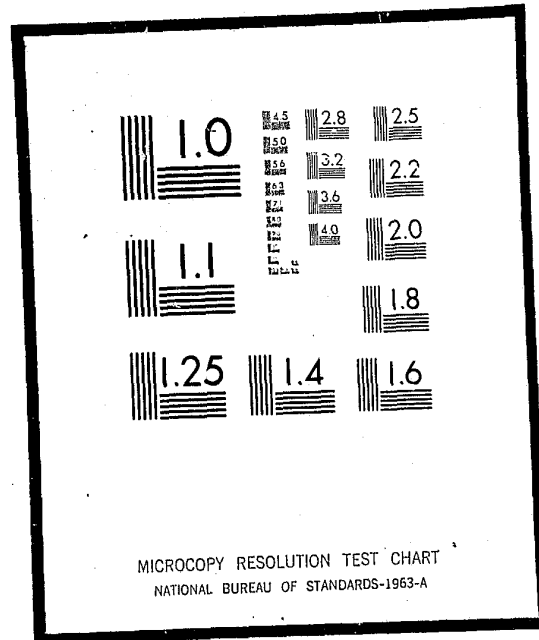


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Seattle
COMMUNITY SERVICE OFFICER PROJECT —
FINAL EVALUATION
April 1, 1974, to July 1, 1975
Grant Award Contract #1142

Prepared by:

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The Community Service Officer Project was initially planned and designed jointly by the Seattle Police Department and the Seattle Model City Program and modeled after the 1967 recommendation of the President's "Crime Commission." The project, which has been administered by the Seattle Police Department, employs civilian Community Service Officers (CSO's), under the supervision of a civilian project director, to patrol the community and provide assistance with a variety of non-law enforcement problems, including transportation of sick and injured persons, mediation of family and neighborhood disputes, liaison with dropout and runaway youths, utility services, auto breakdowns, visits to shut-in elderly persons, identification of street, sidewalk and lighting problems, abandoned property and dilapidated structures, marking personal property, consumer protection information, services and referrals, first aid and other services.

The CSO program began operation under Model City funding in 1971 and operated under various funding to the present. During the period April 1, 1974, to July 1, 1975, LEAA funds were used to expand the operation of the CSO program by adding additional CSO's.

The goals and objectives of the LEAA grant underwent various modifications between the time of the initial proposal and subsequent implementation of the grant (see CSO final progress report for more complete details). The goals and objectives of the implemented grant were as follows:

Goals:

1. Provide Seattle citizens with a variety of law enforcement assistance-type services which are otherwise

- required of police officers or perhaps other agencies.
 - 2. Promote positive relations between Seattle citizens and Seattle Police Department personnel.
 - 3. Assist in lowering criminal activities through preventive action with possible perpetrators, and through developing community awareness of crime prevention techniques.
 - 4. Increase the minority group representation in area police departments.
- Objectives that were identified to measure these goals were:
1. Handle 18,360 calls between July 1, 1974, and June 30, 1975, divided among these call categories:
 - a. Emergency Service and Family Assistance
 - b. Civil Disputes and Conflict Management
 - c. Juvenile Cases
 - d. Traffic and Hazards
 - e. Crime Prevention and Community Organization
 - f. Police Incident or Major Case Filed
 - g. Follow-up Services
 2. Relieve police officers of non-law enforcement duties by making at least 30% of CSO service, calls that officers would otherwise have to handle;
 3. Add four CSO members of minority groups to area police departments by July 1, 1975;
 4. Assist two CSO's to obtain GED certificates by July 1, 1975;
 5. Assist four CSO's to earn a total of 90 college credits toward Associate of Arts or Bachelor's degrees by July 1, 1975.

RESULTS

To evaluate project objectives, data were obtained from the following major sources: (1) monthly reports of CSO performance statistics for the period April 1, 1974, through July 31, 1975; (2) a random sampling of daily logs maintained by Community Service Officers for the months of April and July, 1975; and (3) a listing of all SPD Communications Center dispatches involving CSO's during the period September 2-29, 1975. Some of the above data go slightly beyond the LEAA-funded project period in order to use the most current information available at the time of data collection.

Objective 1 was that the project would handle 18,360 calls between July 1, 1974, and June 30, 1975, divided among these call categories: (a) Emergency Service and Family Assistance; (b) Civil Disputes and Conflict Management; (c) Juvenile Cases; (d) Traffic and Hazards; (e) Crime Prevention and Community Organization; (f) Police Incident or Major Case Filed; and (g) Follow-up Services. To assess whether this occurred, two data sources were used, the monthly project performance reports and SPD dispatch records.

