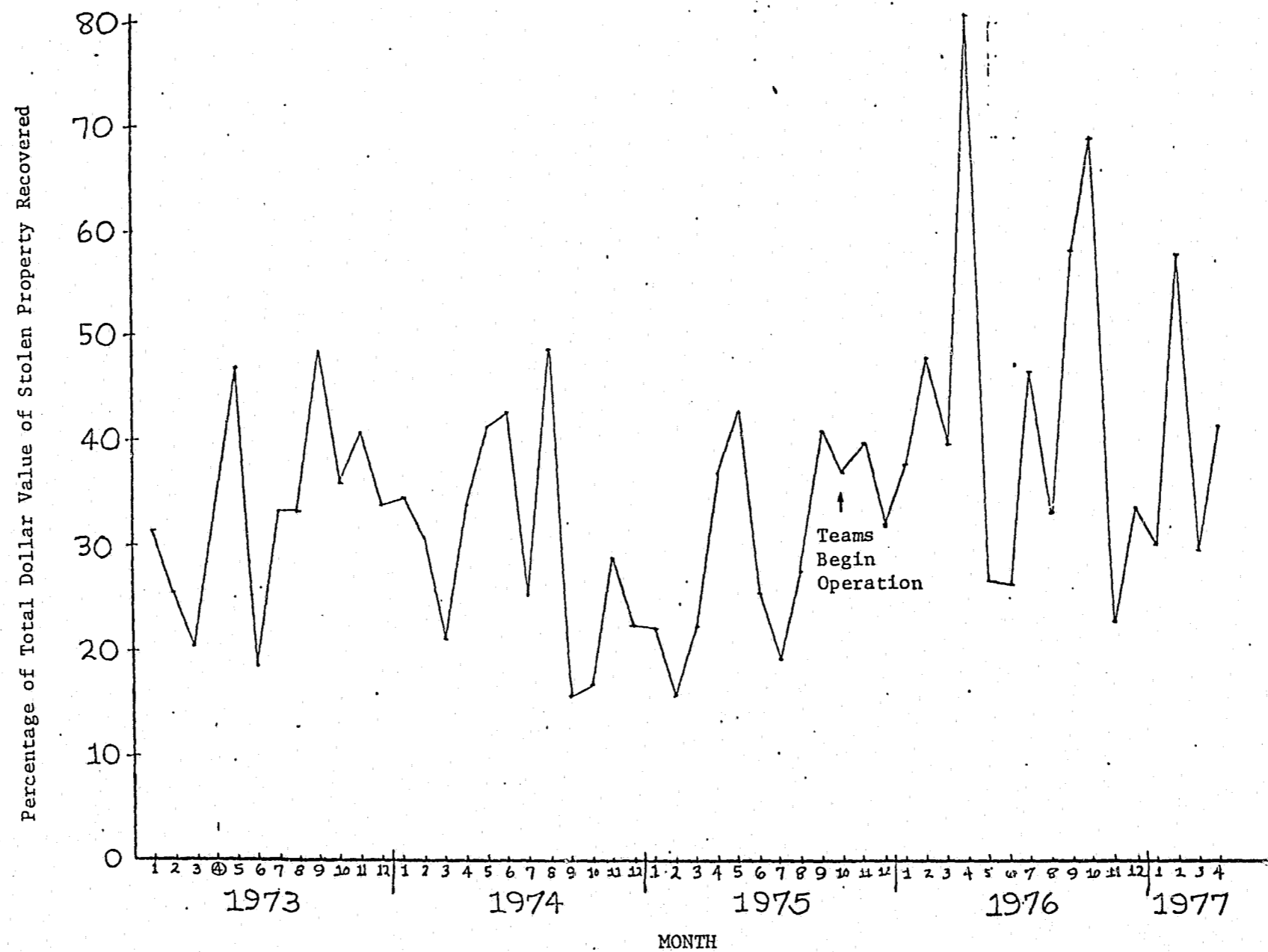
13. *Ibid.*, p. 6.

14. *Ibid.*, p. 12.



Source: SAPD Monthly Statistical Reports: Crime and Arrest Information

FIGURE 33: DOLLAR VALUE REPORTED STOLEN PROPERTY, JANUARY 1973-APRIL 1977



Source: SAPD Monthly Statistical Reports, Crime and Arrest Information.

FIGURE 34: RECOVERY RATE FOR STOLEN PROPERTY, JANUARY 1973 TO APRIL 1977

Thus Santa Ana was successful in achieving its goal of reducing monetary loss to citizens, not by preventing the loss of property, but by improving the recovery and return rate of stolen property. The increased recovery rate does not appear to be part of a specific strategy implemented through general orders or other means; rather, it appears to be a byproduct of the increased number of arrests during the demonstration.

I. ATTRACT NEW FAMILIES AND NEW BUSINESS TO SANTA ANA
(OUTCOME #14)

According to Captain Thayer, community businesses, civic organizations and developers were highly concerned about the rising rate of crime in the early and mid-1970s. The fear was expressed that the Santa Ana crime problem might dampen population, business and industrial growth. These groups were gratified and supportive when the department faced the problem squarely with a twin strategy of increasing departmental strength and inaugurating team policing. One of the five intended benefits the crime commission hoped would accrue from this strategy was an enhancement of "the ability of the city of Santa Ana to attract new families and businesses."¹⁵

Evidence concerning this outcome is wholly testimonial, supplied mostly by Captain Thayer. According to Thayer, there has been major growth during the demonstration in one of the industrially zoned areas of the city.

However, as he points out, it is hard to attribute the growth to declining crime rates because the growth is consistent with that experienced elsewhere in Southern California. Thayer does attribute a degree of revitalization in Santa Ana's "old downtown" to decreasing crime. He reports

15. Ibid., p. 12.

that vacant stores are being reoccupied and further that some merchants claim a 40 percent increase in business since team policing. Downtown merchants are extremely supportive of foot patrol activity; when it is lessened, Thayer reports, the department receives complaints.

Thayer says that Santa Ana has experienced a slow but stable growth rate in recent years. On the average, the city population increases from 1,000 to 2,000 people a year and this pattern has not changed. Thayer believes that so many factors affect why people move that it would be hard to attribute population trends to a single factor like fluctuation in crime rates.

APPENDIX A
ASSIGNMENT PREFERENCE FORM

A-1

SUPPLEMENT II ASSIGNMENT PREFERENCE FORM

DATE _____

Please keep this form current. The information contained herein will be considered when deciding what assignments you will receive. When your preferences change, please file a new form.

NAME _____ BADGE # _____
(Last) (First)

LENGTH of TIME on DEPARTMENT _____ PAY GRADE _____

Reason for Filing:

1. First time form has been filed _____ (check)
2. To change the following items:

SHIFT ASSIGNMENT PREFERENCE (mark preferences 1, 2 or 3 - #1 indicates highest preference)

No Preference _____ (check) Shift #1 _____ Shift #2 _____ Shift #3 _____

Which shift, if any, do you STRONGLY wish to avoid?

None _____ (check) Shift # _____

To which DISTRICT WOULD YOU PREFER TO BE ASSIGNED?
(indicate 4 in order of preference)

1. _____ 2. _____ 3. _____ 4. _____

Which is more important to you, being assigned your shift preference or your district preference? (check one)

Shift Preference _____ District Preference _____

TYPE OF ASSIGNMENT PREFERENCE (mark 1 through 4)

A. UNIFORMED PATROL

1. Call Car _____
2. CSI _____
3. Training Officer _____
4. Traffic Enforcement _____

B. COMMUNITY RELATIONS

- 1. Attending Citizen Meetings _____
(including meetings with potentially hostile citizens)
- 2. Establishing Block Captains _____
- 3. Involvement in Youth Activities _____
- 4. Public Speaking _____

C. PLANNING

- 1. Preparing reports on Team Operations _____
- 2. Analyzing Crime Data in Order to
Develop Strategies and Tactics _____
- 3. Preparing work schedules and assignments _____
- 4. Preparing Correlations and Projections of Team Activity _____

D. TRAINING

- 1. Preparing Roll Call and Team Meeting Training Material _____
- 2. Field Training Officer _____

6. WHAT SPECIAL SKILLS DO YOU HAVE? (use additional pages if necessary)

A. Special Academic Training (specify)

E. Foreign Language (specify)

C. Public Speaking (specify)

D. Special knowledge of desired district neighborhood (discuss)

E. Other (discuss any skill you think may help your team)

F. Are there any districts which, because of ethnic make up, you wish to avoid? (please be candid)

G. Are there any types of assignments you wish to avoid (specify)

7. Would you like to be assigned to work the desk? (check one)

Never _____ Occasionally _____ Often _____ Permanently _____

APPENDIX B

SUMMARY OF THE SPRING 1976 USC TEAM BUILDING RETREAT

FOR SUPERVISORS

B-1

TEAM BUILDING WORKSHOP
1976

Introduction

As a follow-up to a Team Building Workshop presented by the University of Southern California one year ago, the majority of supervisory and management personnel from the Police Department met for two separate two-day sessions to discuss and critique the Team Policing program. Each session was attended by approximately 35 personnel from all divisions within the department. Sectional integrity was maintained in that superiors and subordinates from the same section or area of responsibility attended the same workshop session.

Overview of Workshop Activities

All participants were provided with a brief orientation of the intent of the workshop and subsequently they were randomly divided into three equal groups. Each group was asked to select a leader and to identify problem areas and areas of concern which have become apparent since the implementation of team policing. After identifying these areas, each group was instructed to list and prioritize the problems.

Upon completion of the task, all groups gathered together and each presented its findings for general discussion. When possible, top level administration was available and able to respond to specific problems and questions generated by the discussions. At times, possible solutions were offered by participants.

Findings

The following material was gathered from the worksheets used during the group presentations. The data has been clustered into major headings which include brief explanations and appear in the order of greatest frequency according to the results of the independent group discussions:

1. Fragmentation

- Too much emphasis on territorial imperative.
- Teams are task oriented rather than goal oriented - a common departmental goal seems to be lacking.
- There is no clear definition of the responsibilities of the Area Commanders vs. the Station Commanders.
- The authority and control authorized to the Senior Officers varies among the teams.
- A lack of coordination in scheduling personnel - who is responsible for scheduling?
- Fragmentation appears to be greatest among management and supervisory personnel - there are no uniform operational procedures.
- Lack of vertical and horizontal communication among teams, areas, sections, and divisions.
- Many patrol officers are familiar with only their team area. They fail to respond to incidents which may be but a few blocks outside of their assigned area.

