

CITY OF PONTIAC
DEPARTMENT OF POLICE

"PATROL EMPHASIS PROJECT"
(LEAA 76-DF-05-0030)

NCJRS

MAY 24 1978

ACQUISITIONS

47434

FINAL EVALUATION REPORT

Submitted by

Gary W. Cordner
520 Baker Hall
School of Criminal Justice
Michigan State University
East Lansing, Michigan 48824

Dennis W. Lund
Administrator
Justice Improvement Commission
Office of the High Commissioner
Trust Territory of the Pacific
Islands
Saipan, Mariana Islands 96950

January, 1978

TABLE OF CONTENTS

Acknowledgements	11
Chapter I. Executive Summary	1
Chapter II. Project History and Overview	4
Chapter III. Project Support Components - Process Evaluation ..	10
A. Crime Analysis	11
B. Information Coordination	17
C. Court Liaison	22
D. Crime Prevention	27
Chapter IV. Project Operational Components - Process Evaluation .	30
A. Regular Patrol	31
B. Dispatch Deterrent Patrol	35
C. Directed Patrol	50
D. Crime Prevention	52
Chapter V. The Organizational Context of the Project	55
A. Project Planning	56
B. Project Training	58
C. Project Responsibility and Monitoring ..	60
D. Organizational Support for the Project ..	62
Chapter VI. Project Impact	64
A. Reported Crime	65
B. Arrests	68
Chapter VII. Conclusions and Recommendations	74
Appendix I. Reported Crime Data	77
Appendix II. Arrest Data	86
References	93

ACKNOWLEDGEMENTS

The evaluators wish to express their appreciation to two sets of individuals who contributed significantly to whatever accuracy, wisdom, or insight might be found in the following report. One set includes members of the Pontiac Police Department, and especially Chief William Hanger, whose openness and willingness to innovate were crucial to the Patrol Emphasis Project and its evaluation. The list of all the members of the Department who assisted the evaluators would be prohibitively long, but we would like to specially thank Det. Paul Roek and Dave Braunschneider. This evaluation report could not have been completed without the cooperation and guidance of these and numerous other members of the Pontiac Police Department.

The second set of individuals whose contributions to this report must be acknowledged are the evaluators' advisors and colleagues at Michigan State University. Again, a complete listing is not possible, but special thanks are extended to Dr. Larry Hoover (now of Sam Houston State University, Texas), Dr. Peter Manning of the Sociology Department, and Drs. Ken Christian and Terry Dungworth of the School of Criminal Justice.

Naturally, the views and opinions contained in this report are those of the evaluators, and the individuals whose contributions were acknowledged bear no responsibility for what follows.

CHAPTER I

I. Executive Summary

This evaluation report discusses the process and impact of the Pontiac, Michigan Police Department's Patrol Emphasis Project for the year November 6, 1976 until November 6, 1977. The project cost was \$205,092, of which \$184,582 was federal assistance from the Law Enforcement Assistance Administration.

The project consisted of several components, all tied to the goal of improving the patrol function in the Department. The major components are summarized below.

1. The use of crime analysis in manpower allocation and day-to-day tactical planning was to be increased.
2. Coordination of information between detectives and patrol officers was to be improved.
3. A Court Liaison Officer was to attempt to decrease wasteful police time in court.
4. Patrol officers were to be given crime prevention training so that they could shoulder more of the crime prevention workload.
5. Based on crime analysis, patrol officers were to be assigned dispatch deterrent "runs" during their uncommitted time.
6. Additional officers were supplied to the plainclothes Directed Patrol Unit, which based its tactics on crime analysis.
7. An additional officer was assigned to crime prevention, so that more premise security surveys could be completed.

All of the project components were successfully implemented, except for dispatch deterrent patrol. The utilization of crime analysis in daily

operations did increase. Information was shared between detectives and patrol officers. The Court Liaison Officer was successful in decreasing police time wasted in court. Crime prevention training was given to patrol officers, and they subsequently began performing premise security surveys themselves. The additional officers assigned to plainclothes directed patrol gave that unit much greater coverage. And the Crime Prevention Unit dramatically increased the number of premise security surveys conducted by its personnel. (All project components are discussed in much greater detail in the body of this report, of course.)

The implementation of dispatch deterrent patrol was not so complete or successful. Problems of coordination and resistance were encountered early in the project, and production and assignment of the dispatch runs did not reach desired levels until midway through the project year. Even then, however, important shortcomings persisted. Compared with similar projects in other jurisdictions, dispatch deterrent patrol in Pontiac was never fully tried. The dispatch runs contained only a minimal amount of information, they were developed by inexperienced personnel (cadets), they were not systematically planned, tested, and evaluated, and patrol officers were not clearly provided with sufficient time to perform them. This evaluation report recommends that the dispatch deterrent patrol component be substantially upgraded so that, in effect, it can be given a fair trial.

The impact of the Patrol Emphasis Project is virtually impossible to gauge. The crime suppression and increased apprehension goals of the project were not met, but these facts are not particularly instructive. Because of the realities of social projects such as this one, because the project consisted of numerous simultaneous efforts, and because an evaluation

design was not built into the project in its planning stage, the effect of the project on crime and arrests is unknown. Reported crime and arrest data are included in the report, but the evaluators abstain from any interpretation.

The evaluators' recommendations are summarized in Chapter VII of the report, and will not be reiterated here. Basically, though, they suggest the continuation of most project components, with the substantial upgrading of dispatch deterrent patrol. Also, an analysis of the contributions of various police efforts to criminal apprehensions is recommended, and a quasi-experimental design for the continuation of the project is suggested.

CHAPTER II

II. Project History and Overview

With an application dated April 27, 1976 the Pontiac Police Department requested funding of a Patrol Emphasis Project by the Law Enforcement Assistance Administration. The anticipated cost of the project was \$205,092, of which \$184,582 was requested federal funding. The application was approved for funding by LEAA in September, 1976, and the evaluation contract was issued by the Department in October, 1976. Although the one-year grant award became effective on October 1, 1976, implementation of the project was not fully begun until November 6, 1976, and it was several months after that date before the entire project could be considered operational. The implementation delays were primarily caused by the need to reassign and train personnel.

The city of Pontiac, Michigan and its police department were well described in the application for funding of the Patrol Emphasis Project. Those descriptions are reproduced below for the benefit of the reader unfamiliar with the setting of the project.

The City of Pontiac, Michigan is a medium-sized, industrial community of approximately 85,000 population, located 30 miles north of Detroit. Serving as the seat of Oakland County and included as part of the Detroit Standard Metropolitan Statistical Area, Pontiac's economy revolves around three major auto manufacturing plants, and several additional satellite industries, and provides nearly 40% of the industrial employment for the more than one million residents of the County. Indeed, life in Pontiac was molded by the blue-and-white collar entrepreneurs who turned its 19th Century carriage trade into what is now the General Motors Corporation.

Pontiac encompasses 27.1 square miles of land and is governed by a home-rule, council-manager form of local government, which employs approximately 1500 service workers on an annual operating budget of 22 million dollars. Pontiac's newest addition to its revenue generating acquisition is the 55 million dollar Pontiac Metropolitan Stadium, which

is the home of the National Football League's Detroit Lions professional football team.

Unfortunately hard-hit by the general decline in the economy, which has adversely affected the auto industry, Pontiac also has a 29.1% unemployment rate, with 7.8% of its families on welfare incomes and a full 10% with incomes below poverty levels established by the U.S. Department of Labor.

