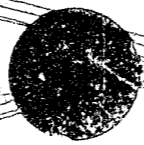


FBI LAW ENFORCEMENT BULLETIN

DECEMBER 1982



86588-86590

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by
FBI LAW ENFORCEMENT BULLETIN

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

Directed Patrol Systems

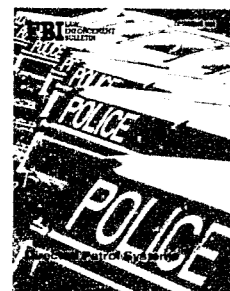
FBI LAW ENFORCEMENT BULLETIN

DECEMBER 1982, VOLUME 51, NUMBER 12

Contents

GRB

- 86588
- Management** [1] **Directed Patrol Systems—The Answer to Critics of Deterrent Patrol**
By Jeffrey S. Yates
- Law Enforcement Role** [10] **Spouse Abuse: The Need for New Law Enforcement Responses**
By Nancy Loving and Michael Quirk 86589
- Crime Problems** 17 **Pilot Program Attacks Truck Theft**
By Louis E. Bracksieck
- The Legal Digest** 19 **Probable Cause: Informant Information (Conclusion)**
By Robert L. McGuiness 86590
- only if previous parts were selected.
- 25 **Index of Articles Published in 1982**
- 32 **Wanted by the FBI**



The Cover
With the effectiveness of traditional patrol practices being questioned, police departments must now seek innovative ways to patrol. See article on directed patrol systems, p. 1.

Federal Bureau of Investigation
United States Department of Justice
Washington, D.C. 20535

William H. Webster, Director

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of the Office of Management and Budget through February 21, 1983.