2. Supervision

- Poor quality of control.
- Many Sergeants fail to accept responsibility for the actions of subordinates and are unable to make decisions.
- Field Sergeants are overburdened with paperwork.
- Sergeants handle too many of the Area Commanders duties.
- Insufficient training in how to handle complaints against officers - some supervisors over-react to an incident and are arbitrary in recommended disciplinary action.
- Sergeants spend more time in the office than in the field supervising personnel.
- Sergeants are not seeing to it that proper radio procedures are observed. In some instances teams are making up their own codes.
- Destructive criticism.
- Lack of pride and dedication - this attitude exists among some supervisors and patrolmen. No positive actions are apparent which might alter these attitudes.
- Some supervisors, due to "administrative responsibilities," have developed the ability to hide.
- Again, due to "administrative responsibilities," Sergeants lose control and are unable to personally become involved in the activities of their men, which results in a poor quality of information exchange.
- Officers hanging around station, rather than being in the field.
- Many Sergeants fail to take action against officers assigned to another Sergeant's team.

Investigation

- Lack of innovation - the only change observed has been in the increased number of personnel assigned.
- It is felt that Investigation should have lighter case loads.
- The deployment among various details should be re-evaluated. Juvenile has more personnel than it needs.
- Investigation in general does not seem to be committed to Team Policing; although there are individuals who show interest. The "prima donna" syndrome still exists.
- Lack of intra/inter divisional communication. Specific incidents cited were:
 - (a) Patrolmen are not aware that thefts under \$100 are not assigned.
 - (b) Five-day contacts are not always routed back.
 - (c) Reports prepared by patrolmen are incomplete, too brief, and offer only basic information.

Vehicles

- Vehicles are assigned to individuals who only need them to go to lunch.
- Vehicles are held by individuals in anticipation of a future need, thus depriving someone of a vehicle who really needs it.

Word Processing

- Timely transcription and distribution of custody arrest tapes.
- Officers should check tapes before going home.
- No priority established as to what type of reports requiring correction should be done first.
- Too many people developing procedures.

Communications (Radio)

- Radio frequency too crowded.
- Patrolmen disregard emergency calls if the location is outside of their area (supervision and training).
- Lack of courtesy - Patrolmen will make routine or unnecessary transmissions in the middle of an emergency situation. (Supervision)

Training

- Training tends to be reactive.
- Supervisors are insufficiently trained.
- Blind leading the blind - referring to supervisors and training officers.

Public Contact (Supervision)

- Telephone discourtesy.
- Desk personnel are eager to transfer incoming calls.
- Emergency and business lines are the same, which creates much of the problem.

Disciplinary Action Transfers

- Patrol is the dumping ground for disciplinary transfers (reasons for this were explained).

Personnel Worth (New Employee - Lateral Transfers)

- Poorly trained.
- Laterals were given promises which are not kept.
- Conflicts arise between laterals and "home grown" - specifically with regard to assignments (preferential treatment).

Transfers

- The opinion is that transfers, in many cases, are "wired."
- Are the eligibility requirements (qualifications) for transfer fair?
- Cliques exist which strongly influence the acceptability of prospective transferees - specifically in Special Investigation.

Utilization of Non-Sworn Personnel

- Community watch program - Non-sworn are used too much. There is a need for more officer involvement.

Administration

- Crisis oriented.
- Re-evaluate priorities (?)
- Administrators, specifically Area Commanders, are "desk jockeys" and are rarely in the field.
- Administration gives the appearance as having its "head in the sand" - it is not fully aware of "what's happening" within the department.

Unequal Workloads

- Half the people are doing all the work, particularly among the field Sergeants.
- Failure to identify the slackers and failure to recognize the producers among supervisory and management personnel.

CONCLUSION

The primary concerns expressed involved fragmentation, supervision, and communication. It is viewed that much of what has been identified was to be expected when the department undertook this program. Singularly the problems which have been identified are not significant, but when embodied have a tendency to become distorted to the extent that morale and effectiveness can be adversely affected.

A personal observation was that supervisory deficiencies, communication problems, etc., were alluded to on many occasions; but virtually no one was willing to bring to the attention of either his peer or his superior during the workshop session or on the job, these problems, especially with regard to individual offenders.

The team-building workshop approach to problem solving can be of considerable benefit to the department, providing there is no fear of reprisal and that the workshop produces some favorable changes. Many of the attendees expressed, at the conclusion of both sessions, "We'll wait and see what happens." It is imperative that some positive changes take place in order to maintain the credibility of the intent of team building and the confidence in management. In general, the workshop was well received.

SPECIFIC RECOMMENDATIONS

The following recommendations were made during and after the workshop sessions:

- Pooling of vehicles.
- Establishment of report analyst position.
- Clear definition of the role of Station and Area Commanders.
- Area and Station Commanders jointly evaluate patrol Sergeants.
- Training program for Sergeants.
- Consideration be given to the possibility of rotating Division Commanders.

APPENDIX C

DUTIES OF STATION COMMANDERS
(LIEUTENANTS)
AND SUPERVISORS
(SERGEANTS)

D. Station Commanders and Supervisors

Station Commanders and Supervisors will be responsible for supervising 24 hour station operations. There will be four Station Commanders of the rank of Lieutenant assigned to Field Operations. They will be assigned on a shift basis, one Station Commander will act as relief, for Watch I and Watch III. Watches II and III will be assigned one Sergeant whose designation will be Station Supervisor. The Station Supervisor will assist the Station Commander in the performance of his duties and responsibilities which will include:

1. Performing duties currently assigned to the "Watch Commander", relative to station operations.
 - a. Functional control of Communications.
 - b. Functional control of Records/Clerks Personnel
 - c. Functional control of inside Police Service Officers.
 - d. Functional control of Desk Personnel
 - e. Functional and Line control of Animal Control Units to maintain extended hourly coverage.
2. Maintaining control of Patrol Vehicles and Equipment (damage control logs, master keys, assignment rosters, etc.).
 - a. Assignment of Special Equipment.
3. Maintain area personnel assignment roster for ready reference by concerned personnel.
4. Review and approve reports and direct re-writes to Area Commander/Team Leader.
5. Complete initial report on Citizen Complaints and direct report to appropriate Area Commander.
6. Coordinate requests for specialized investigative services, requested by Area Personnel.
7. Advise Area Commander of activities outside their Area of which they should be aware.

8. Coordinate Field activities in Emergency Situations when two or more Area Commanders are needed.
 - a. Will maintain the continuance of routine police services during emergencies while the Area Commander is in charge of the Command Post.
 - b. Advise appropriate personnel and agencies of emergency situations.
 - c. Implement requests for mutual aid.
9. Advise Team Leaders or Senior Officers upon request, when Area Commander is unavailable.
10. Prepare daily summaries for Chief of Police, Division Commanders and Area Commanders of noteworthy activities.
11. In absence of an Area Commander or Team Leader, the Station Commander will approve arrests in accordance with Department Policy.
12. Modify Patrol development to adjust for late assignment changes (sick, training, court, etc.) when Area Commanders and Team Leaders are absent.
13. Official representative of the Chief of Police during absence of higher authority and will assume administrative duties of the Chief of Police.

E. Community Relations Section(CRS)

Team Policing will affect the duties of the CRS, as some of their traditional responsibilities will be decentralized to District Teams. The Officers of CRS will not be assigned to a Team. The following duties shall be assigned to the CRS:

1. Coordinating the area community relations programs.

Maintaining liaison with and coordinating the activities of citizen groups, booster clubs, and youth services with those of the Team.

Source: Community Oriented Team Policing Implementation Plan,
pp. 12-14, undated.

APPENDIX D
FIELD OPERATIONS ORDER #11
TEAM POLICING PERSONNEL PERFORMANCE EVALUATION

D-1

SANTA ANA

POLICE DEPARTMENT

FIELD OPERATIONS DIVISION ORDER NO. 11

October 1, 1975

SUBJECT: Team Policing Personnel Performance Evaluation

Good police work requires both an efficient operation and responsiveness to the needs of the community. These sometimes conflicting aims are fruitfully reconciled in a promising new method of patrol organization known as Community Oriented Team Policing. The noticeable results of this type of organization have been: an increased effectiveness in crime control, an improved relationship between police and the community, and, not of least importance, improved police morale.

In order to establish an effective evaluation of individual team member performance relative to the Santa Ana Police Department's Team Policing concept, a new rating form was developed to provide an objective and standard rating of individual performance and characteristics. The form is to be used to evaluate all sworn and non-sworn personnel, below the rank of Sergeant, directly involved in Team Policing. The new rating form replaces the old "Individual Supervisor's Rating" and develops four basic categories of evaluation:

- . Personal Characteristics
- . Interpersonal Relationships
- . Duty Performance
- . Team Policing Objectives

The purpose of the categories is to provide a guideline for the rating of personnel directly involved in the Team Policing Program. Each category represents a general perspective augmented by a number of specific objectives by which the individual team member's performance is measured. At the end of each category is a comment section. This section is to be utilized to explain and clarify the overall rating of each category and may be used to document specific instances which may have contributed to the rater's evaluation of the individual.

Each objective under the four categories will be measured according to the following scale:

| | | |
|-------------------------|-------------------|-------------------|
| 0 - Unable to determine | 1 - Unacceptable | 2 - Below Average |
| 3 - Satisfactory | 4 - Above Average | 5 - Outstanding |

The numbering system is to assist the rater and is not intended for point value. This allows the rater to effectively evaluate without weighing particular objectives equally. The comment section after each category allows the rater to indicate emphasis in particular areas of his evaluations.

At the conclusion of the four categories is an overall evaluation section with three general ratings:

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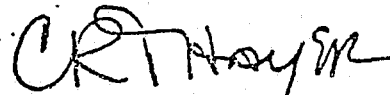
- Needs Improvement
- Satisfactory
- Excellent

The probationary section provides for supervisory recommendation and supportive comments. This is used for probationary personnel only.

After the rating has been completed, the employee being evaluated will be given an opportunity to review and discuss the evaluation with the rater. The employee may then document any comments by writing directly in the appropriate space. The employee is required to sign the evaluation even though he/she may not agree. The employee's signature verifies the review of the evaluation and acknowledges the employee's opportunity for comments. A copy of the evaluation is given to the employee.

Upon completion of the review, the rater will sign the rating and submit it to his immediate supervisor for endorsement. The rating will then be submitted to the Field Operations Division Commander for review and will be filed in the employee's information file maintained in the Watch Commander's Office.

The employee rating will be completed by supervisors quarterly and at the end of shift change. At the end of the year, each evaluation will be attached to the employee's annual rating and forwarded to the Office of the Chief of Police. The ratings will then be placed in the individual's personnel file. The forms will be retained for a one year period and replaced annually with the subsequent year's rating.