Pontiac also has the unenviable distinction of having the fourth highest crime rate in the nation for cities of 50-100,000 population as reported in the F.B.I.'s Annual Report for 1974. While crime has decreased slightly in the City of Pontiac over the last two years, especially in the area of violent crime, the Pontiac Police Department investigates over 10,000 Crime Index Crime reports annually and responds to over 60,000 calls for service.

The Pontiac Police Department has a total complement of 269 employees, including 201 sworn personnel and 68 non-sworn. It has an annual budget of approximately 6 million dollars and operates on a July-June fiscal year.

The Department is divided into four divisions: Uniformed Services; Investigational Services; Technical Services; and Administrative Services. The Office of the Chief of Police also encompasses the Police/Community Relations Unit. Each of the four divisions has its individual areas of responsibility as follows:

- a. Uniformed Services - all patrol and traffic responsibilities
- b. Investigational Services - all criminal investigation
- c. Technical Services Division - all technical support services and operations
- d. Administrative Services - all administrative functions

The current rank structure within the department is as follows:

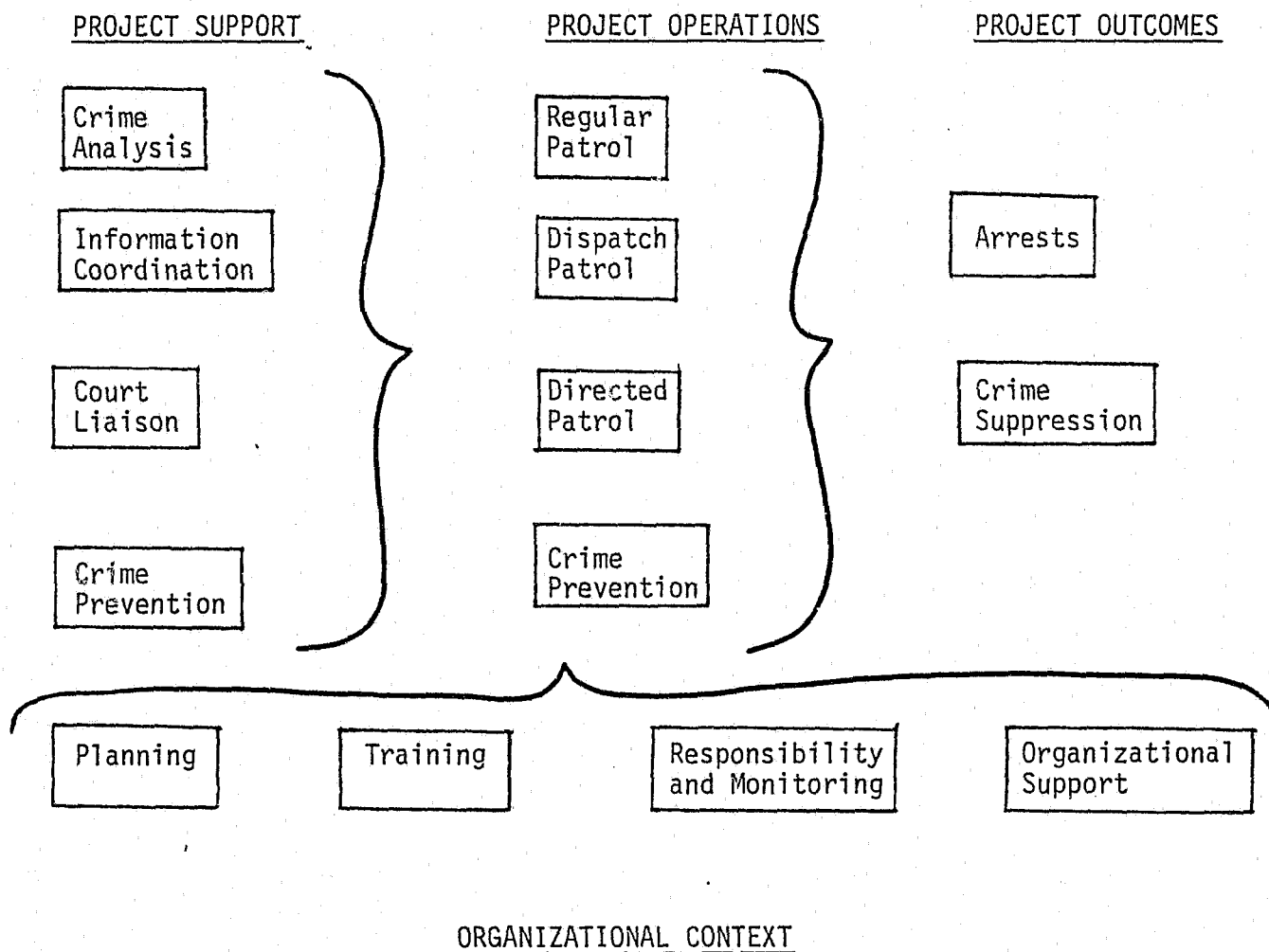
Chief of Police
Captain
Lieutenant
Sergeant
Detective
Senior Patrolman
Patrolman

A separate rank of Policewoman is the equivalent of Detective and refers to a specific assignment within the Youth Section and does not encompass females on patrol who are ranked as Patrolmen.

The Patrol Emphasis Project was very broad, with diverse components. The overall, general goal of the project was to improve the patrol function of the Pontiac Police Department. In hopes of achieving that goal, the project 1) provided for additional crime analysis, 2) encouraged information sharing among all units, but particularly between patrol and investigative officers, 3) created a court liaison position to reduce wasted police time in court, 4) provided patrol officers with crime prevention training, 5) sought to "enhance" regular patrol, 6) initiated dispatch deterrent patrol, in which regular patrol units were assigned anti-crime duties, based on crime analysis, during their uncommitted time, 7) supplied the plainclothes Directed Patrol Unit with additional personnel, and 8) supplied the Department with an additional crime prevention officer for training and security survey duties. All of these project components were intended to contribute to the improvement of the patrol function, which in turn was expected to lead to decreased crime and increased arrests. In particular, the "suppressible" crimes of burglary, larceny, and auto theft were targeted; two project goals were the reduction of the incidence of these crimes by 15%, and the doubling of the rates of on-scene arrest for the three offenses.

The diagram below depicts the various project components, along with outcomes and the organizational context of the project. The components are grouped into two categories, support and operational. Those components in the support category were designed to assist other project components, whereas the operational components were expected to directly influence the community, crime, and arrests.

Figure II-1



Several comments should be made about the diagram. First, crime prevention appears both as a support and as an operational component. This is because crime prevention personnel served both purposes in the project; they provided training and information for patrol officers (support) and they conducted premise surveys and performed other field preventive duties (operations). Second, the operational component called directed patrol in Pontiac is a plain-clothes strategy. Officers work in areas identified by crime analysis, using tactics designed to produce on-scene arrests for targeted crimes. What is normally called directed patrol in other jurisdictions is called dispatch deterrent patrol in Pontiac. This strategy involves assigning regular uniformed patrol officers to "runs" during their uncommitted patrol time. The runs consist of assignments to go to areas identified by crime analysis and perform tasks designed to suppress targeted crimes. The dispatch deterrent runs differ from directed patrol in Pontiac primarily by their high visibility and brief duration.

The third comment on the diagram is that it accentuates the process of the project, while de-emphasizing project outcomes. This evaluation report will follow the same pattern. The process of the project, the degree to which it was implemented and its fate within the organization, will be the main topic of this report.