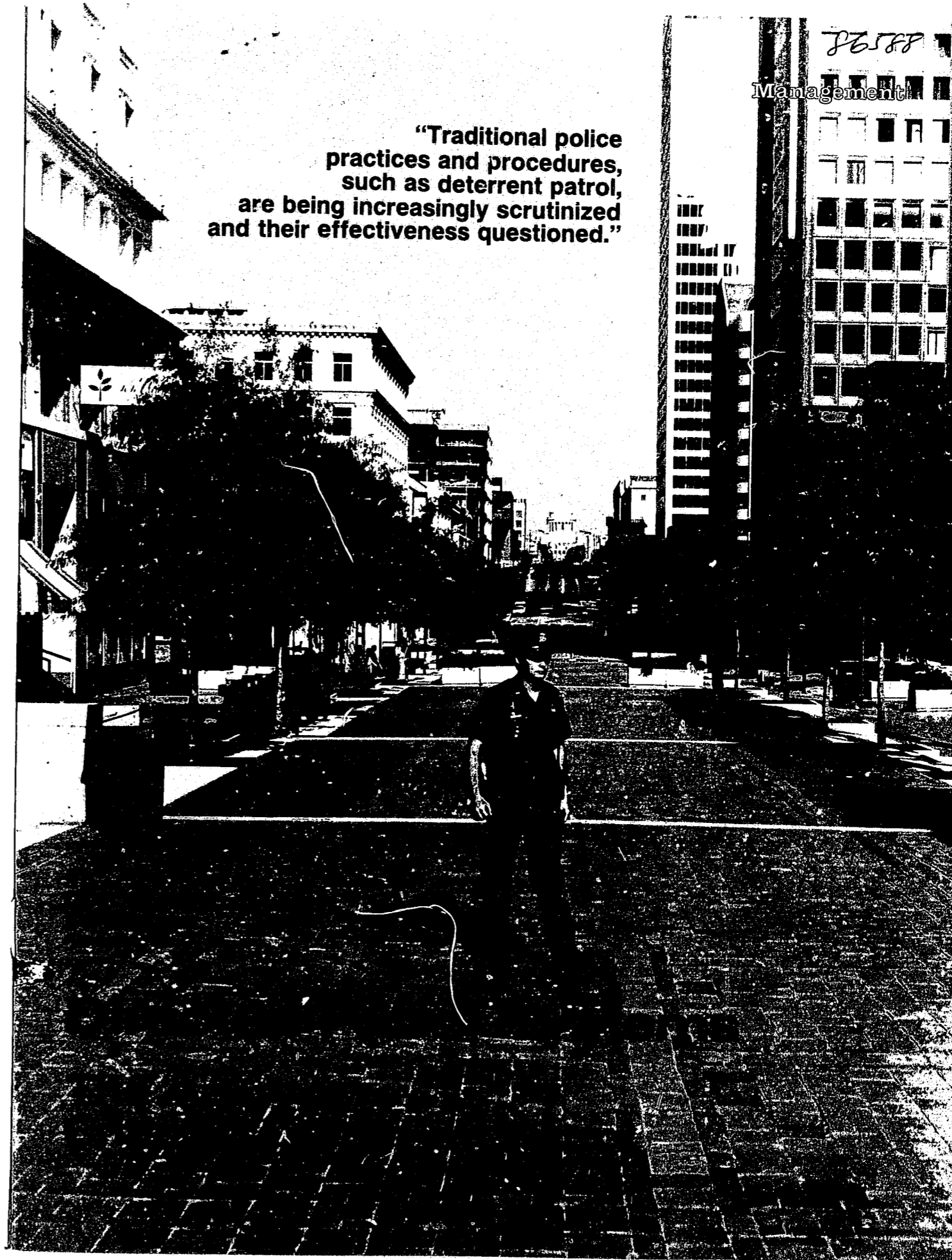


USPS 383-310

ISSN 0014-5688

86588
Management

"Traditional police practices and procedures, such as deterrent patrol, are being increasingly scrutinized and their effectiveness questioned."





Captain Yates



LaRoy Bangham
Chief of Police

Police administrators in the 1980's will be required to deal with increasing fiscal constraints as public pressure results in mandates such as Proposition 13. Traditional police practices and procedures, such as deterrent patrol, are being increasingly scrutinized and their effectiveness questioned. It is imperative that police managers consider more efficient deployment of police personnel—they must learn to "do more with less" in the years ahead.

This article will examine one area of concern—improving the effectiveness and productivity of preventive patrol operations. The directed patrol system is a step toward more efficient deployment of police resources.

Traditional Preventive Patrol

A principal assumption underlying preventive patrol has been that the deployment of highly visible and mobile patrol units could prevent and deter criminal activity. When officers have not been responding to calls for service, they have been engaged in preventive patrol—quasi-random movement through their beats. Although the activity might account for 30 to 40 percent of an officer's time, it is frequently fragmented into small segments of time separated by service calls and the performance of administrative duties.¹ One study concludes that on the average, about 5 hours of an officer's 8-hour shift are allocated at the officer's discretion, while 3 hours are spent on assigned tasks.² In other words, the problem with deterrent patrol, in the

traditional sense, is that it has given too much latitude to the individual police officer on patrol, with not enough attention being paid to managing the officer's time.³

Most departments have not developed systematic patrol goals and objectives that can be used by patrol managers and firstline supervisors to prioritize the patrol workload and develop an effective patrol operation. Frank G. MacAloon, editor of *Law and Order Magazine*, stated, "Yesterday's concept of patrol, the repetitious driving a beaten path to insure police presence and high visibility is about as practical as storing buffalo chips to neutralize the energy crunch. Trained men with modern equipment in the field will always be a necessity, but to expect little else from them is anti-productive and does guarantee boredom. Directing patrol officers to continually seek out suspicious persons, probable or potential criminal acts and constantly report these findings in an organized fashion for analysis is productive. Training the patrol force to initiate the preliminary investigation of crimes discovered or reported in their patrol district further develops their talents and usefulness."⁴

It is important to note that tradition is primarily responsible for what is transpiring today. This tradition began with the creation of the London Metropolitan Police in 1829 and continues today. As the "modern" police emerged in London, their operations were characterized by certain elements that are still common to law enforcement including:

- 1) Officers were assigned beats—areas in which to conduct their patrol activities;
- 2) Officers were clothed in a uniform that made them highly visible;