C. R. Thayer, Captain
Field Operations Commander

APPROVED:



Raymond C. Davis
Chief of Police

SANTA ANA

POLICE DEPARTMENT

FIELD OPERATIONS DIVISION ORDER NO. 11-A

October 1, 1975

SUBJECT: Supervisor's Supplement - Personnel Performance Evaluation

RATING INSTRUCTIONS AND GUIDELINES

To insure that standardization of the Personnel Performance Evaluation Form is achieved, the following categories have been broken down by subjects and each subject is defined to provide the rater with a guideline upon which the evaluation can be based. The rater is to evaluate the employee according to the Department standard expected of the average employee group. This applies to what is expected of an average Santa Ana Police Officer with "C" Step experience in his particular division assignment. The rater should take into consideration extra training, knowledge, and expertise acquired through experience, education, and other contributing factors. The following guidelines are provided to assist the rater in definition of terms, objectives, and desired qualities that hopefully will contribute and insure a fair and objective evaluation that will benefit both the employee being rated and the Santa Ana Police Department.

I. PERSONAL CHARACTERISTICS

APPEARANCE: The rater should take into consideration the employee's neatness, cleanliness, personal grooming habits, general physical appearance, i.e. underweight, overweight, uniform maintenance, leather care, accessories such as jewelry, additional equipment, etc.

LOYALTY: On evaluation of the employee's allegiance to the Department as a whole, as well as his particular division, section or team should be taken into consideration. Areas to be considered under Loyalty are: verbal support to Department goals, general support and opinion held by employee toward the Department as a whole.

COMMON SENSE: Emphasis should be placed on the judgment and decision-making demonstrated by the employee. Areas of consideration are: tact, diplomacy, practical application of knowledge and skills to effectively accomplish job performance.

PHYSICAL FITNESS: The rater should consider the general physical condition of the employee as it relates to job performance. This would include physical aspects of general field requirements, as well as frequency of illness, ability to effectively perform shift work, etc. Does the employee actively seek physical fitness and maintain an active program to insure overall health and well-being?

I. PERSONAL CHARACTERISTICS (CONT.)

ADAPTABILITY: Consideration should be given toward the employee's ability to conform to new circumstances. How easily does the employee grasp situations such as harmonizing his interest toward the goal of Team Policing? Is the employee able to perform under a new set of circumstances and is he able to react emotionally to job requirements?

GENERAL ATTITUDE: How does the employee view his job and position within the Department? What is her/his general disposition, opinion or overall outlook on the Department in his assigned activities? Does the employee inspire morale? Emphasis should be placed on the overall view of the employee's duties and how he or she relates to same. Areas of concern would include: enthusiasm, temperament, motivation, etc.

II. INTERPERSONAL RELATIONSHIPS

WITH PEERS: The rater should consider the employee's ability to relate to his fellow workers. How well does the employee get along with fellow officers? Is the employee pleasant to work with in the eyes of his co-workers? Does he strive to establish effective relationships with his peers, with the Department benefiting from such efforts? Individual personalities should be considered, however not used as the basis for the overall situation.

WITH PUBLIC: Does the employee have the ability to work with the public? Is she/he congenial and considerate in his dealings with the public? Does she/he effectively represent the Department with his relationships with community members? Areas to be considered are: diplomacy, empathy, etc.

WITH SUBORDINATES: This will mainly apply to employees in a position other than rank of supervisory. An example would be Senior Officer and Training Officer. Does the employee relate to his subordinates and show them respect as well as maintaining leadership principles and objectives? Do the subordinates respond to the employee's scope of authority?

WITH SUPERIORS: Is the employee receptive to constructive criticism? Does the employee respond favorably to supervision? Areas of consideration should be: receptiveness, resentment, self-improvement, etc.

III. DUTY PERFORMANCE

RELIABILITY: The rater should consider dependability of the employee. Can she/he be trusted to perform his job task without excessive instructions, supervision, etc.?

PUNCTUALITY: Is the employee late for scheduled work assignments, examples: Roll Call, Team Meetings, Scheduled Conferences, etc.?

PERSEVERANCE: Is the employee able to continue the accomplishment of job tasks despite difficulties and opposition frequently encountered in the field? Does the employee actively and enthusiastically pursue accomplishment of his job tasks?

INITIATIVE: Does the employee have the ability to originate new ideas and methods? Does the employee demonstrate the ability to take action when necessary? Does he actively seek to improve himself and the Department?

QUALITY OF WORK: Emphasis should be placed on the type of activity the employee is able to develop. Is the employee thorough in his reports? Is he able to complete work assignments without error or delay? Does the employee seek activity which accomplishes the team or Department goal? Is there a definite purpose or objective reached through the employee's accomplishment?

QUANTITY OF WORK: Is the employee able to meet work schedules and complete assignments on time? Does he "pull" his share of the load?

COMPLIANCE WITH RULES: Does the employee follow policy and procedure established by the Department? Does he work within the limits of the law and is he able to accomplish job tasks using the guidelines set forth by the Department?

RESPONSIVENESS TO INSTRUCTIONS:

Is the employee able to grasp orders effectively without repetition? Is she/he able to work effectively as a subordinate?

ACCEPTANCE OF RESPONSIBILITY:

The rater should consider the employee's ability to perform duties requiring responsibility. Does the employee willingly accept the obligations of his duties? Areas to be considered are: trustworthiness, dependability, accountability, etc.

DECISION MAKING:

Does the employee possess the quality of making sound decisions and timely judgments? How well does he relate to Common Sense, discussed earlier in Personal Characteristics to job performance?

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IV. TEAM POLICING OBJECTIVES

COMPLIES WITH GOALS OF THE TEAM:

Does the employee place team objectives over personal interest and involvement? Does she/he understand the goals set forth by the team and does she/he pursue these goals with enthusiasm and initiative?

CONTRIBUTES TO DECISION MAKING OF THE TEAM:

How does the employee benefit the team in the decision making process? Does she/he actively and constructively participate in decision making, accepting responsibilities, etc.?

DEMONSTRATES ABILITY TO WORK AS A TEAM MEMBER:

How well does the employee perform as a member of a team, rather than an individual? Are his Interpersonal Relationships compatible with the team?

CONTRIBUTES IDEAS FOR IMPROVING TEAM OPERATIONS:

Areas for consideration should be: initiative, perseverance, and general interest directed toward the accomplishment of achieving team goals through planned operations.

STIMULATES INTERACTION AND CROSS TRAINING WITH TEAM MEMBERS:

Is the employee able to relate well to his team members in a training situation? Does he or she offer unusual talents that can be shared through training or interaction with other team members? Is the employee receptive to such talents possessed by other team members?

READILY PARTICIPATES IN COMMUNITY INVOLVEMENT:

Does the employee enthusiastically seek to improve relationships with citizens within her/his assigned area? Is he able to use tact and diplomacy in gaining respect and support from community members within his assigned area?

CONTRIBUTES TO POSITIVE ATTITUDES AND TEAM MORALE:

Does the employee actively support the goals of the team and the Department as a whole? Are criticisms constructive rather than destructive? Are verbal and mental support present? Areas of consideration should be: enthusiasm, vigor, initiative, etc.

PURSUES POSITIVE COMMUNITY PARTICIPATION AND SUPPORT:

Does the employee actively seek out members of the community and enthusiastically participate in police-community programs? Is the employee able to relate the importance of community involvement, thereby, creating support in accomplishing team policing objectives?

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IV. TEAM POLICING OBJECTIVES (CONT.)

DEMONSTRATES JOB KNOWLEDGE:

Does the employee possess necessary training and expertise to effectively perform job skills? Is he mentally alert and versed on current court decisions, Department training, legal information, etc.?

DEMONSTRATES PUBLIC SPEAKING ABILITY:

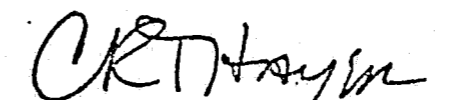
Does the employee have the ability to speak effectively to large groups of citizens? Is he able to answer questions and present lectures effectively? Areas of consideration are: poise, appearance, persuasiveness, delivery, vocabulary, etc.

IS ABLE TO IDENTIFY COMMUNITY PROBLEMS:


Can the employee effectively recognize crime within his specific area? Is he able to formulate accurate information regarding criminal tendencies within his specific geographical area? Is he quick to take action and share information with team members regarding such activity?

DEMONSTRATES OVERALL ABILITY AS AN EFFECTIVE TEAM MEMBER TO PUBLIC:

Has the employee gained the respect as an effective Law Enforcement Officer within his team area? Do citizens respond well to his job performance? Does he portray the desired image of a Professional Law Enforcement Officer and Member of the Santa Ana Police Department?


C. R. Thayer, Captain
Field Operations Commander

APPROVED:


Raymond C. Davis
Chief of Police

PERSONNEL PERFORMANCE EVALUATION
EMPLOYEE INFORMATION

D-8

The objective of the evaluation form is to insure that standardization of rating is achieved. The employee is rated according to the Department standard expected of the average employee group. This applies to what is expected of an average Santa Ana Police Officer with "C" Step experience in his particular division assignment. The following guidelines are provided to assist in the definition of terms, objectives, and desired qualities that hopefully will contribute and insure a fair and objective evaluation that will benefit both the employee being rated and the Santa Ana Police Department.

I. PERSONAL CHARACTERISTICS

- APPEARANCE: Applies to neatness, cleanliness, personal grooming habits, general physical appearance, i.e. underweight, overweight, uniform maintenance, leather care, accessories such as jewelry, additional equipment, etc.
- LOYALTY: Loyalty includes verbal support to Department goals, general support and opinion held by employee towards the Department.
- COMMON SENSE: Emphasis is placed on the judgement and decision-making demonstrated by the employee, areas include: tact, diplomacy, practical application of knowledge and skills to effectively accomplish job performance.
- PHYSICAL FITNESS: Applies to general physical condition as it relates to job performance. It includes physical aspects of general field requirements, as well as frequency of illness, ability to effectively perform shift work, etc.
- ADAPTABILITY: Employee's ability to conform to new circumstances and harmonize interest towards the goals of team policing.
- GENERAL ATTITUDE: Applies to employee's view of the job and position within the Department. General disposition, opinion or overall outlook of assigned activities. Includes enthusiasm, temperament, motivation, etc.

II. INTERPERSONAL RELATIONSHIPS

- WITH PEERS: How well does the employee get along with fellow officers? Does he strive to establish effective relationships with his peers, with the Department benefiting from such efforts?
- WITH PUBLIC: Does the employee have the ability to work with the public? Applies to diplomacy, empathy, etc.
- WITH SUBORDINATES: Does the employee relate to his subordinates and show them respect as well as maintaining leadership principles and objectives? Do the subordinates respond to the employee's scope of authority?
- WITH SUPERIORS: Does the employee respond favorably to supervision? Areas of consideration should be: receptiveness, resentment, self-improvement, etc.

III. DUTY PERFORMANCE

- RELIABILITY: Is the employee dependable and able to perform job tasks without excessive instructions, supervision, etc.?
- PUNCTUALITY: Is the employee late for scheduled work assignments, i.e. Roll Call, Team Meetings, Scheduled Conferences, etc.?
- PERSEVERANCE: Does the employee actively and enthusiastically pursue accomplishment of his job tasks?
- INITIATIVE: Does the employee have the ability to originate new ideas and methods? Does the employee take action when necessary? Does he actively seek to improve himself and the Department?
- QUALITY OF WORK: Applies to the type of activity the employee is able to develop. Is the employee thorough in his reports? Is he able to complete work assignments without error or delay?
- QUANTITY OF WORK: Is the employee able to meet work schedules and complete assignments on time? Does he "pull" his share of the load?