There are two reasons for emphasizing process evaluation in this report, one general and one project-specific. The general reason is that the relationship between crime and police programs is complex and tenuous. The social phenomenon of crime is so dependent upon a vast array of factors, of which policing is only one, that it is basically unfair and illogical to evaluate police programs in terms of crime rates, reported crime, or other such measures. The relationship between crime and policing is not at all clear, so that to

evaluate a police project in terms of its effect on crime makes little sense.

The second reason for emphasizing process evaluation is that the Patrol Emphasis Project was diverse, and not designed with evaluation in mind. The project included numerous components that were expected to contribute to improving the patrol function. From one standpoint, it makes sense to do everything possible to improve patrol. But from an evaluation perspective, with so many sub-projects underway simultaneously, it becomes difficult to determine with certainty which components produced what results. If, for example, reported crime dropped 50% during this project (it did not), and if somehow it could be determined that the project was the cause, the evaluator would still have to figure out whether the directed patrol, or the dispatch deterrent patrol, or the crime prevention efforts, or the court liaison efforts, or some combination of these components, "caused" the result. Given the number of project components, and their interrelationships, it is very difficult to determine "what worked" and what did not.

For these reasons process evaluation will be the primary consideration of this report. It is recommended for the future, however, that projects be designed with evaluation in mind, and that, if possible, evaluators be included in the project design phase. In the final analysis, police administrators need to know what works and what doesn't. In order to find this out, projects must be designed with a concern for evaluation.

CHAPTER III

III. Project Support Components - Process Evaluation

In this chapter four aspects of the project that were supportive in nature will be discussed. By supportive it is meant that these project components were designed to support other, more operational, segments of the project. These support components were not expected to be valuable in and of themselves, so much as they were expected to facilitate the success of other project components.

III. A. Crime Analysis

1. Proposal

Crime analysis in the Pontiac Police Department is a function of the Planning and Analysis Unit, which is located in the Technical Services Division. Also in this Division are the Records Section, the Property Management Unit, the Communications Unit, and the Fleet Maintenance Unit. The Division is headed by a Captain, who reports directly to the Chief of Police. The Planning and Analysis Unit is led by a Sergeant. Also assigned to the Unit are one sworn officer (currently a detective), a secretary, and, during the project period, four cadets.

In the application for funding of the Patrol Emphasis Project, the Pontiac Police Department made the following statements with regard to the present and proposed operations of the Planning and Analysis Unit.

"Currently, crime data is generated by Planning and Analysis; trends are plotted, methods of operation are diagnosed, and suggested counteractive measures are all provided to field units for use in directing their patrol tactics and activities. Staffing levels are carefully monitored on each platoon to insure that no field unit is more than 50% utilized on calls for service, which leaves the remaining 50% of their available patrol time for crime prevention activity."

"Specifically, while field unit deployment is now based on crime data and call load volumes on a 168 hour graph, this data is not as current as would be optimally desirable due to insufficient manpower."

"This (patrol) improvement would concentrate on scientifically-planned distribution and deployment of field resources, improved crime information gathering and dissemination to field units..."

Two of the stated goals of the Patrol Emphasis Project directly involved the Planning and Analysis Unit. These project goals were:

1. Make increased and improved use of crime data, generated by the Planning and Analysis Unit, by the patrol force to effectively deploy Field units; thereby, reducing suppressible crime and increasing criminal apprehensions;
2. harmonize the efforts of the Planning and Analysis Unit, Crime Prevention Unit, and the patrol force into one cooperative working habit, which would put available resources in a more effective position to support a wide area effort of preventing crime and apprehending criminals.

In order to facilitate accomplishment of the project goals, the Pontiac Police Department adopted four objectives. The first of these addressed the Planning and Analysis Unit.

1. The Planning and Analysis Unit will provide timely and relevant data on current crime trends and patterns on a daily basis to all patrol forces at each platoon roll call session, in order to insure that these officers are supplied with as much information as possible prior to their going on duty. Using data supplied by the Planning Analysis Unit, dispatched crime prevention runs will be given to available patrol units on a timely basis, much the same as a call for service.

In terms of the allocation of project funds, the Planning and Analysis Unit was authorized to add four cadets to its staff for project-related duties. The cost for these personnel was approximately \$50,496, including salaries, social security, and pension contributions.

2. Implementation

As noted, the project authorized the Planning and Analysis Unit to add four cadets to its normal staff of one sergeant, one detective, and one secretary. These cadets were chosen from among those already employed by the Department, so that they were familiar with its operations and procedures. Newly-hired cadets filled the positions previously held by these four cadets.

Also as noted, prior to the implementation of the Patrol Emphasis Project the Planning and Analysis Unit was already engaged in numerous activities, including crime pattern plotting, manpower allocation analysis, and tactical operational planning. The project was designed to improve the timeliness and operational utility of these activities.

The primary elements of the planning and analysis process as implemented during the Patrol Emphasis Project were summarized in an earlier project evaluation report¹ and are reproduced in part below.

1. Daily crime data and information is manually collected, plotted, and analyzed in relation to crime trend patterns by the Sergeant and Detective assigned to the unit. Large visual acetate covered crime trend maps of the city (broken into sectors) are updated.
2. Cadets assist with crime trend analysis under direction, and prepare updated hard-copy "hot sheets" which indicate (along with vehicle theft information and residence checks) specific locations of pattern suppressible crimes, method of entry, property stolen, and any possible suspect information.

¹
Dennis W. Lund, "Six-Month Mid-Year Preliminary Evaluation Progress Report", May 11, 1977, mimeo, pp. 7-10.

3. Duplicated copies of the hard-copy sheets are distributed by a cadet at each of the four daily roll-call line-up sessions, and any additional verbal information or clarification is also provided.
4. Cadets, on at least a once per hour basis, present directed patrol runs to the dispatchers for assignment to an available patrol unit which is not on a call-for-service. The time of dispatch, unit assigned, location of run, target information, and disposition of the dispatch request is recorded in a dispatch-directed log.
5. Strategies and tactics are worked out in advance with the special (usually plain clothes) Directed Patrol Unit. The Planning and Analysis Unit has a more direct working relationship with Directed Patrol than with the regular patrol force.

Two additional elements of the planning and analysis process deserve mention at this point. First, the Department has been gradually phasing in an automated data processing system. At present, this system and the manual data collection activities of the Planning and Analysis Unit overlap considerably. The Department recognizes this, and intends to reduce manual activities in the future, as soon as confidence in the accuracy and reliability of the automated system is attained.

Second, the Planning and Analysis Unit has recently extended its crime pattern plotting with the addition of two maps in the dispatch room. These maps, which will display reported crimes for the current day and the previous day, respectively, are expected to provide the dispatchers with information enabling them to respond more or less instantly to developing crime trends.

3. Evaluation

The Planning and Analysis Unit has successfully generated a considerable amount of "timely and relevant data on current crime trends."

Crime trend maps have been maintained and updated, hot sheets have been kept up-to-date and disseminated to patrol officers, and crime prevention runs have been prepared and given to dispatchers on a regular and timely basis. The four cadets authorized by the project have been employed in the activities described above. In these respects, then, the Planning and Analysis Unit has fulfilled its supporting role in the Patrol Emphasis Project.