- 3) Officers patrolled their assigned areas in a random manner; and
- 4) The tasks the officers performed while on patrol were determined by their own initiative.⁵

These elements emerged as, and remain, the basic components of "preventive" patrol. Until just recently, they were considered "sacred" to the success of the patrol operation. Since 1829, preventive patrol has not changed in any substantial way. With the exception of substituting the motor vehicle for foot patrol, the radio for the call box, and other technical innovations, police patrol is still being handled in most departments in the United States as it was in London in 1829. The tradition of "preventive" patrol has had over 150 years to establish itself.

There are other traditional considerations which also impact upon the effectiveness of the patrol operation. Most firstline supervisors come from the ranks of the patrol force and have been exposed to only the traditional patrol operation. The same is true for

most middle management, command, and administrative personnel. Most training provided to the recruit focuses on the traditional mode of patrol. The patrol officer begins his career by learning that "preventive" patrol is the accepted mode of operation, and this concept is reinforced by his peers, supervisors, and chief. From the beginning of the "modern" police era, the activities of patrol officers were undertaken at the initiative of the officer. To a large extent, the patrol officer decided what he did and when he did it while on patrol. The same is true today. This element of "officer-initiated" task performance is probably one of the most significant reasons why "preventive" patrol is ineffective.⁶

The Directed Patrol Approach

The methods used during directed patrol are no different than the methods used by officers while performing random preventive patrol. Directed patrol is visible, combines both highly mobile vehicular movement with some

foot patrol, emphasizes observation of street activity, and encourages officers to initiate citizen contact, as well as pedestrian and vehicular stops. However, unlike traditional patrol, these methods focus on the specific crime and order maintenance problems that exist in a community.⁷

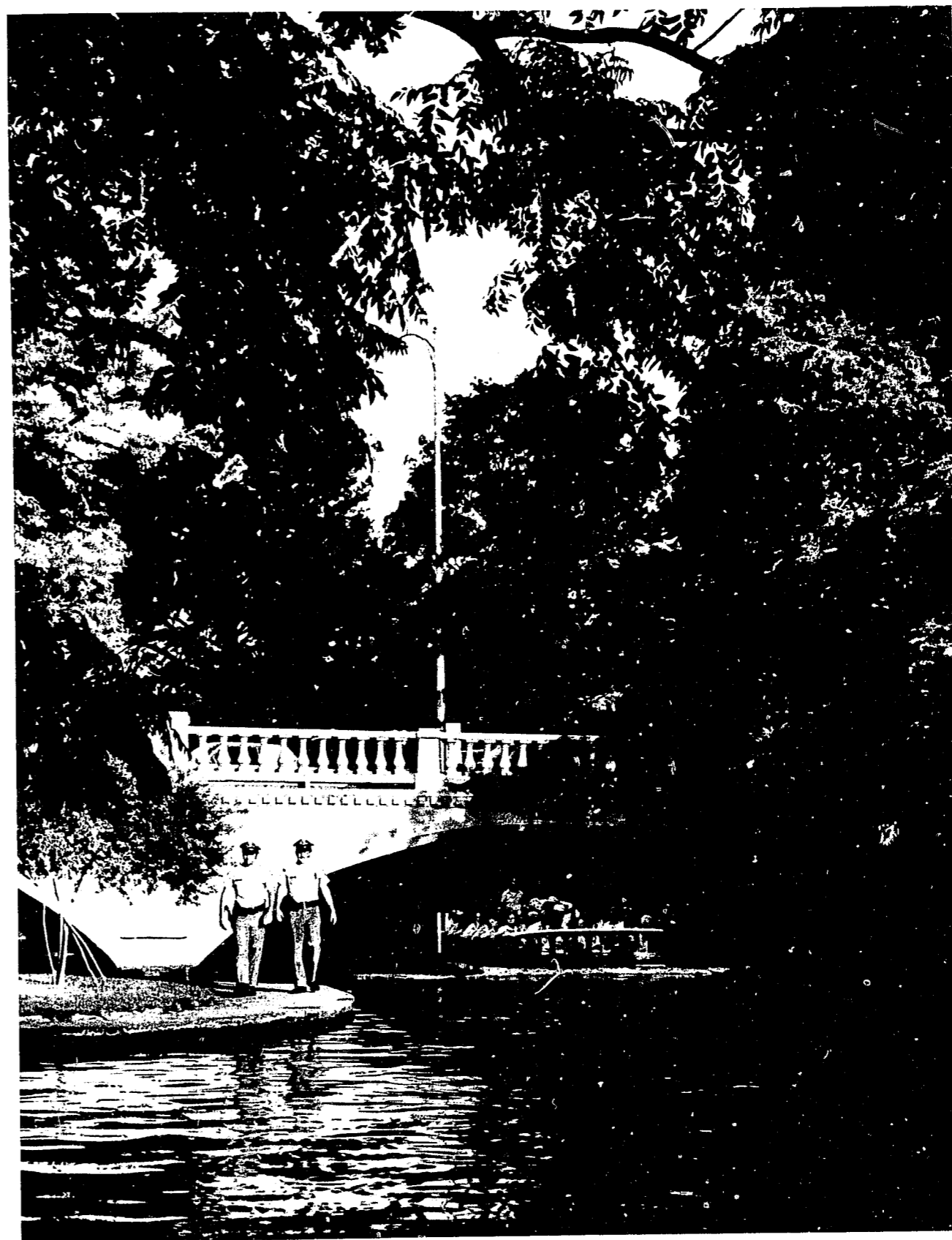
The implementation of a directed patrol program requires a department to rethink its policy of permitting calls for service to be the major determining factor in police operations, and it demands that patrol supervisors assume a major role in analyzing beat problems and planning patrol activities.