Between July 1, 1974, and June 30, 1975, the project recorded 22,295 calls handled (see Table 1). These data were recorded monthly by summarizing activities reported on each individual CSO's log sheet. To obtain a reliability check on these figures, dispatch data from the Seattle Police Department SELECT system (a computer-based system to record all dispatch information) was examined for

TABLE 1. MONTHLY CSO PERFORMANCE STATISTICS ON CALLS HANDLED*

CALL CATEGORY**	MONTH AND YEAR OF CALLS HANDLED															
	1974									1975						
	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY
Follow-up	26	26	25	16	35	47	76	59	60	71	123	89	103	183	134	135
Community Service/ Emergency Service & Family Assistance	397	314	297	422	543	453	381	488	392	614	444	457	440	520	578	590
Order Maintenance/ Civil Disputes & Conflict Management	17	28	14	35	64	55	52	61	47	69	59	42	57	94	216	123
Youth Services/ Juvenile Cases	147	179	106	88	152	266	310	220	183	155	100	188	249	235	242	291
Traffic Services/ Traffic & Hazards	186	88	80	258	154	290	314	239	164	319	323	380	512	363	322	373
Administrative Ser- vices/Crime Preven- tion & Community Organization	122	80	20	46	39	51	88	123	118	238	273	246	269	282	217	263
Departmental Ser- vices/Police In- cident	439	352	343	525	553	496	533	458	445	542	462	521	503	796	856	816
Totals	1334	1062	885	1400	1540	1658	1754	1648	1409	2008	1784	1923	2133	2473	2565	2591

*Source: CSO Project

**Call Categories were redesignated, and some specific activities were shifted from one category to another beginning January, 1975. The first designation in a given call category refers to 1974 data; the second designation following the "/" refers to 1975 data.

the 28-day period (see Table 2) of September 2-29, 1975. These data indicate that CSO's were officially dispatched on 1,084 calls.

Projected over a one-year period, this would be 14,130.7 calls, or less than the number specified (18,360) by Objective one. The dispatched calls would account for approximately 63.3% of the items recorded in the CSO logs.

The discrepancy between the two sets of figures is explained by the fact that all CSO assignments are not made by official SPD dispatch. Many calls for service are made directly to the CSO office and not routed through the Police Department Communications Center. Unfortunately, accurate figures on the nature or number of such requests for service were not maintained during the evaluated period. In addition, some unknown proportion of "calls handled" entered in log sheets represent self-initiated rather than dispatched activities. Based upon the random sampling of CSO daily logs, the most frequent self-initiated activity appears to be placing 24-hour warning stickers on apparently abandoned vehicles.

Objective one can be considered to have been met in that CSO records indicate a 121.43% achievement of 18,360 calls. While SPD dispatch records indicate a 76.97% achievement, this is undoubtedly an underestimate of actual activities. (Additionally, it should be noted that the evaluation design did not specify data sources to be used in evaluating this objective. Therefore, it may be argued that either data source is appropriate.)

Supplemental Analysis of Objective One: A mere tally of calls handled within a given period is not very informative regarding how such calls are dealt with. Ideally, this measure would be

TABLE 2

<u>DISPATCH CODE</u>	<u>CSO DISPATCHES SEPT. 2-29, 1975</u>	<u>PERCENT OF TOTAL, IF GREATER THAN 1%</u>
Robbery	1	
Assault	3	
Burglary	5	
Larceny	23	2.1
Auto Theft	20	1.8
Vice	1	
Property Damage	7	
Sex Offense	2	
Abandoned, Abused, Neglected Child	12	1.1
Prowler	1	
Misc. Misdemeanor	3	
Warrant Arrest	4	
Burglary Alarm	2	
Mental Complaint	18	1.6
Drunk	13	1.2
Disturbance -- Family = 6 Fight = 1 Juvenile = 34 Noise = 4 Other = 52	97	8.9
Mischief or Nuisance	10	
Open Door	3	
Premise Check	3	
Suspicious Person/Circumstance	8	
Person with Weapon	5	
Assist Law Enforcement/Other Agency	6	
Request Locate Auto	1	
Casualty; Non-traffic, Non-criminal	24	2.2
Hazard (Non-traffic, Fire, or Other)	17	1.6
Person; Lost, Missing, Runaway, Found	200	18.5
Property; Lost, Found, Missing	82	7.6
Suicide or Attempt	1	
Assist Public, Other Non-specified	347	32.0
Traffic, Abandoned Car	3	
Traffic Accident, Injury or Death	21	1.9
Traffic Accident, Non-injury	16	1.5
Assist Motorist	9	
Traffic Control	8	
Traffic Hazard	5	
Assist Officer, Non-emergency	77	7.1
Community/School Meeting	1	
Other Escort	5	
Other Assigned Downtime	17	1.6
Call Dispatch Code Involved	3	
Total	1084	