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III. DUTY PERFORMANCE (CONT.)

- COMPLIANCE WITH RULES: Does the employee follow policy and procedure established by the Department?
- RESPONSIVENESS TO INSTRUCTIONS: Applies to ability to grasp orders effectively without repetition.
- ACCEPTANCE OF RESPONSIBILITY: Evaluates employee's ability to perform duties requiring responsibility. Areas to be considered are: trustworthiness, dependability, accountability.
- DECISION MAKING: Does the employee possess the quality of making sound decisions and timely judgements?

IV. TEAM POLICING OBJECTIVES

- COMPLIES WITH GOALS OF THE TEAM: Does the employee place team objectives over personal interest? Does he understand the goals and pursue these goals with enthusiasm and initiative.
- CONTRIBUTES TO DECISION MAKING OF THE TEAM: Does the employee actively and constructively participate in decision making?
- DEMONSTRATE ABILITY TO WORK AS A TEAM MEMBER: How well does the employee perform as a member of a team, rather than as an individual? Are Interpersonal Relationships compatible with the team?
- CONTRIBUTES IDEAS FOR IMPROVING TEAM OPERATIONS: Applies to initiative, perseverance, and general interest directed towards achieving team goals through planned operations.
- STIMULATES INTERACTION AND CROSS TRAINING WITH TEAM MEMBERS: Does the employee share mutual talents, training and knowledge with other team members? Is the employee receptive to such talents possessed by other team members?
- READILY PARTICIPATES IN COMMUNITY INVOLVEMENT: Does the employee enthusiastically seek to improve relationships with citizens within his assigned area?
- CONTRIBUTES TO POSITIVE ATTITUDES AND TEAM MORALE: Does the employee actively support the goals of the team? Are verbal and mental support present? Areas of consideration should be: enthusiasm, vigor, initiative, etc.
- PURSUES POSITIVE COMMUNITY PARTICIPATION AND SUPPORT: Is the employee able to relate the importance of community involvement, thereby, creating support in accomplishing team policing objectives?
- DEMONSTRATES ACCURATE JOB KNOWLEDGE: Applies to necessary training and expertise to effectively perform job skills.
- DEMONSTRATES PUBLIC SPEAKING ABILITY: Does the employee have the ability to speak effectively to large groups of citizens? Areas of consideration: poise, appearance, persuasiveness, delivery, vocabulary, etc.
- IS ABLE TO IDENTIFY COMMUNITY PROBLEMS: Can the employee effectively recognize crime within his specific area? Is he able to formulate accurate information regarding criminal tendencies?
- DEMONSTRATES OVERALL ABILITY AS AN EFFECTIVE TEAM MEMBER TO PUBLIC: Has the employee gained respect within his team area? Do citizens respond well to his job performance?

THE EMPLOYEE IS REQUIRED TO SIGN THE EVALUATION EVEN THOUGH HE/SHE MAY NOT AGREE. THE SIGNATURE VERIFIES THAT THE EMPLOYEE HAS HAD AN OPPORTUNITY TO REVIEW THE EVALUATION AND MAY ADD COMMENTS IF DESIRED. THE EMPLOYEE HAS THE RIGHT TO APPEAL AN EVALUATION AFTER REVIEW AND SHOULD SUBMIT A WRITTEN APPEAL TO THE DIVISION COMMANDER VIA MEMORANDUM AND CHAIN OF COMMAND.

SAPD A-48-10175-1000

SANTA ANA POLICE DEPARTMENT
PERSONNEL PERFORMANCE EVALUATION

D-10

| | | | | | | |
|---|---------------|-----------------------------|---|---|---|---|
| NAME (LAST, FIRST, MIDDLE) | AREA TEAM # | TEAM FUNCTION OR ASSIGNMENT | | | | |
| SALARY STEP | RATING PERIOD | | | | | |
| | FROM: | TO: | | | | |
| <p>0 = Unable to Determine 3 = Satisfactory 1 = Unacceptable 4 = Above Average 2 = Below Average 5 = Outstanding</p> | | | | | | |
| I. PERSONAL CHARACTERISTICS | | | | | | |
| | 0 | 1 | 2 | 3 | 4 | 5 |
| • APPEARANCE | | | | | | |
| • LOYALTY | | | | | | |
| • COMMON SENSE | | | | | | |
| • PHYSICAL FITNESS | | | | | | |
| • ADAPTABILITY | | | | | | |
| • GENERAL ATTITUDE | | | | | | |
| COMMENTS: | | | | | | |
| _____ | | | | | | |
| _____ | | | | | | |
| II. INTERPERSONAL RELATIONSHIPS | | | | | | |
| | 0 | 1 | 2 | 3 | 4 | 5 |
| • WITH PEERS | | | | | | |
| • WITH PUBLIC | | | | | | |
| • WITH SUBORDINATES | | | | | | |
| • WITH SUPERIORS | | | | | | |
| COMMENTS: | | | | | | |
| _____ | | | | | | |
| _____ | | | | | | |
| III. DUTY PERFORMANCE | | | | | | |
| | 0 | 1 | 2 | 3 | 4 | 5 |
| • RELIABILITY | | | | | | |
| • PUNCTUALITY | | | | | | |
| • PERSEVERANCE | | | | | | |
| • INITIATIVE | | | | | | |
| • QUALITY OF WORK | | | | | | |
| • QUANTITY OF WORK | | | | | | |
| • COMPLIANCE WITH RULES | | | | | | |
| • RESPONSIVENESS TO INSTRUCTIONS | | | | | | |
| • ACCEPTANCE OF RESPONSIBILITY | | | | | | |
| • DECISION MAKING | | | | | | |
| COMMENTS: | | | | | | |
| _____ | | | | | | |
| _____ | | | | | | |

| | | | | | | |
|---|------------------|---|------------|---|---|---|
| IV. TEAM POLICING OBJECTIVES | 0 | 1 | 2 | 3 | 4 | 5 |
| • COMPLIES WITH GOALS OF THE TEAM | | | | | | |
| • CONTRIBUTES TO DECISION MAKING OF THE TEAM | | | | | | |
| • DEMONSTRATES ABILITY TO WORK AS A TEAM MEMBER | | | | | | |
| • CONTRIBUTES IDEAS FOR IMPROVING TEAM OPERATIONS | | | | | | |
| • STIMULATES INTERACTION AND CROSS TRAINING WITH TEAM MEMBERS | | | | | | |
| • READILY PARTICIPATES IN COMMUNITY INVOLVEMENT | | | | | | |
| • CONTRIBUTES TO POSITIVE ATTITUDES AND TEAM MORALE | | | | | | |
| • PURSUES POSITIVE COMMUNITY PARTICIPATION AND SUPPORT | | | | | | |
| • DEMONSTRATES ACCURATE JOB KNOWLEDGE | | | | | | |
| • DEMONSTRATES PUBLIC SPEAKING ABILITY | | | | | | |
| • IS ABLE TO IDENTIFY COMMUNITY PROBLEMS | | | | | | |
| • DEMONSTRATES OVERALL ABILITY AS AN EFFECTIVE TEAM MEMBER TO PUBLIC | | | | | | |
| COMMENTS: | | | | | | |
| _____ | | | | | | |
| _____ | | | | | | |
| OVERALL EVALUATION: | | | | | | |
| <input type="checkbox"/> NEEDS IMPROVEMENT <input type="checkbox"/> SATISFACTORY <input type="checkbox"/> EXCELLENT | | | | | | |
| COMMENTS: | | | | | | |
| _____ | | | | | | |
| _____ | | | | | | |
| PROBATIONARY EMPLOYEES ONLY: | | | | | | |
| RECOMMENDATION: | | | | | | |
| <input type="checkbox"/> FURTHER OBSERVATION <input type="checkbox"/> PERMANENT STATUS <input type="checkbox"/> TERMINATION | | | | | | |
| COMMENTS: | | | | | | |
| _____ | | | | | | |
| _____ | | | | | | |
| EMPLOYEE'S SIGNATURE | | | | | | |
| X _____ | RANK/TITLE _____ | | DATE _____ | | | |
| EMPLOYEE'S COMMENTS: (OPTIONAL) | | | | | | |
| _____ | | | | | | |
| _____ | | | | | | |
| RATER'S SIGNATURE | | | | | | |
| X _____ | RANK/TITLE _____ | | DATE _____ | | | |
| ENDORSER'S SIGNATURE | | | | | | |
| X _____ | RANK/TITLE _____ | | DATE _____ | | | |