There are several advantages to the department, its personnel, and the community when a directed patrol system is used. Directed patrol makes maximum use of available resources. The primary resource within any police agency is its personnel, and any increase in their productivity would have to be viewed as an improvement in resource use. Another significant advantage is that it can increase personnel job satisfaction and morale. By placing the patrol officer in a position to make criminal apprehensions, and therefore, have a direct impact on crime, he will realize more the initial job expectation—that of "catching criminals."

When using directed patrol, the department is more likely to attain the goal of reducing crime. Adopting a proactive approach to patrol can result in a reduction of crime in the community—it is an attainable goal.⁸



"The methods used during directed patrol are no different than the methods used by officers while performing random preventive patrol."





“Directed patrol makes maximum use of available resources.”

Crime Analysis—A Key Element

Police administrators must look to their records system for information identifying crime patterns and other community problems. It is necessary to attack specific crimes in limited geographic areas with tactics that are tailored to fit the particular crime problem. In order to develop a set of workable objectives, crime data from the community must be analyzed to identify the particular crimes to be targeted and select individual neighborhoods where the programs should be implemented. After the nonpreventable crimes are eliminated from consideration, and before a detailed analysis of the target crimes is conducted, a geographic analysis should be conducted using a pin map to identify the specific neighborhoods with the greatest problems. Once the high-incidence areas have been established, the target neighborhoods should be selected so that a thorough analysis of the targeted crime in that area can be conducted. Basically, there are four factors that must be identified:

- 1) Who is being victimized;
- 2) Who are the perpetrators;
- 3) How the offender is committing the crime; and
- 4) When the crimes are occurring.⁹

Once these questions have been answered, it is possible to develop countermeasures that can effectively deal with the targeted crime

Input From Staff, Field Officers, and the Community

Thorough planning is an essential element in the development and implementation of an effective directed patrol operation. Crime analysis is an essential element, as is input and support from staff and field officers. Officers in the field can provide important information on crime and community problems.

Virtually all directed patrol operations make use of some form of crime analysis; however, approaches to analysis and the quality of results vary widely.¹⁰ Crime analysis may involve the informal analysis of patrol officers, the informal judgment of command and supervisory personnel, simple tabulations of crime occurrences, carefully developed, elaborate manual analysis procedures, and highly sophisticated, computerized analysis routines. In addition, community perceptions of particular crime problems should be considered.