supplemented with an indication of time spent and quality of service associated with calls. While a measure of quality of service was not available from existing records, it was possible to determine the average amount of time CSO's spent on calls and the average length of shift spent in service. These estimates were again available from two sources, the sample of CSO daily log entries and the SELECT dispatch tapes. Depending on the data source, somewhat different results are obtained because of the difference in type of activities recorded by the two systems. (See Table 3.)

TABLE 3

3a. NUMBER OF CALLS AND TIME SPENT IN CALL CATEGORY FOR
A RANDOM SAMPLING OF DAILY LOGS FOR 71 CSO DAYS

CALL CATEGORY*	NUMBER OF CALLS	TOTAL TIME (HRS.)	MEAN TIME (MIN.)	MEAN CALLS PER SHIFT
Follow-up	46	18.00	23.4	.65
Emergency Service & Family Assistance	122	82.53	40.8	1.72
Civil Disputes & Conflict Management	14	9.75	42.0	.20
Juvenile Cases	44	37.32	51.0	.62
Traffic & Hazards	126	40.80	19.2	1.77
Crime Prevention & Community Organization	54	19.48	21.6	.76
Police Incident	157	103.52	39.6	2.21
Total	563	311.40	33.2	7.93

*See Appendix A for more detailed listing of actual activities making up each category.

3b. NUMBER OF CALLS AND TIME SPENT ON CALLS DURING A SEVEN-DAY PERIOD (SEPT. 2-8, 1975) ON SELECT DISPATCH TAPES FOR 85 CSO DAYS

NUMBER OF CSO SHIFTS	NUMBER OF CALLS	TOTAL TIME (HOURS)	MEAN TIME (MINUTES)	MEAN CALLS PER SHIFT
85	311	222.85	42.99	3.66

If CSO logs are the data source used, CSO's have an average of 7.93 calls taking 33.2 minutes each during a shift. The three most frequent type of calls involve Police Incidents (2.21 per shift), Traffic and Hazards (1.77), and Emergency Service & Family Assistance (1.72). However, those involving the most time per call are Juvenile Cases (51.0 minutes), Civil Disputes and Conflict Management (42.0), and Emergency Service and Family Assistance (40.8). For more complete descriptions of these and other call categories, see Appendix A.

Data for the period September 2 through 8, 1975, on the SELECT dispatch tape present a somewhat different picture of CSO activities because of the reasons noted above. For the period studied, time in service on a call was defined as the period between dispatch of a CSO unit and the subsequent clearance of that car. During the seven days examined, 85 CSO units were dispatched on 311 calls for a total service time of 222.85 hours. This represents 3.66 calls per unit shift involving 42.9 minutes per call. Although this is fewer calls per shift than indicated on CSO logs, the average call length is longer. The nature of officially dispatched calls can be seen in Table 2. Based upon SPD dispatch coding of calls, the three most frequent services officially assigned to CSO's are "Assist Public,

Other Non-specified" (32.0% of all CSO dispatches), "Person; Lost, Missing, Runaway, Found" (18.5%), and "Disturbance" (8.9%). These three activities account for almost three-fifths (59.4%) of officially recorded CSO dispatches.

Objective two was to relieve police officers of non-law enforcement duties by making at least 30% of CSO service calls that officers would otherwise have to handle.

If one makes the assumption that all calls assigned through the Police Department dispatcher represent calls that would require a department response, then a comparison of CSO SELECT dispatches with total CSO calls handled would indicate the proportion of CSO calls that would otherwise have been assigned to police officers. When performed, this comparison shows that 63.3% (an estimated 14,130 dispatched calls of a total of 22,295 CSO logged calls, see section regarding objective one results for source of figures) of the calls were of this nature.