Several minor problems were encountered with this component of the project. For one, on some occasions project-assigned cadets were given non-project duties to perform. This seems not to have been a practice within the Planning and Analysis Unit itself, but rather a consequence of the cadets' interactions with the Communications Unit. When the cadets delivered crime prevention runs to the dispatchers, they were sometimes pressed into service, answering the telephone for the Communications Unit. Just how prevalent this practice was is not known; however, as the cadets were able to complete their various assigned duties for the Planning and Analysis Unit, including the preparation of one crime prevention run per hour, it is not believed that this practice caused a substantial drain on project resources. When advised that project-funded cadets were performing non-project duties, the administration of the Department took steps to control the practice.

Also, it was noted that on some occasions several crime prevention runs were logged for the same patrol unit at the same time for contiguous geographical areas. For example, four crime prevention runs might be logged for a one square block residential area, all handled by one unit at one time. The evaluators felt that this method of record keeping would have the effect of inflating the apparent productivity of the project-funded

cadets. The Department agreed, and the practice was discontinued. It was not believed to have been a particularly common occurrence even while in use.

Additional problems with the crime prevention, or "dispatch deterrent," patrol runs will be discussed in a later section that specifically addresses that operational component of the project. Those problems will include dispatching and record keeping, the substance of the runs, and patrol implementation. Further evaluation of the planning and analysis support component of the project will also be deferred until sections dealing with project operational components. The rationale for such an approach has been aptly stated:

"Because Crime Analysis programs are so inseparable from the patrol programs they support and have such a variety of potential forms, evaluation of Crime Analysis, apart from the patrol programs, would seem to have little value... Analysis should be considered simply as one of the critical elements of larger programs to be assessed within the context of those programs."²

2

G. Hobart Reinier, et. al., Crime Analysis in Support of Patrol: National Evaluation Program Phase 1 Summary Report (Washington, DC:LEAA, 1977), p. 82.

III. B. Information Coordination

1. Proposal

Information is certainly an important commodity in any police organization. Most police agencies, including the Pontiac Police Department, are organized hierarchically into numerous sub-units. Frequently, these sub-units come into possession of information that would be useful to other units of the agency. It cannot necessarily be assumed, however, that each sub-unit's informational needs are known throughout the organization, or that information sharing and coordination is automatically accomplished.

The Pontiac Police Department recognized this problem in its application for funding of the Patrol Emphasis Project, as shown by the following statement.

"Another problem which exists is the lack of an open communication system between patrol units and investigators to facilitate the interchange of information on crimes and criminals between these two operational divisions. Quite frequently, information is possessed by either patrolmen or detectives which would be helpful and beneficial to the other, but this information is not exchanged because no regulated system exists to permit the dissemination of it. The net result is an inefficient and frequently needlessly ineffective approach to apprehending criminals and preventing crimes."

One of the goals of the Patrol Emphasis Project reflected the problem statement just quoted.

2. improve effective communications between the patrol and the investigative divisions; thereby, enhancing the cooperative effort of these two operational units to prevent crime and apprehend criminals

The project objective for this goal called for members of the Detective, Vice, and Youth Sections to attend all patrol roll-call sessions five days a week. An additional "performance goal" identified more specifically the intended activities of this project component.

3. Detective Supervisors at Patrol Roll-Calls.
A performance goal of having Detective Supervisors attend, for purposes of informational exchanges, all four patrol platoon roll-calls on a 5-day a week basis. As this is not currently being done at all, accomplishment of this will be an entirely new one, and should impact on the mutually shared knowledge of patrol and investigative resources. This will convene immediately with the approval of this application, and data collection will be the responsibility of the Investigational Services Division Commander.

No project funds were allocated in support of this component.

2. Implementation

The Investigational Services Division developed a schedule at the outset of the project that assigned sergeants to each of the four daily patrol roll-calls, Monday through Friday. The schedule was developed by the sergeants themselves, so that it might best accomodate their diverse schedules. The sergeants were directed to pass on to the patrol platoons "information which will assist in combating crime and criminals, i.e., wants, BOL's, suspects, crime trends, etc." and to solicit from the patrol officers any information that they might have regarding investigative matters.

To assist in the information delivery aspect of this project component, a notebook was devised in which any investigator could place information to be passed on to patrol. Sergeants took this notebook with them to roll-calls and read recent entries to the patrol platoons.

Related to the Patrol Emphasis Project, although not formally a part of the application for funding, have been the operational strategy sessions held two to three times a week by the Pontiac Police Department. These sessions, attended by representatives of planning and analysis, regular patrol, directed patrol, vice, detective, crime prevention, and other units, are designed to facilitate information sharing and develop specific responses to crime problems. Participants are encouraged both to contribute information and to utilize what they hear. The participating group, labelled CAPTURE (Crime Analysis and Prevention Task Unit Resource Emphasis), does include members of the various operational and support units whose activities are most in need of coordination.

3. Evaluation

The performance goal of having an Investigational Services Division sergeant attend each of the four daily patrol roll-calls, Monday through Friday, was not completely met. The exact percentage of roll-calls that were attended by Investigational sergeants is not known, as records were not kept by the Division or by the Department generally. Observations by the evaluators suggest that the sergeants attended more than half, but not all, of the weekday roll-calls.

This finding is somewhat mitigated by a substitute practice that developed during the project year. The project-funded cadets, as a supplement to the "hot sheets" that they prepared and regularly updated, produced "suspect sheets" based on the information in the Investigational Services notebook previously described. These suspect sheets were periodically distributed and/or read at patrol roll-calls.

The quality and usefulness of the roll-call informational exchanges is, of course, difficult to assess. Patrolmen interviewed were generally pleased with the practice. Instances were observed by the evaluators in which patrol officers at roll-calls provided information about residences, hangouts, and known associates of wanted or suspected offenders to the Investigational sergeants. The symbolic or attitudinal value, in terms of reducing patrol/detective competition and conflict, is believed by the evaluators to be significant.

The practice by which cadets report at roll-calls the written information contained in the Investigational Services notebook is useful, but not a satisfactory alternative to face-to-face exchanges. First, much information of value simply does not get written down in the notebooks, but may be verbally relayed to patrol by the Investigational sergeants. Second, feedback of information to the Investigational Services Division can and does occur when the sergeants attend the roll-calls, but is much less likely when noted through the cadets. Third, the Investigational sergeants have credibility that cannot be matched by the cadets, so that the same information coming directly from them is given much more attention by patrol officers.

The CAPTURE meetings described earlier are also regarded by the participants as useful. As noted in a CAPTURE memo, the group, and indeed the entire Department, is still very much in the "learning curve" with respect to collecting, analyzing, coordinating, and using crime-related information. Although information sharing occurs, members of the group acknowledge holding some things back. This is especially true with respect to informants generally, and vice information in particular. Within the group there is a mixture of resignation and resentment with respect to this withholding of sensitive information.

It may be worth noting that there probably are limitations on the amount of information that can be shared, and on the problem solving capacity of information in police organizations. A recently published analysis of policing commented as follows on information and police work.

"Improved technology of information gathering and storage will not 'solve' or substantially reduce information organization and application problems. The technological capacities of a police department in the area of intelligence systematization are severely limited by the after-the-fact nature of the information, the generality of the information received, the ways in which information is processed by individual officers, and the ways in which it is recorded and organized within the police organization."³

3

Peter K. Manning, Police Work: The Social Organization of Policing, (Cambridge, MA: MIT Press, 1977), p. 268.