Often, problems of the community go unnoticed because police believe that they can best decide priorities. Although final decisions on police strategy must rest with the law enforcement agency, the community is in a good position to advise the police of crime and other problems. Citizens, viewing problems from a different perspective, can provide a law enforcement agency with a differing view. With community input and proper analysis, a department can direct resources into areas of greatest need for substantial impact on crime patterns and other community problems.¹¹

Implementation and Evaluation

Planning is an essential element in the implementation of a directed patrol program. Police administrators and planners must consider the new de-

mands being placed upon their patrol personnel and develop training and advisory supports to insure complete program implementation. Members of the department must adapt themselves to the various elements of a directed patrol program. These elements include:

- 1) Acceptance by firstline supervisors of new analysis and management responsibilities. Supervisors must analyze area crime and traffic problems and develop geographic and time-specific, directed patrol activities. An increased responsibility must also be borne by supervisors for assessing the impact of directed activities and evaluating officers on how well they adapt to directed patrol assignments;
- 2) Acceptance by patrol officers of directed patrol activities and new schedules and shift assignments that match actual workload demands, the loss of free or random patrol time, and the acceptance of new performance evaluation standards that complement the directed patrol program are primary considerations;
- 3) Acceptance by communications/dispatch personnel of increased control by the patrol division over dispatch policy, workload prioritization schemes, and the development of alternative call response patterns;
- 4) Acceptance by investigative personnel of aggressive efforts by patrol officers to complete more detailed preliminary investigations, engage in area

witness canvasses, and perform some nonuniformed patrol activities; and

- 5) Acceptance by traffic, crime prevention, and community relations personnel of the more aggressive role patrol officers will play in performing these activities as part of their directed patrol assignments.¹²

There are certain critical steps police administrators should take to insure a smooth and orderly development of a directed patrol program. These steps include:

- 1) "Participatory Planning—It is helpful to let patrol personnel who will be affected by the change participate in the process of planning and development. This provides them with a sense of involvement and commitment to the project's success. It gives the officers an opportunity to voice their concerns and reservations from the outset, and it allows the planning process to benefit from the ideas and advice of experienced patrol officers and supervisors.
- 2) Officer Training—It is important that all officers be retrained to carry out the directed patrol program. Training should be designed to relieve uncertainties about the project and to provide all personnel with reasons for particular changes and how the changes will affect their jobs.
- 3) Supervisor Training—Special technical and motivational training should be given to first-line supervisors. Their cooperation can be a critical factor in successful project implementation. This training must emphasize the new management and planning



responsibilities to be borne by the first-line supervisor.

- 4) Program Responsibility—Individual responsibility for the entire project and its various components should be clearly established from the beginning. This will enhance individual accountability for the performance of particular tasks. Positive incentives can be offered by giving special recognition to officers who perform with particular distinction.
- 5) Performance Monitoring—A system for monitoring project performance should be established and be fully operational prior to implementation. Careful project

monitoring provides a means of quickly identifying existent and emerging problems. A department should be willing and able to make necessary adjustments as problems develop.

- 6) Outside Assistance—Contacting departments which have developed similar projects can be helpful in anticipating and overcoming implementation problems. Their experience can be an invaluable source of guidance and direction.
- 7) Internal 'Political' Considerations—It should be recognized that the process of developing and implementing changes and innovations in patrol can be, and often is, highly political. In an ideal world, all the

"Implementation of directed patrol systems is one relatively inexpensive way to increase police effectiveness."

members of a department would willingly cooperate in efforts to improve patrol productivity, with conflict arising only when there are honest differences of opinion. In reality, however, projects are often viewed as benefiting some groups or individuals more than others, and the relative sense of gain or loss can have significant consequences for implementation. In implementing a new project, it is important to consider how it will be affected by the internal political realities of a department as well as opinions of individual officers.