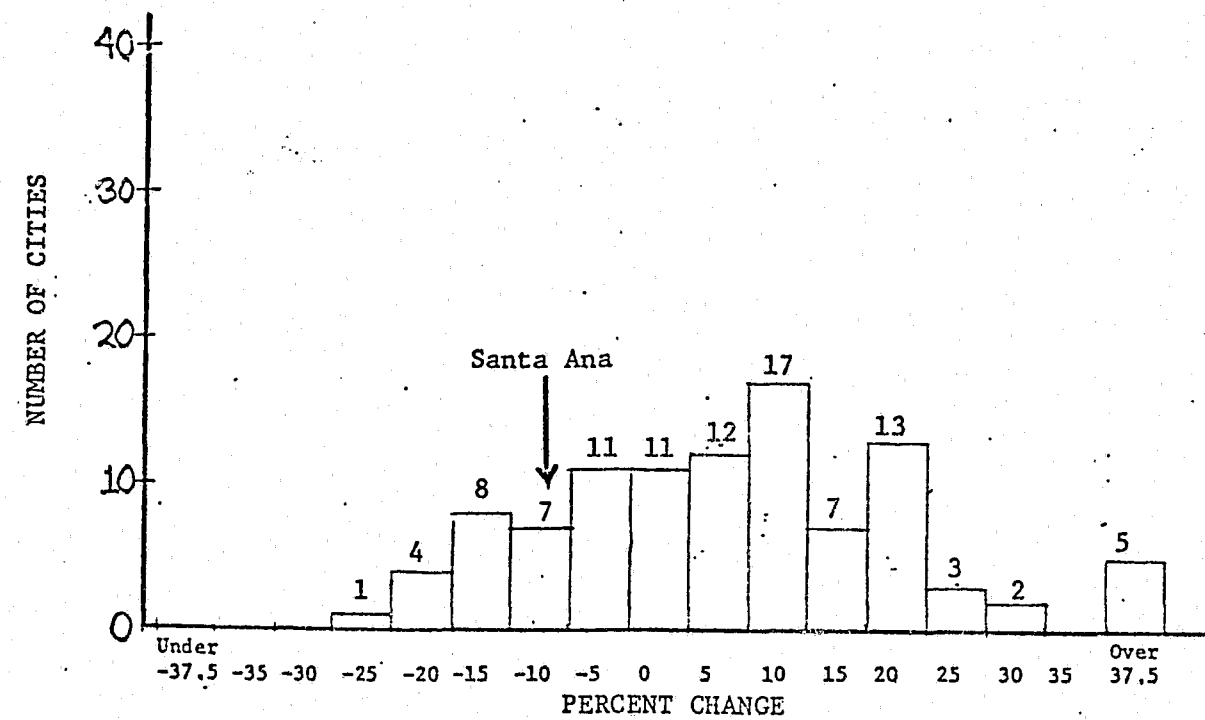
APPENDIX E

CRIME RATE TRENDS
PART I
CRIMES

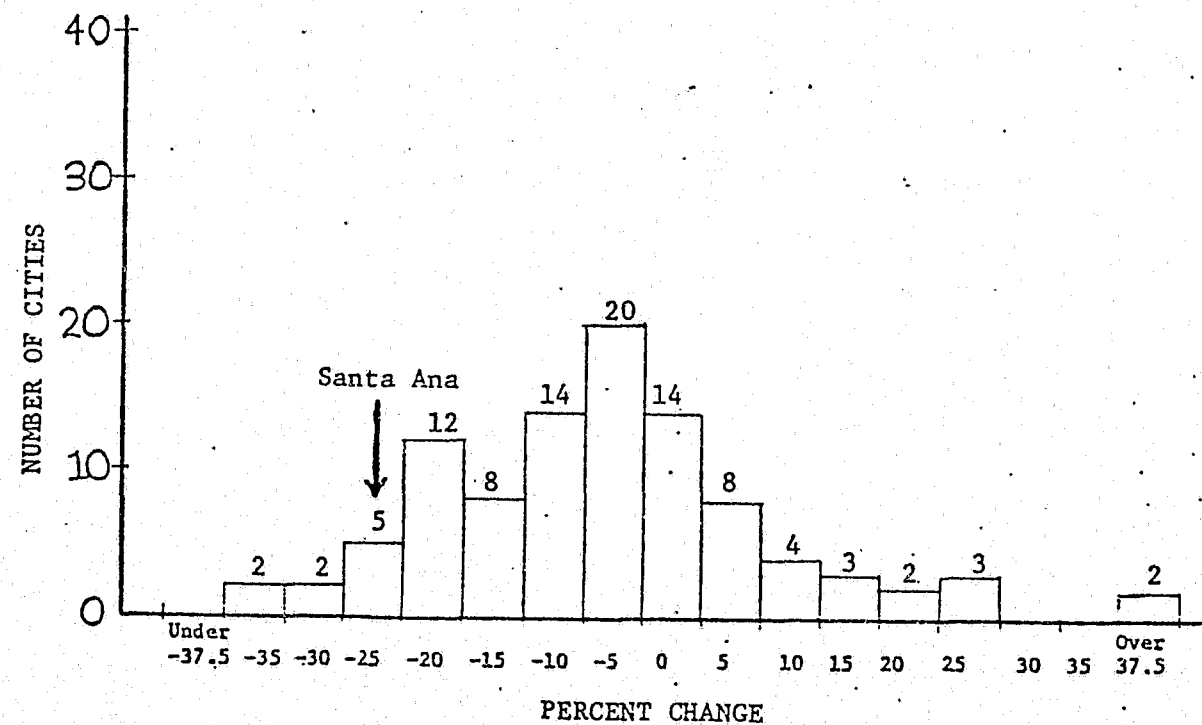
SANTA ANA

Source: UCR CRIME REPORTS

E1

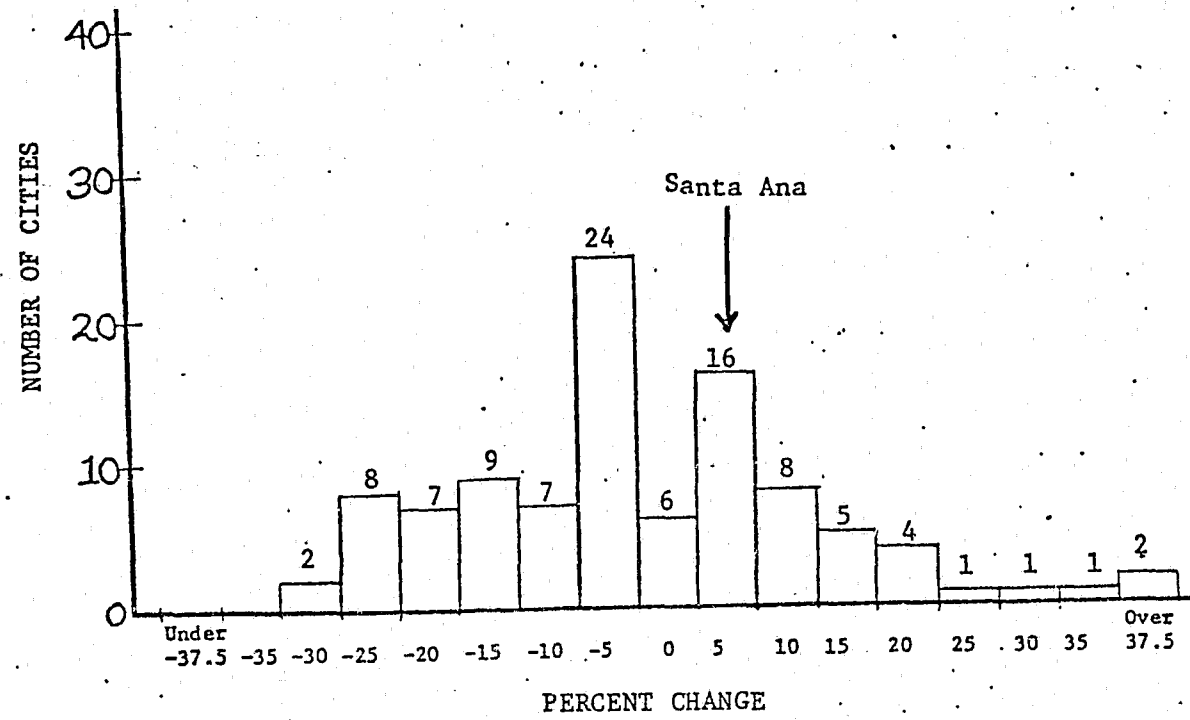


Percent Change in Burglary in 100 Cities
Pop. 100,000 - 250,000
Plus Boulder
1974-1975

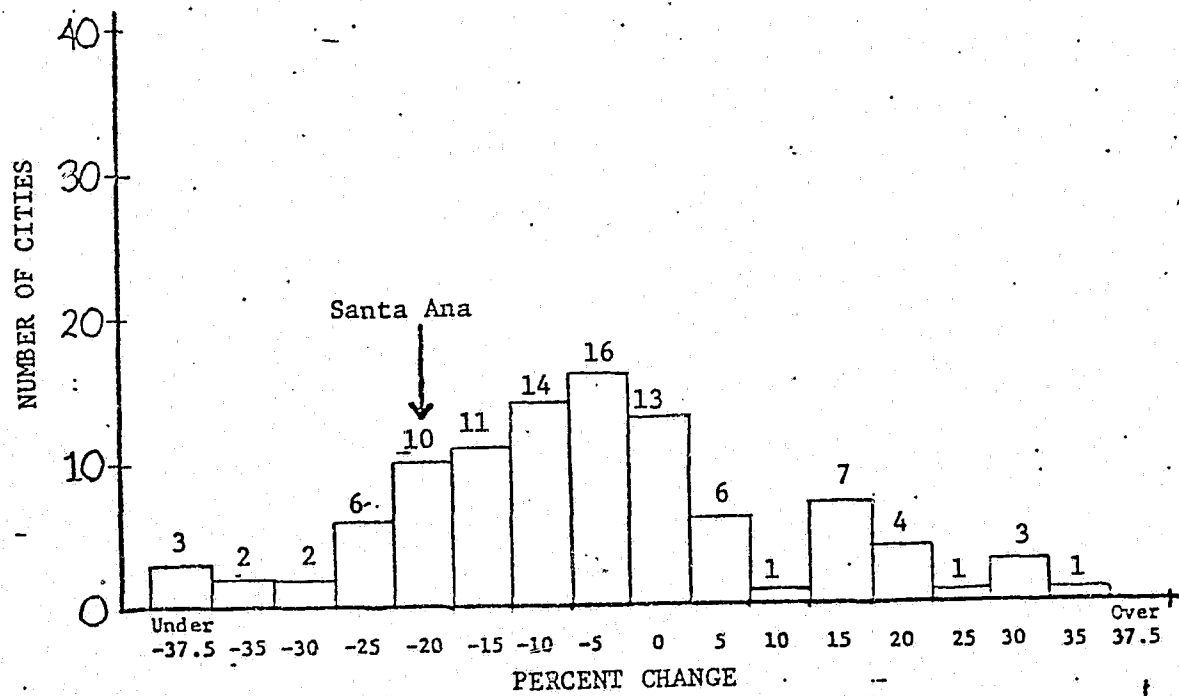


Percent Change in Burglary in 100 Cities
Pop. 100,000 - 250,000
1975-1976

E2

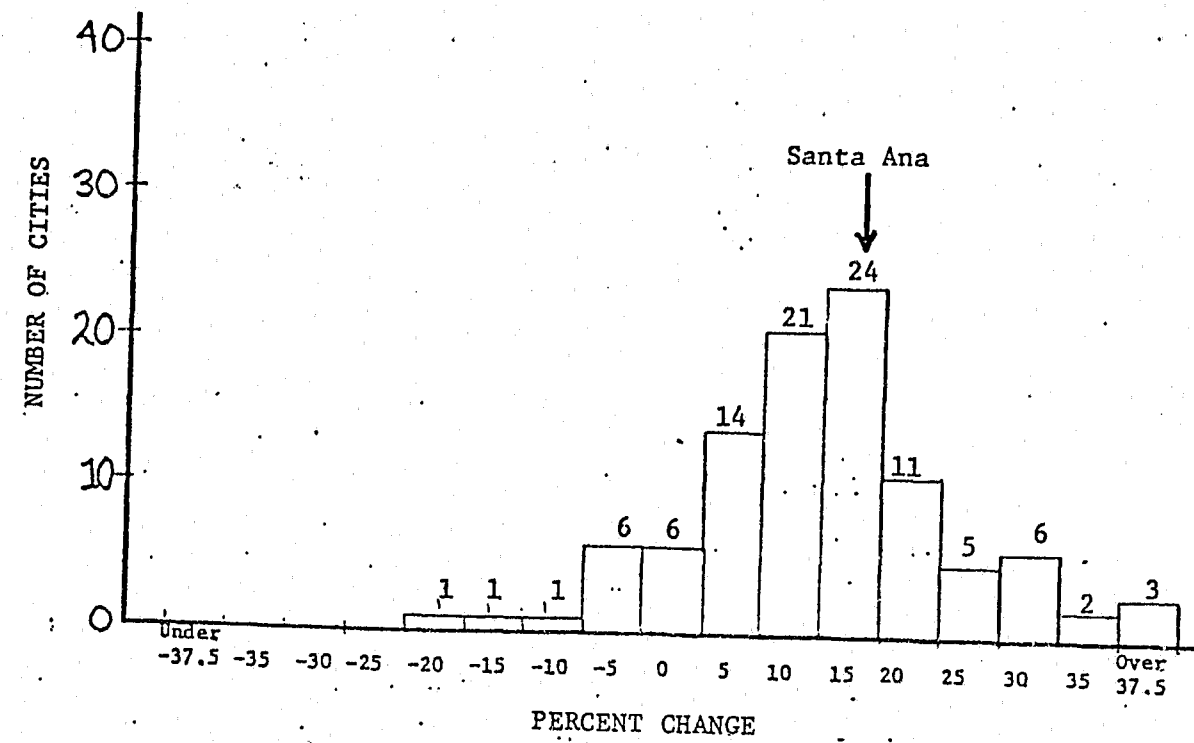


Percent Change in Auto Theft Crimes in 100 Cities
Pop. 100,000 - 250,000
Plus Boulder
1974-1975