III. C. Court Liaison

1. Proposal

Criminal cases initiated by the Pontiac Police Department are prosecuted by members of the Oakland County Prosecutor's Office within the state court system of Michigan. Coordination between the court, the prosecutor, and the police is required to successfully bring together all involved parties in a case. As happens in any jurisdiction, this coordination is not always perfectly achieved, so that postponements, continuances, plea bargains, and other consequences are frequent occurrences. Because the police and other parties may not be informed of these court schedule adjustments, unnecessary time (and money) is often wasted.

The application for funding of the Patrol Emphasis Project contains the following statement in recognition of this problem's existence in Pontiac.

"The third problem which exists is that, even though each field officer's time is carefully monitored and controlled to insure a sufficient preventive patrol capacity, officers' patrol time is frequently consumed by non-productive tasks, such as waiting to testify in court. This is a consumer of available patrol time and is frequently unnecessary due to the high number of adjournments, plea bargainings, etc., which do not require the officers' presence in court at all. What is needed is a system to expedite pending court proceedings, and insure that the officers' presence are really necessary, and to cut down on the amount of time wasted by patrol officers waiting for court appearances."

This problem was addressed in one of the goals of the Patrol Emphasis Project, as follows:

3. reduce the needless waste of patrol officers time in non-productive capacities while awaiting subpoenaed court appearances for testimony in criminal cases

In more specific terms, the following performance goal identified the response to the problem as proposed in the grant application.

4. Reduce On-Duty Officers' Time Spent Waiting for Court Appearances by 15%. This performance goal can be achieved with the addition of a Court Liaison Officer to the staff of the police department. This individual will ensure that officers will only be in court when they are acutally needed. Data collection on the amount of time saved will begin at the onset of the project and continue throughout. Data will be collected for analysis by the Court Liaison Officer.

The Patrol Emphasis Project created the position of Court Liaison Officer, which was filled by a sergeant. The cost of this position, including salary and benefits, was approximately \$28,756 for the project year.

2. Implementation

A newly promoted sergeant was assigned to the Court Liaison Officer position at the beginning of the project year. As noted in an earlier project evaluation report, "the first two months were largely spent becoming acquainted with introduction, court operations, visits to other communities for advice, and in a design for operations."⁴

As the incumbent developed the position of Court Liaison Officer, it became a central information point in the operations of the court. Regular

⁴

Lund (op. cit.), p. 16.

contacts with police officers, prosecutors, court personnel, defense attorneys, and defendants constituted the role of court liaison as it was operationally defined. The activities of the Court Liaison Officer included notifying police officers of dates when they would be needed in court and dates when they would not be needed, verifying police overtime appearances, encouraging defendants to appear in court as scheduled (thus obviating the need for bench warrant issuance, additional arrest expenses, and additional court appearances), and coordinating the appearances of all the parties involved in criminal cases.

3. Evaluation

Although the project funding application refers primarily to the need to decrease on-duty patrol time wasted unnecessarily in court, off-duty overtime for unnecessary court appearances is similarly costly. From a general cost-benefit perspective, both kinds of occurrences deplete organizational resources without offering any productive return. The following comments, then, will pertain to the incidence of both varieties of unnecessary court appearance.

The number of court overtime hours paid to its employees by the Pontiac Police Department during the project year has been considerably less than for the year preceding the project. (Hours are used for the primary comparison because salaries of Department employees have increased during the period in question.) A comparison of court overtime for 1976 through November 27 (pre-project), with 1977 through November 26 (project) shows a decrease for the project period of 1,924.5 hours. This represents an 18.2% decrease in court overtime hours during the Patrol Emphasis Project. Applied to an entire year, this rate of decrease would account for 2,045 fewer court

overtime hours. Based upon 1977 salaries, it is estimated that this decrease in hours accounts for a minimum savings to the Department of \$27,935.

It cannot automatically be assumed that the decrease in court overtime hours is a direct outcome of the Court Liaison Officer's efforts, of course. One possible alternate explanation would be a decrease in arrests in the project year, as compared with the pre-project year. This might decrease the number of required police appearances in court, and thus their court overtime hours. This simple explanation, however, might itself be complicated by the time delay between arrest and trial, which could require police officers to appear in court this year for some arrests made last year, and next year for some of this year's arrests.

There has been a decrease in arrests made by the Pontiac Police Department in 1977 as compared to 1976. For the period through October of both years, Part I arrests have declined 20.5% and Part II arrests are down 9.9%. Taken together, criminal arrests have decreased 12% in 1977, as compared to 1976. By comparison, the decrease in court overtime hours for the comparable period was 18.2%. Therefore, although some of the decrease in court overtime hours during the project year may be attributable to a decline in arrests, a substantial decrease still remains.

Also, although criminal arrests decreased during the project year, traffic-related enforcement action increased. Much of this traffic-related enforcement also requires court appearances by police officers, and court liaison efforts may avert wasted hours associated with the adjudication of these matters. Traffic-related enforcement increased 14.9% during the project year; when this activity is combined with arrests, it is found that police opportunities for court appearances decreased only by 1.2% as compared with the pre-project year.

The direct efforts of the Court Liaison Officer were measured more precisely during one two-week period in the project year. During this sample period, the Court Liaison Officer was able to notify 9 on-duty and 38 off-duty police personnel that their appearances in court would not be required as scheduled. Projected over a one-year period, which is admittedly a questionable venture, this level of performance would represent an approximate minimum savings of \$40,488.24 in court overtime costs, plus the avoidance of 234 unnecessary court appearances by on-duty personnel.

It may also be appropriate to note the reactions of interested parties to the Court Liaison Officer's activities. With respect to the potential for savings by the Department of court overtime costs, an officer told one of the evaluators that in a previous year he had received \$6,000 for overtime court appearances, of which about one-half was for cases that had been adjourned. Also, Mr. Thomas Trenta of the county prosecutor's office stated that the Court Liaison program was operating quite well from his perspective, as officers were better prepared for court than previously, and he attributed the improvement to the case monitoring activities of the Court Liaison Officer.

Taken together, the available evidence points to the success of this component of the Patrol Emphasis Project. Some substantial monetary savings seems to be attributable to the activities of the Court Liaison Officer, a significant number of on-duty personnel have avoided unnecessary court appearances, and the timely appearance of needed police personnel in court has been more effectively assured.

III. D. Crime Prevention

1. Proposal

In this section crime prevention will be discussed as it pertains to the support component of the Patrol Emphasis Project. In a later section the operational aspects of crime prevention will be addressed.

In its application for funding of the Patrol Emphasis Project, the Pontiac Police Department acknowledged the inadequacy of its crime prevention activities. In particular, it was noted that

"Another problem which exists is that regular patrol officers are not sufficiently skilled in target-hardening, before-the-fact crime prevention techniques to effectively conduct premise security evaluations as part of their normal crime prevention activity. The Crime Prevention Unit does not currently have sufficient manpower to provide the necessary training to patrol officers..."

In terms of the crime prevention shortcomings just described, the following goal was presented.

4. improve the target-hardening, before-the-fact crime prevention expertise of the entire patrol force in order to involve it with crime prevention techniques and provide security suggestions to citizens on avoiding criminal attack

A somewhat more specific project objective was also presented that described the crime prevention support component of the project.

2. The Crime Prevention Unit will provide the entire patrol force with sufficient training in crime prevention techniques in order to make use of these techniques in daily patrol activities and provide security information to the citizens of the community. In addition, the Crime Prevention Unit will also assist in formulating specific strategies for combating, specific criminal attacks as they occur, in conjunction with the Planning and Analysis Unit.