- 8) Public Education—Some changes in patrol practice, such as prioritization of calls for service and deferred response practices, may require reeducation of the public prior to implementation.
- 9) Performance Evaluation—Departments should develop an officer performance evaluation system that takes into account the major elements of the directed patrol program. Since directed patrol requires officers to match their activities to community problems and frequently to implement new tactics, the rewards system of the department should be changed to reinforce the new program. This is particularly true for sergeants and watch commanders who will be required to design deployment strategies and tactics based upon workload and crime information.

Instead of rating officers only on how well they handle street incidents, patrol administrators will need to carefully monitor their analysis, planning, and management contribution.¹³

Program evaluation is a critically important aspect of a directed patrol program. It provides the only systematic means of determining whether directed patrols are successful. There are two basic types of measures that are commonly used in program evaluations—outcome measures and process measures.¹⁴ Outcome measures are used to assess the success of a specialized operation in combating crime; process measures are used to examine the way in which the results of specialized operations were achieved. They assist in assessing how a program worked, but they are not indicators of overall effectiveness.

Conclusion

Police resources should be used in more effective and productive ways. Patrol is seen as a preventive function by the majority of police administrators; however, the patrol function is now being assessed. In a study of patrol experiments, it was observed that the old and new types of patrol are still a subject of only limited interest among police and criminal justice professionals—that "this becomes particularly apparent when one attempts to find reference material analyzing the impact of pilot projects."¹⁵ In this regard, it was noted that articles pertaining to the use of directed patrol systems were practically nonexistent in criminal justice journals. Information was more easily located in government publications and textbooks. It would seem, then, that there is more interest in directed patrol among academicians than practitioners of criminal justice administration.

Given the economic and political pressures of the 1980's, fiscal constraints in the public sector will bring increasing pressure to bear on police administrators for improving productivity rather than simply adding personnel as a response to rising crime statistics. Given the cost of putting a police officer on the street, it is simply not feasible to continue adding personnel as we have for the past 150 years. The answer will be found in more efficient deployment of existing, or in some cases, reduced resources.

Implementation of directed patrol systems is one relatively inexpensive way to increase police effectiveness. While such a system can be effective in a large city, it is particularly appropriate for use in the small or medium-sized police department. Not only are directed patrol systems relatively inexpensive, but they provide a mechanism for placing resources in areas of real need. **FBI**

Footnotes

- ¹ William G. Gay et al., *Improving Patrol Productivity, Volume 1, Routine Patrol* (Washington, D.C.: U.S. Government Printing Office, 1977), p. 5.
- ² Gordon P. Whitaker, "What is Patrol Work," *Police Studies*, vol. 4, No. 4, 1982, p. 22.
- ³ LeRoy Banham, "Directed Patrol System Increases Effectiveness," *Connecticut Police Chief*, vol. 1, No. 2, p. 30.
- ⁴ Frank G. MacAloon, "Conventional Patrol a Boring Gas Waster," *Law and Order*, November 1979, p. 6.
- ⁵ James H. Auten, "Crime Prevention and Police Patrol," *The Police Chief*, August 1981, p. 62.
- ⁶ *Ibid.*, p. 63.
- ⁷ *Supra* note 1, p. 107.
- ⁸ *Supra* note 5, p. 66.
- ⁹ John T. Donohue, "Crime Data Analysis: The Weak Link in Community Crime Prevention Programs," *The Police Chief*, March 1982, p. 35.
- ¹⁰ Stephen Schack et al., *Improving Patrol Productivity, Volume 2, Specialized Patrol* (Washington, D.C.: U.S. Government Printing Office, 1977), p. 62.
- ¹¹ *Supra* note 3, p. 31.
- ¹² *Supra* note 1, pp. 150-151.
- ¹³ *Supra* note 1, pp. 152-154.
- ¹⁴ *Supra* note 10, p. 116.
- ¹⁵ Lawrence J. Szykowski, "Preventative Patrol: Traditional vs. Specialized," *Journal of Police Science and Administration*, vol. 9, No. 2, p. 167.

END