However, it might be argued that "work load expands to meet capacity" or that in this case, calls that would not be dispatched at all to sworn personnel are being assigned to CSO's. To determine if this occurred, a second comparison for this objective was performed. This was done by looking at the proportion of SELECT dispatched calls which would have been highly likely to elicit a police response (see Table 4). Seven dispatch codes which clearly would require a police response represented 41.9% of CSO dispatches.

Based upon both analyses, it can be said that objective two was met.

TABLE 4. SELECT CSO DISPATCHES REQUIRING POLICE RESPONSE DURING 9/2 to 9/29, 1975

DISPATCH CODE	NUMBER	PERCENT OF TOTAL CSO DISPATCHES
Larceny*	23	2.1
Auto Theft*	20	1.8
Child: Abandoned/Abused/Neglected	12	1.1
Disturbance	97	8.9
Person: Lost/Missing/Runaway/Found	200	18.5
Property: Lost/Found/Missing	82	7.6
Traffic Accident, Injury or Death	21	1.9
Total	455	41.9

*The majority of these dispatches involved writing major case reports.

Objective three was to add four CSO members of minority groups to area police departments by July 1, 1975.

Two CSO's were employed as police officers by the Bellevue Police Department in the project period. However, no CSO's were hired by the Seattle Police Department as sworn officers during the project period because of a hiring freeze. While the project failed to achieve this objective, the failure cannot be fairly attributed to the project.

Objective four was to assist two CSO's to obtain GED certificates by July 1, 1975.

The CSO project's final report indicates this was not achieved. Of the 2 out of 21 CSO's lacking a high school diploma, 1 completed 3 of 4 examination portions required for the GED certificate while the other CSO is unlikely to meet the examination requirements.

Objective five was to assist four CSO's to earn a total of 90 college credits toward Associate of Arts or Bachelor's degrees by July 1, 1975.

The CSO project's final report states that 3 CSO's earned 90 credits toward B.A. degrees at Seattle University during the grant period. Additionally, one CSO earned 10 credits at North Seattle Community College.

CONCLUSIONS

Based upon project objectives, the program has been successful in making a system impact through providing services to the community and relieving police officers of non-law enforcement duties (Objectives one and two). However, the project has not been as successful in upgrading CSO employment status and skills (Objectives three through five). To some extent, the latter failing has been due to other factors beyond project control (i.e., the SPD hiring freeze).

APPENDIX A. TYPES OF ACTIVITIES WITHIN CALL CATEGORIES

EMERGENCY SERVICE AND FAMILY ASSISTANCE (ES)

- a. Assist Public (Food, Utilities, Clothing, etc.)
- b. Housing Assistance or Referral
- c. Check on the Well-Being
- d. Counseling - Family or Individual
- e. Mental and Suicide Cases
- f. Transportation
- g. First Aid - All Types
- h. Other

CIVIL DISPUTES AND CONFLICT MANAGEMENT (CM)

- a. Landlord/Tenant
- b. Family Disputes (Including Parent/Child)
- c. Disturbance, Noise
- d. Disturbance, Animal
- e. Consumer Complaints
- f. Neighbor/Neighbor Dispute
- g. Other

JUVENILE CASES (JC)

- a. Disturbance
- b. Runaway
- c. Escort
- d. Shoplift (Adjustment or Referral)
- e. Found Juveniles
- f. Missing Juveniles
- g. Abandoned Juveniles
- h. Other

TRAFFIC AND HAZARDS (TH)

- a. Abandoned Vehicles
- b. Accident (Injury or Death)
- c. Accident (Non-Injury)
- d. Stranded Motorist
- e. Traffic Control
- f. Hazard, Traffic
- g. Hazard, Fire
- h. Hazard, Water
- i. Hazard, Other

CRIME PREVENTION AND COMMUNITY ORGANIZATION (CP)

- a. Community and Public School Meetings
- b. Home Security Inspections
- c. Property Engraving
- d. Bicycle Registration
- e. Request to Watch/Block Watch Organizing
- f. Safety or Security Lectures
- g. Other - School Patrol

POLICE INCIDENT OR MAJOR CASE FILED (PI)

- a. Found Persons (Adults)
- b. Property, Found, Lost, Missing
- c. Missing Persons
- d. Property Damage
- e. Auto Theft/Recovery
- f. Larceny - Auto Accessories
- g. Larceny - Car Prowl
- h. Larceny - Purse Snatch
- i. Larceny - Other
- j. Mischief or Nuisance
- k. Litter/Garbage
- l. Assist SPD Officer
- m. Message Delivery
- n. Other