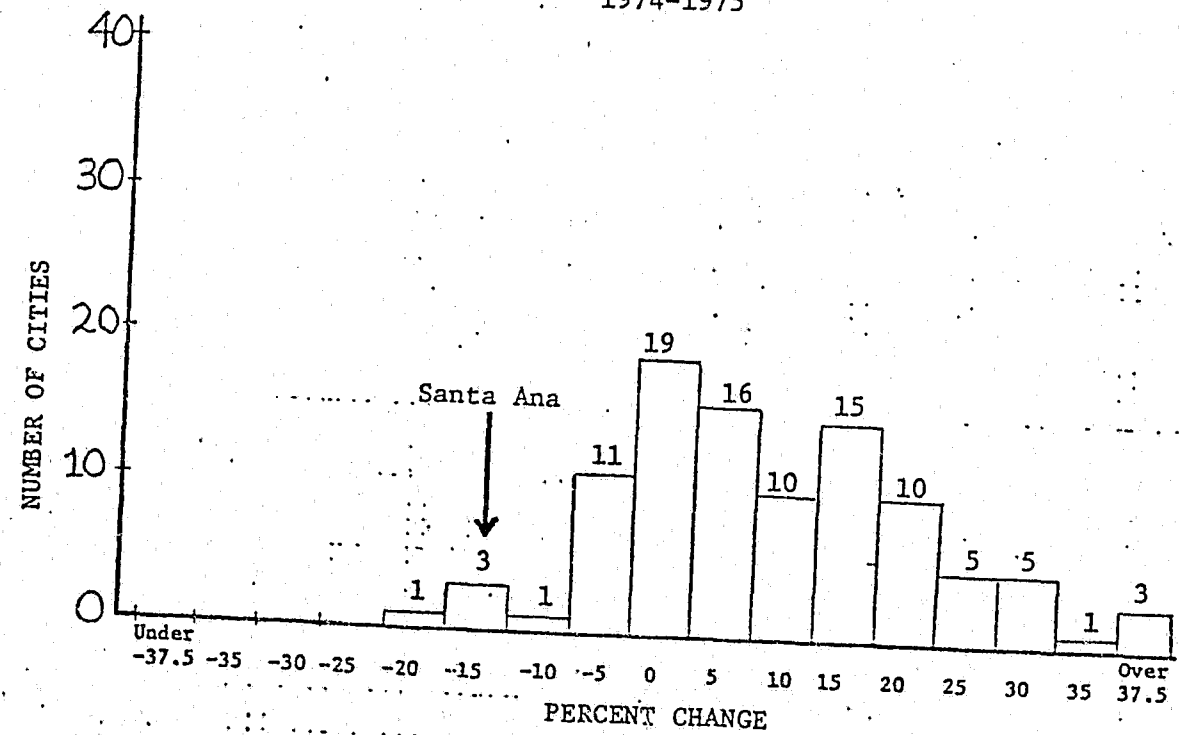


Percent Change in Auto Theft Crimes in 100 Cities
Pop. 100,000 - 250,000 (does not incl.) Boulder
1975-1976

E3

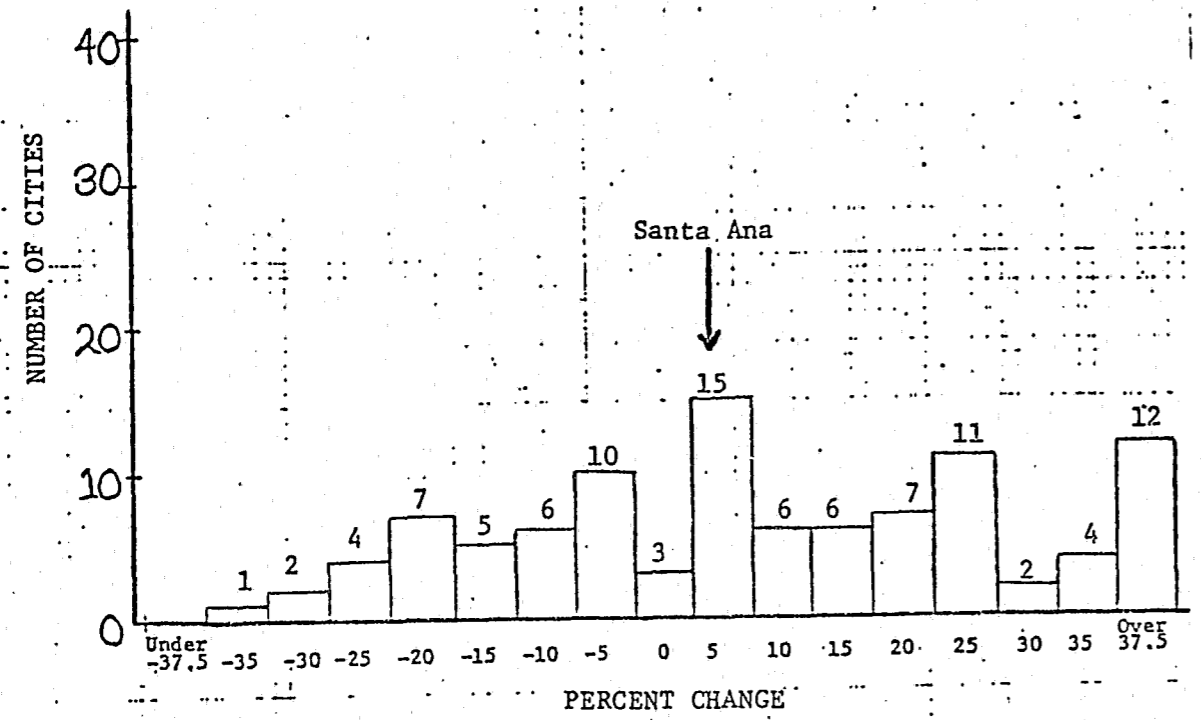


Percent Change in Larceny in 100 Cities
Pop. 100,000 - 250,000
Plus Boulder
1974-1975