The Patrol Emphasis Project funded one patrol officer to supplement the regular Crime Prevention Unit staff. The approximate cost of this position for the project year was \$25,750. It should be noted when considering the costs and benefits of the supplementary position, that the Crime Prevention Unit performed both support and operational functions in the project.

2. Implementation

As proposed, crime prevention training was provided for the entire patrol force. Conducted by the Crime Prevention Unit, the training was part of the regular in-service program, and accounted for two days of the week-long sessions held in January and February, 1977.

Additionally, crime prevention personnel did meet frequently with the Planning and Analysis Unit, in order to provide information for strategy development by that unit. Also, members of the Crime Prevention Unit met regularly with key operational personnel in the CAPTURE meetings described in section III-B of this report.

3. Evaluation

The evaluation of this support component of the project is necessarily very subjective. The Crime Prevention Unit provided training for the patrol force as proposed and did so very early in the project year. One of the evaluators attended one crime prevention training session, and found the material presented most informative. Additionally, the interest level of the patrol officers present seemed quite high.

The training was designed to prepare the patrol officers to perform crime prevention activities themselves. To facilitate this development, a "short-form" premise security survey was designed and produced. The patrol force began completing these forms in September of 1977, when dispatched to

reported burglaries. One copy of the form is left with the burglary victim, while the second copy is forwarded to the Crime Prevention Unit. More of the specific operations of the Crime Prevention Unit will be discussed in section IV-D; it should be noted here, though, that the Unit has successfully built a foundation for a crime prevention capability within the regular patrol force.

CHAPTER IV

IV. Project Operational Components - Process Evaluation

In this chapter four operational components of the project will be discussed. These are the project components that were designed to have some impact "on the street". In this chapter the discussion of these components will center on an evaluation of their implementation. Chapter VI will address the impact, or output, of the operational components of the Patrol Emphasis Project.

IV. A. Regular Patrol

1. Proposal

In its application for funding of the Patrol Emphasis Project, the Pontiac Police Department stated its patrol philosophy as follows.

"The Uniformed Services Division has a complement of 145 employees, or 54% of total departmental strength. Divided into four platoon sections, and some auxiliary units, this division conducts all patrol activities on a "directed" philosophy, as opposed to "random" techniques. Under a reorganization plan adopted in 1973 and 1974, which included the creation of a Planning and Analysis Unit for crime analysis functions, patrol techniques were changed from a "reactive emphasis" to a "proactive emphasis", with up-to-date crime information providing the necessary data with which to accurately direct the proper deployment of field units".

In the same document, however, the Department acknowledged that the patrol philosophy quoted above had not been completely realized in practice. Several problems were noted that constrained attempts to operationalize the philosophy. These included

1. crime data was not sufficiently current
2. no system to ensure patrol officers utilization of crime data was in use
3. communication between patrol and investigative personnel was unsatisfactory
4. unnecessary time was wasted in court
5. patrol officers were not sufficiently skilled in crime prevention techniques

To address these problems, and thus further the adoption of its patrol philosophy, the Department established the following general goal of the Patrol Emphasis Project.

"The City of Pontiac desires to improve and enhance the basic patrol function of the police department. This improvement would concentrate on scientifically-planned distribution and deployment of field resources, improved crime information gathering and dissemination to field units, improved crime prevention technique applications within the community, improved communications between patrol and investigative personnel, and improved before-the-fact crime prevention and criminal apprehension."

In order to accomplish this goal of enhancing the basic patrol function, the Department proposed several project components of a supportive nature. Discussed in some detail in Chapter III, these project components included crime analysis, information coordination, court liaison, and crime prevention support. These project components were designed to provide information, time and training to the regular patrol force.

2. Implementation

The implementation of the project components designed to enhance the basic patrol function was discussed in Chapter III. Briefly, the Planning and Analysis Unit increased its data collection and dissemination activities, including those related to the patrol force. A regular system was developed to encourage information sharing between patrol and investigative personnel. The Court Liaison Officer position was created, with the incumbent playing a "broker" role among all the parties involved in criminal cases. Finally, crime prevention training was provided to the entire Patrol Division, and a "short-form" was introduced for patrol officer premise security surveys.

3. Evaluation

Clear measures of job enhancement are not available to an evaluator. From one perspective it would seem that information and training

have some inherent enhancing value, but yet their real usefulness to the organization comes only with application. Also, job enhancement from the frame of reference of the employee may not always equate with enhancement from the point of view of the organization.

The evaluation of this project component must note that increased information from crime analysis and investigative personnel did reach patrol officers, that unnecessarily wasted court time was decreased, and that crime prevention training and techniques were effectively presented to the patrol force. In this very straightforward sense, then, the patrol function was enhanced.

In their responses to a survey administered at the beginning of the project, and then re-administered nine months later, patrol officers did not report job enhancement, however. Measures of career satisfaction, current assignment satisfaction, work satisfaction, and commitment to crime prevention remained relatively unchanged.

From the standpoint of information sharing and dissemination, as it pertains to the enhancement of the patrol function, it should be emphasized that the Department has a great deal (by its own admission) to learn about the nature, amount, and format of information needed by and usable by patrol officers. Problems of communication, memory, retrieval, and overload either already have been or will be encountered. One patrol officer, for example, noted that the "hot sheets" contained much useful information, but that most officers folded them and put them in their pockets after roll-call; they looked at the sheets next at the end of the tour when emptying their pockets prior to changing out of their police uniforms. This illustrates both an obvious and probably solveable specific problem, and the general point that

presentation or dissemination of information does not guarantee its subsequent utilization.

It has been argued above that the concept of patrol function enhancement is not well defined, that training and information were provided to patrol officers but on-the-job application cannot be assumed, and that officer-reported job satisfaction remained relatively constant during the project period. Another component of the project, namely dispatch deterrent patrol, may also have influenced patrol enhancement. This component will be discussed in the next section.

IV. B. Dispatch Deterrent Patrol

1. Proposal

This operational component of the Patrol Emphasis Project was probably its most innovative and controversial. It was founded, implicitly, on the belief that patrol officers performing "directed" activities, based on crime analysis, will be more effective than if left to their own devices during the uncommitted patrol time. In the words of the Department, this "directed" approach to patrol replaced former "random" techniques, and was "proactive" rather than "reactive." Again implicitly, this directed approach to patrol was based on the findings of the Kansas City Preventive Patrol Experiment, the primary one of which was that uncommitted patrol time is an important resource available to police administrators. The experiment concluded that routine, traditional, random use of uncommitted patrol time was not productive, and recommended that other uses of that resource be considered.¹

1

George L. Kelling, et. al., The Kansas City Preventive Patrol Experiment: A Technical Report (Police Foundation, 1974).

After stating its directed patrol philosophy, the Pontiac Police Department, in its application for funding of this project, identified a shortcoming of its patrol operation.

"The information that is provided (by crime analysis) is left up to the discretion of the individual officer to act on and there presently exists no system to insure the follow-up activity of the officers in the field."

Addressing this problem, the Department, in addition to general proposals for increased information sharing and dissemination, stated the following project objective.

"Using data supplied by the Planning-Analysis Unit, dispatched crime prevention runs will be given to available patrol units on a timely basis, much the same as a call for service".

The dispatched crime prevention runs are not further defined or described in the application for funding of the Patrol Emphasis Project. The costs of this project component amount to some portion of the salaries and benefits of the four cadets added to the Planning and Analysis Unit. The total cost for these positions during the project year was approximately \$50,496.