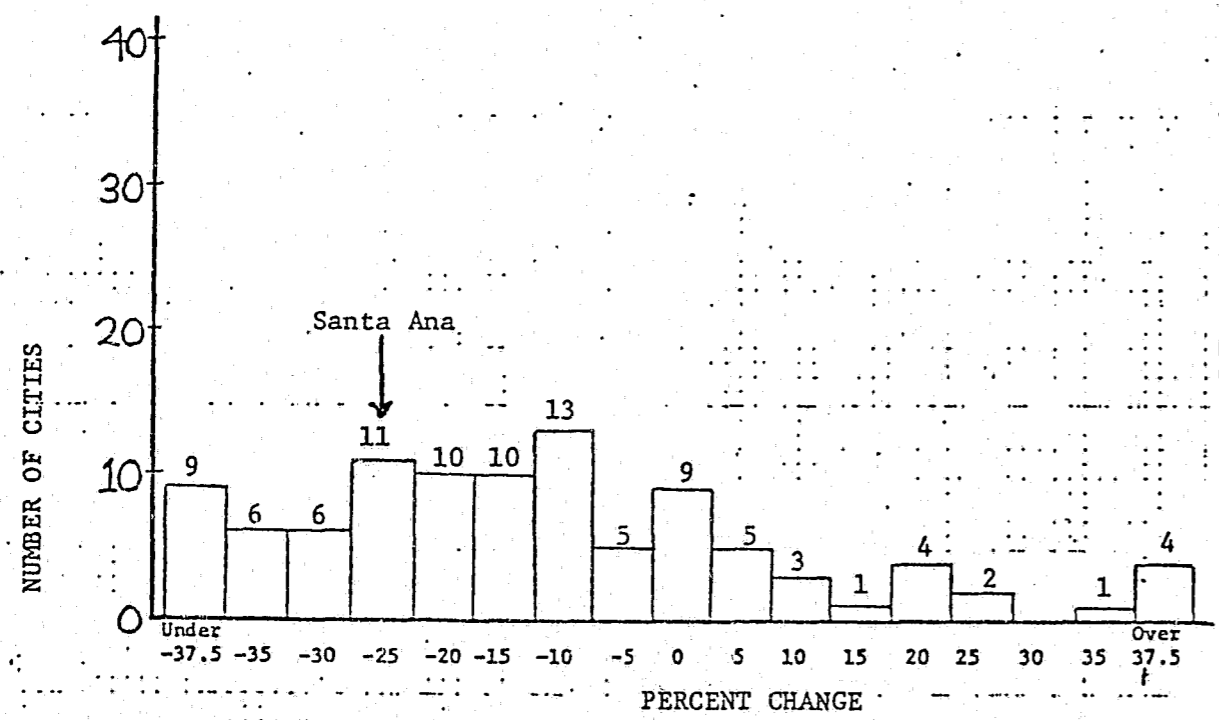


Percent Change in Larceny in 100 Cities
Pop. 100,000 - 250,000
1975-1976

E4

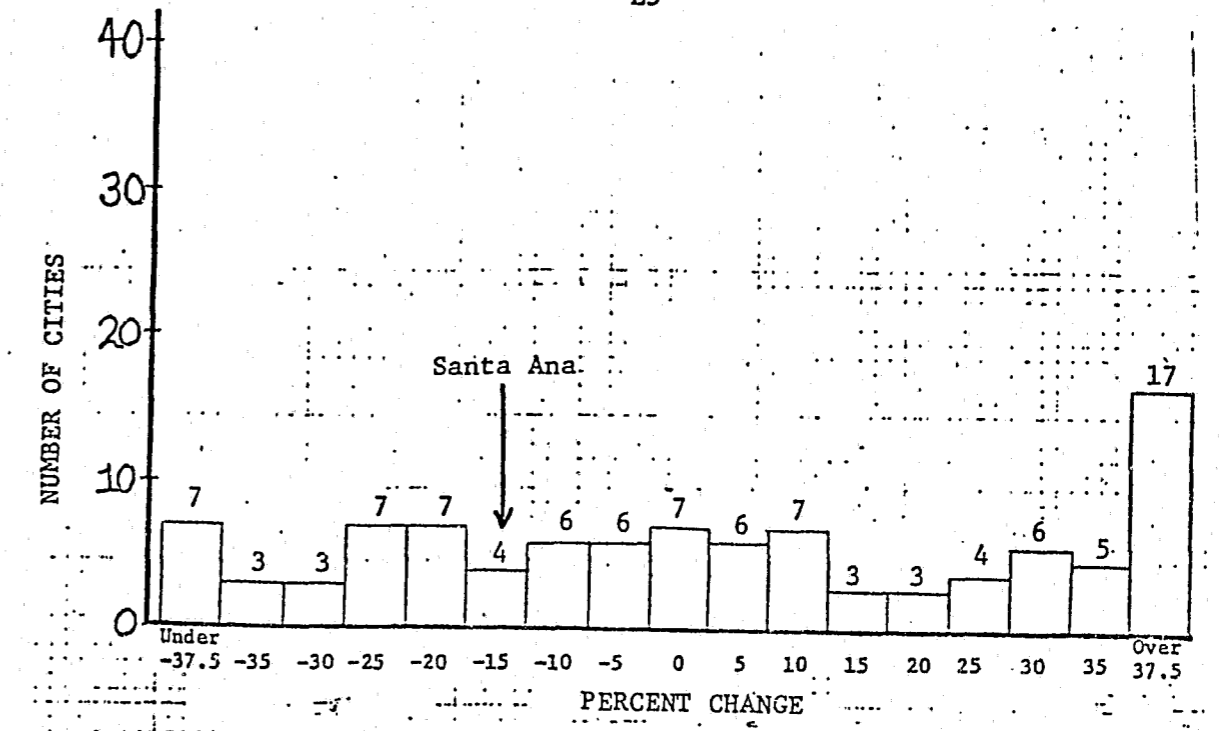


Percent Change in Robbery in 100 Cities
Pop. 100,000 - 250,000
1974-1975

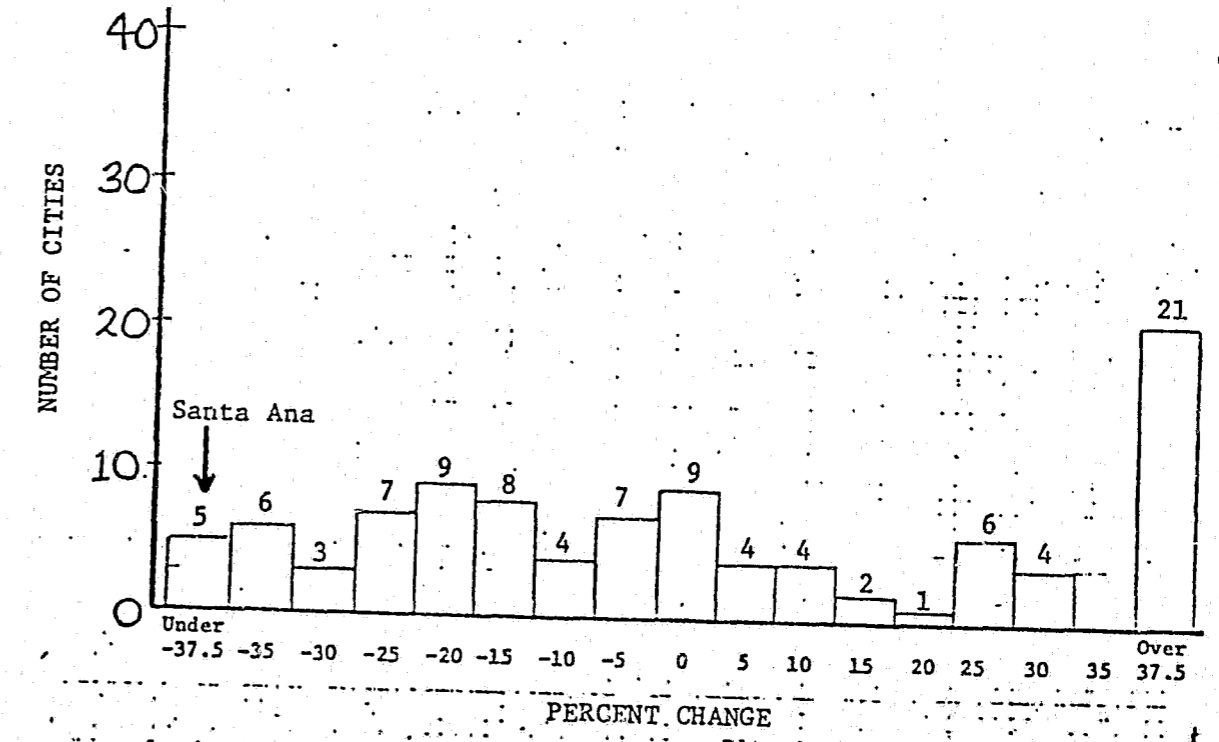


Percent Change in Robbery in 100 Cities
Pop. 100,000 - 250,000
1975-1976

E5



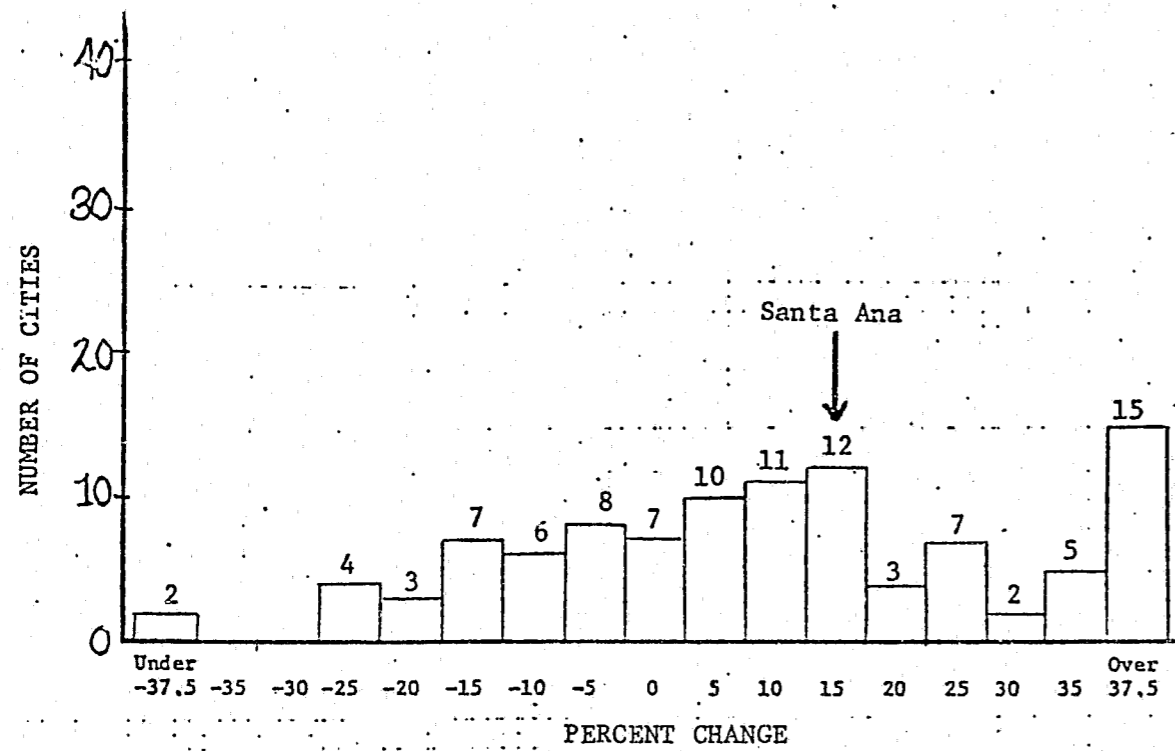
Percent Change in Rape in 100 Cities
Pop. 100,000 - 200,000
1974-1975



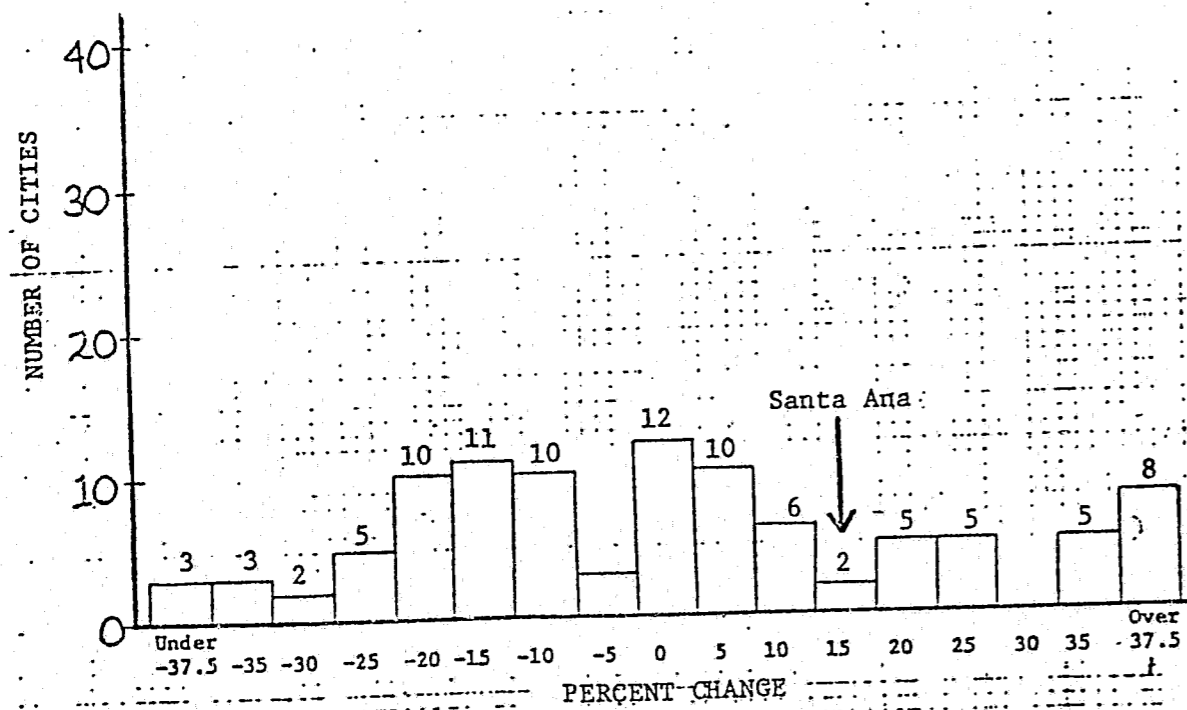
Percent Change in Rape in 100 Cities
Pop. 100,000 - 200,000
1975-1976