2. Implementation

Although the dispatch deterrent patrol component of the project was scheduled to begin operation on November 6, 1976, implementation did not actually commence until December, 1976. The delay was primarily caused by the required transfers, scheduling, and training of the four cadets responsible for the production of the dispatch deterrent runs.

Additional implementation problems were encountered through the month of March, 1977. First, the patrol force was understaffed during January and February, when the two-week in-service training sessions were conducted for all patrol officers. Second, dispatchers assigned to patrol units only half or less of the dispatch runs prepared by cadets during this period. Considering that patrol deployment and allocation practices guaranteed an average of 50% noncommitted time, the Department felt that nearly all runs should be assigned by the dispatchers, and so instructed them. Beginning in April, 1977 this problem was no longer in evidence.

The project-funded cadets prepared the dispatch deterrent patrol runs. In so doing they utilized the crime data collected and analyzed by the Planning and Analysis Unit. Information sources included police crime reports, hot sheets, suspect sheets, crime trend maps, and crime analysis personnel.

The dispatch runs produced by the cadets contained several pieces of information. The time period during which the run was to be dispatched (usually a one-hour time block) was specified. The locations of the dispatched runs were indicated, and these varied from shopping centers to parking lots to several block areas to car dealerships. Also, the crime problem being addressed (ordinarily burglary, larceny, or auto theft) was stated on the dispatch run forms. Finally, additional run-specific information was sometimes provided on the dispatch forms.

The actual time of dispatch and choice of the patrol unit assigned to the run were responsibilities of the dispatchers. The dispatchers recorded information regarding time of dispatch and unit assignment on the dispatch run forms.

The patrol implementation of the dispatch runs was summarized in a previous evaluation report as follows:

"Actual implementation of a dispatched-directed patrol run is largely discretionary with the individual officers. Although they are in fact directed to a specific street and/or geographic sector, and advised to be on the look-out for specific crimes, the length of time of the run and specific patrol tactics are left to individual discretion of the officers or their platoon supervisors."²

3. Evaluation

During the first five months of the Patrol Emphasis Project, for reasons noted above, the dispatch deterrent patrol component was not fully implemented. For the final seven months, beginning in April, 1977, implementation was more complete. Table IV-1 following presents figures on dispatch run production and assignment.

2

Dennis W. Lund, "Six-Month Mid-Year Preliminary Evaluation Progress Report," May 11, 1977, mimeo, p. 10.

TABLE IV-1

DISPATCH DETERRENT PATROL - CADET PRODUCTION AND
DISPATCHER ASSIGNMENT OF RUNS, BY MONTH

<u>Month</u>	<u>Runs Prepared By Cadet</u>	<u>Cadet* Productivity</u>	<u>Runs Responded By Patrol</u>	<u>Patrol Response Rate</u>
Nov 76	--	--	--	--
Dec	428	68%	225	53%
Jan 77	514	68.5%	186	36%
Feb	550	unk	166	30%
Mar	521	95%	300	56%
Apr	673	111%	668	99%
May	696	117%	695	100%
Jun	761	122%	760	100%
Jul	768	136%	759	99%
Aug	753	116%	732	97%
Sept	820	131%	797	97%
Oct	780	121%	745	96%

*Based on a goal of one run produced per hour on duty

Several comments concerning the information in Table IV-1 seem to be in order. First, both cadet productivity and patrol response rate (primarily dependent on dispatcher assignment) increased to and remained at desired levels upon notice from the Department administration that such performance was expected. Second, cadet productivity figures are somewhat inflated due to the occasional practice; described in section III. A., of counting assignment of a patrol unit to a several-block area as several dispatch runs, when in fact the entire run was performed by a single unit during one short period of time. And third, the real response rate of patrol units is not truly known; the figures in the table reflect dispatcher reporting of field unit compliance.

Figure IV-1 displays dispatch deterrent run production and assignment by day of week for a three-month sample of the project year. As can be seen, run production and assignment are greatest on Thursday, while Friday has the poorest rate of response to the dispatch runs.

Figure IV-2 graphically presents dispatch deterrent run production and assignment by time of day for the three-month sample. Run production and response are shown to be greatest during the 7 p.m. to 2 a.m. time period. The patrol response rate is fairly consistent throughout the day, except for the period 7 p.m. to 11 p.m., when the rate declines somewhat.

Due to a recent improvement in record keeping with respect to the dispatch deterrent runs, better information will be available in the future about the actual time of run assignment by the dispatcher and the length of time that patrol units spend performing the runs. In the future, cards will be time-stamped by the dispatchers when the cadets present them, when they are assigned to a patrol unit, when the patrol unit arrives at the run location, and when the patrol unit completes the run. Previously, however,

FIGURE IV - 1

Dispatch Runs By Day of Week

(March, June, September Sample)

Code: Shaded Area - Dispatch runs actually performed
Total Area - Total Dispatch runs prepared