CONTINUED

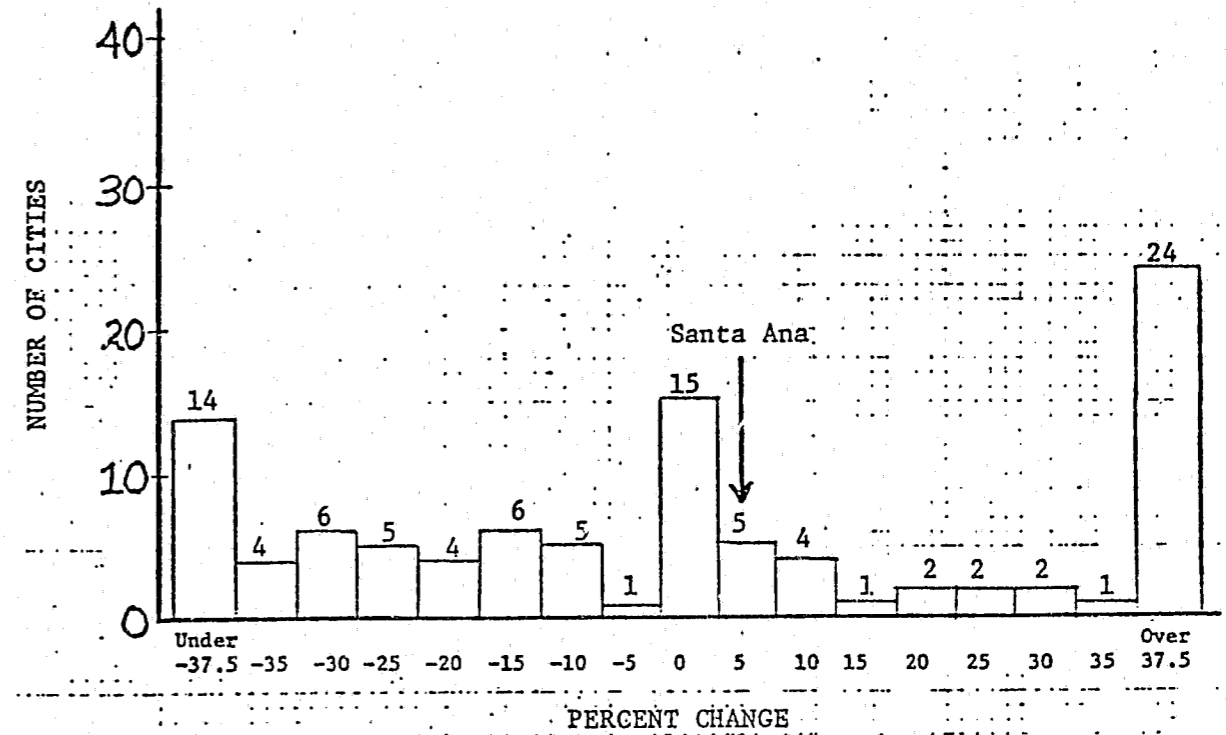
2 OF 3



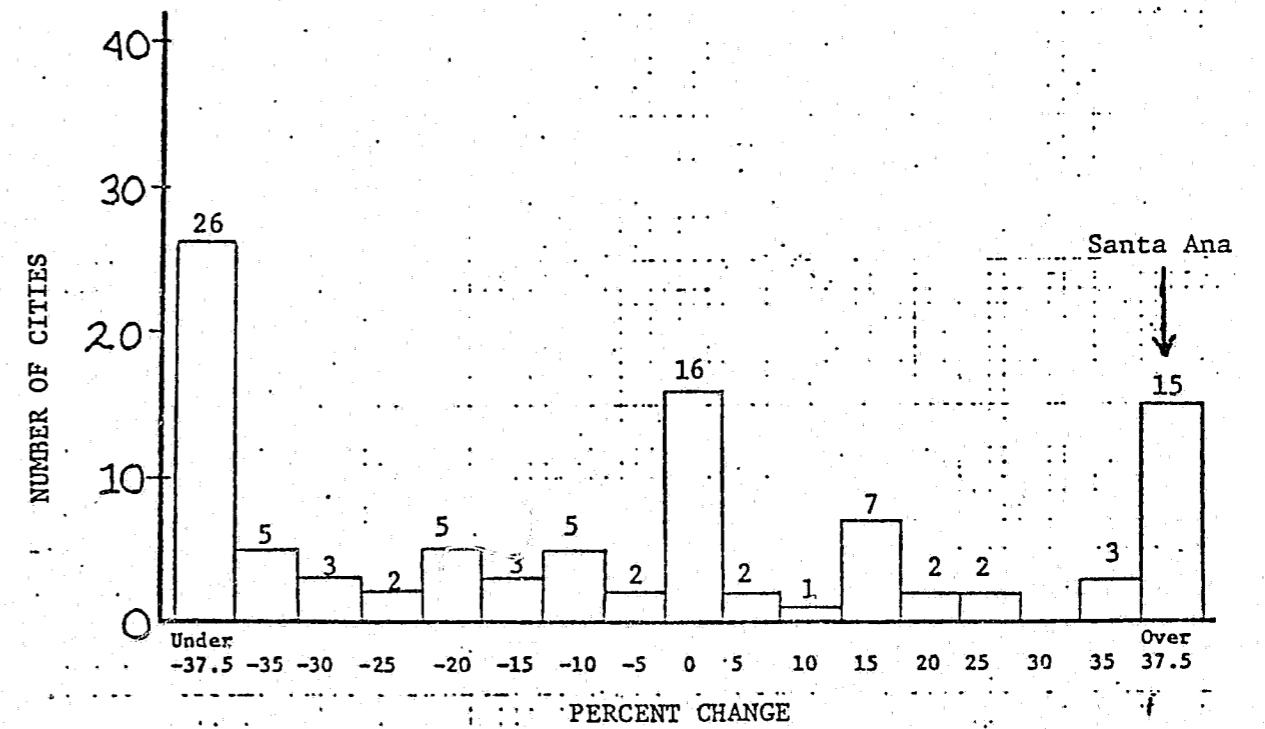
Percent Change in Aggravated Assault in 100 Cities
Pop. 100,000 - 250,000
1974-1975



Percent Change in Aggravated Assault in 100 Cities
Pop. 100,000 - 250,000
1975-1976



Percent Change in Murder in 100 Cities
Pop. 100,000 - 250,000
1974-1975



Percent Change in Murder in 100 Cities
Pop. 100,000 - 200,000
1975-1976

APPENDIX F

SELECTED PATROL OFFICER
SURVEY QUESTIONS AND RESPONSES

- citizen involvement
- participation in
setting objectives
and goals
- overall satisfaction
- citizen information
sharing with police

Source: Urban Institute Patrol Officer Survey,
December 1976 and April 1977

TABLE 1: OFFICER PERCEPTIONS OF CITIZEN INVOLVEMENT

| Questions | Wave | N | Categories and Responses (%) | | | | | | | Statistical Significance |
|---|------|----|------------------------------|--------------|-----------------|--------------------------|-----------------------|--------------------------|--------------------------|--------------------------|
| | | | <u>Strongly Agree</u> | <u>Agree</u> | <u>Disagree</u> | <u>Strongly Disagree</u> | <u>Agree Somewhat</u> | <u>Disagree Somewhat</u> | <u>Strongly Disagree</u> | |
| Attending meetings with citizen groups is a waste of a police officer's time | One | 96 | 1 | 2 | 7 | 17 | 56 | 17 | N.S. | |
| | Two | 94 | 2 | 6 | 17 | 16 | 44 | 15 | | |
| The neighborhood police team program will increase the degree of community support and citizen involvement | One | 97 | 26 | 36 | 36 | 2 | 0 | 0 | N.S. | |
| | Two | 94 | 19 | 49 | 27 | 3 | 1 | 1 | | |
| How good a job of working constructively with the community would you say your unit was doing <u>one year ago</u> ? | One | 91 | 0 | 7 | 7 | 36 | 30 | 18 | 0.05 | |
| | Two | 94 | 4 | 28 | 28 | 31 | 9 | 1 | | 0 |
| How good a job of working constructively with the community would you say your unit is doing <u>now</u> ? | One | 97 | 7 | 40 | 33 | 13 | 5 | 1 | 0.05 | |
| | Two | 95 | 16 | 48 | 23 | 13 | 0 | 0 | | 0 |

N.S.--Not Significant

TABLE 2: OFFICER PERCEPTIONS OF PARTICIPATION IN SETTING OBJECTIVES AND GOALS

| Questions | Wave | N | Categories and Responses (%) | | | | | Statistical Significance |
|--|------|----|------------------------------|--------------|-------------|---------------|---------------------|--------------------------|
| | | | <u>Very Great</u> | <u>Great</u> | <u>Some</u> | <u>Little</u> | <u>Almost Never</u> | |
| To what extent do you set objectives, goals, and procedures for your job rather than following directions or established procedures? | One | 97 | 10 | 38 | 37 | 11 | 3 | 0.05 |
| | Two | 95 | 3 | 28 | 46 | 19 | 3 | |

TABLE 3: OFFICER PERCEPTIONS OF OVERALL SATISFACTION

| Questions | Wave | N | Categories and Responses (%) | | | | | Statistical Significance |
|---|------|----|------------------------------|-----------------------|----------------|-----------------------------|---------------------------|--------------------------|
| | | | <u>Completely Satisfied</u> | <u>Well Satisfied</u> | <u>Neutral</u> | <u>Little Dis-satisfied</u> | <u>Very Dis-satisfied</u> | |
| Which of these statements best tells how you feel about your job? | One | 97 | 29 | 60 | 7 | 3 | 1 | 0.05 |
| | Two | 75 | 11 | 56 | 16 | 14 | 3 | |

TABLE 4: OFFICER PERCEPTIONS OF CITIZEN INFORMATION SHARING WITH POLICE

| Questions | Wave | N | Categories and Responses (%) | | | | | | Statistical Significance |
|---|------|----|------------------------------|-----------------------|--------------------------|-----------------|--------------------------|--------------------------|--------------------------|
| | | | <u>Strongly Agree</u> | <u>Agree Somewhat</u> | <u>Disagree Somewhat</u> | <u>Disagree</u> | <u>Strongly Disagree</u> | <u>Strongly Disagree</u> | |
| Under the neighborhood team policing program, officers will be provided with more accurate and timely information about area problems and criminal activity | One | 97 | 22 | 54 | 22 | 3 | 0 | 0 | 0.05 |
| | Two | 93 | 17 | 41 | 29 | 5 | 8 | 0 | |