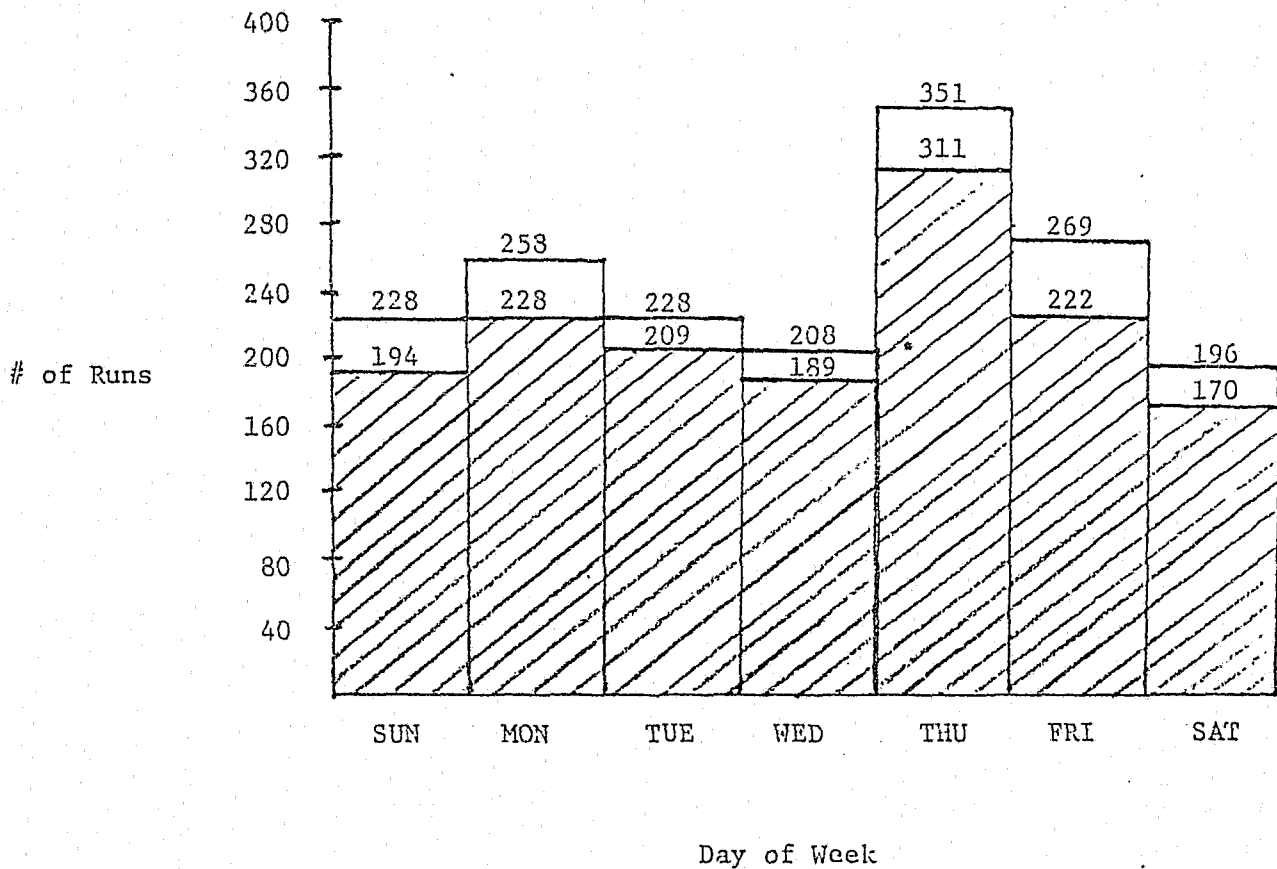
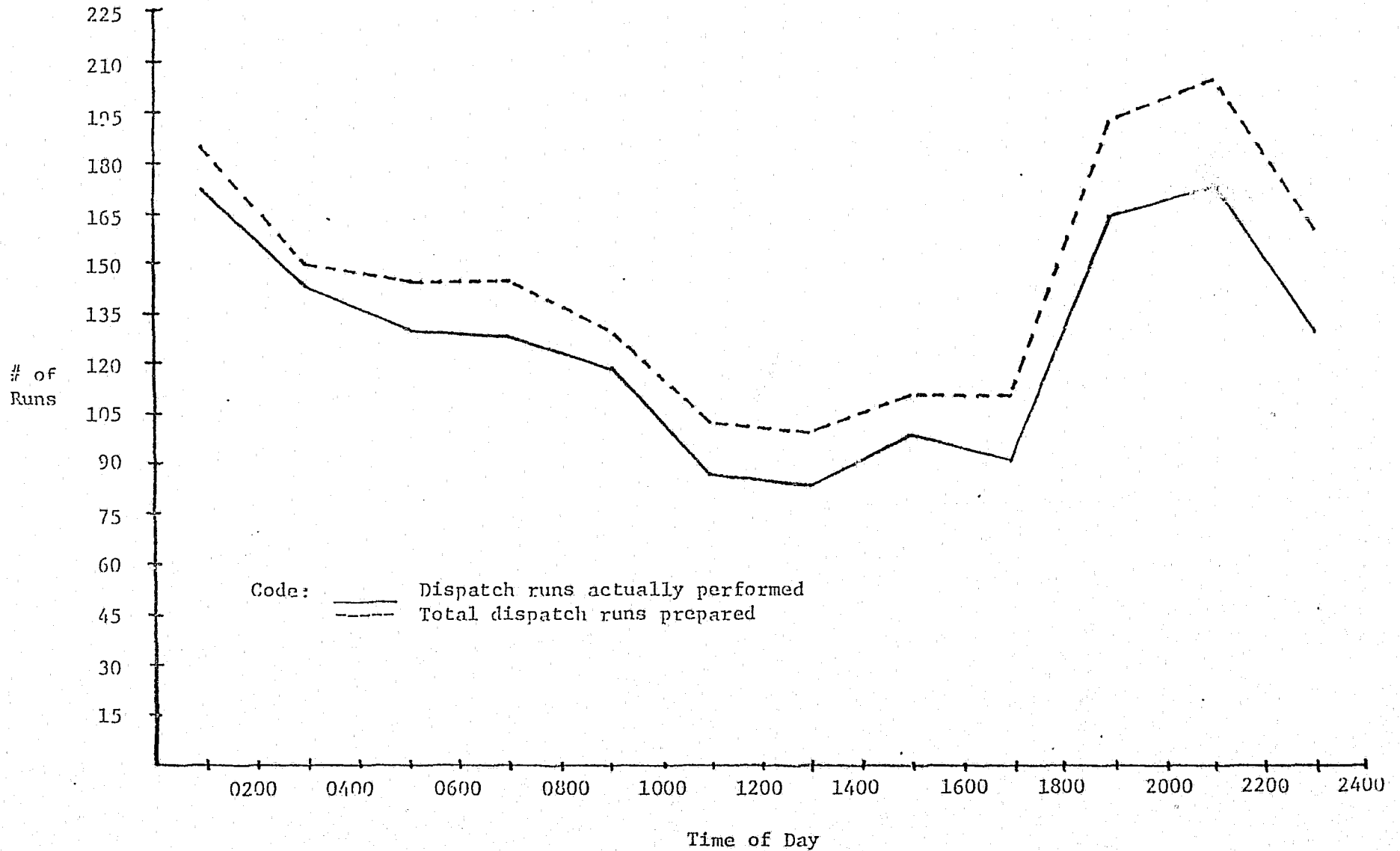


FIGURE IV - 2

Dispatch Runs By Time of Day
(March, June, September Sample)



only the time of cadet presentation to the dispatcher has been accurately recorded, so that data on the length of time spent by patrol units performing the dispatch runs during the project year is not available.

With respect to the nature of the dispatch deterrent runs, and the process used to develop them, serious questions must be raised. This statement is made on the basis of observations in Pontiac, observations and reports of similar projects in other jurisdictions, and the recommendations of recently published patrol program analyses.

Simply stated, the evaluators are of the opinion that the dispatch deterrent runs should contain more detailed information, that the process by which they are developed should be more systematic, and that experienced police personnel should play a much greater role in the run development process. These three issues will be separately considered in the following paragraphs.

As presently constituted, the dispatch deterrent runs provide very little detailed information to the patrol officer. Typical runs advise the officer to "go to the 500 block of Smith street and look for burglaries" or to "go to Pontiac Motors and look for auto thefts." Specific information concerning patrol tactics to be used and detailed information about crime methods and targets is not presented. In contrast to this approach in Pontiac, a directed patrol project in New Haven, Connecticut provides patrol officers with extremely detailed information for performing dispatch runs (see Figure IV-3). While it is not necessarily suggested that Pontiac adopt this extremely regimented approach, it is suggested that tactics, crime-specific information, and time frames be made a part of the dispatch deterrent runs.

FIGURE IV - 3

NEW HAVEN DIRECTED PATROL PATTERN SHEET

Run Number: _____
Sector: _____

PROBLEM: Commercial Burglary

- Step 1: LOCATION: Smith St. and Jones St.
TACTIC: Park car. Check fronts and backs by walking to Bridge and back to car.
- Step 2: LOCATION: Smith St. and Oak St.
TACTIC: Park car at Firestone. Check fronts and backs by walking one side of street to Walnut Street and back to other side of street.
- Step 3: LOCATION: Smith St. between Oak and Elm Sts.
TACTIC: Park at Elm Street and Smith Street and walk to the church between First and Second Street and back to car. Check fronts and backs.
- Step 4: LOCATION: Smith Street between Jones and Chestnut Sts.
TACTIC: Ride entire length at 5 mph, checking fronts and backs as appropriate. One swing in each direction.
- Step 5: LOCATION:
TACTIC:

SPECIAL NOTES:

ESTIMATED TIME REQUIRED FOR RUN

45-50

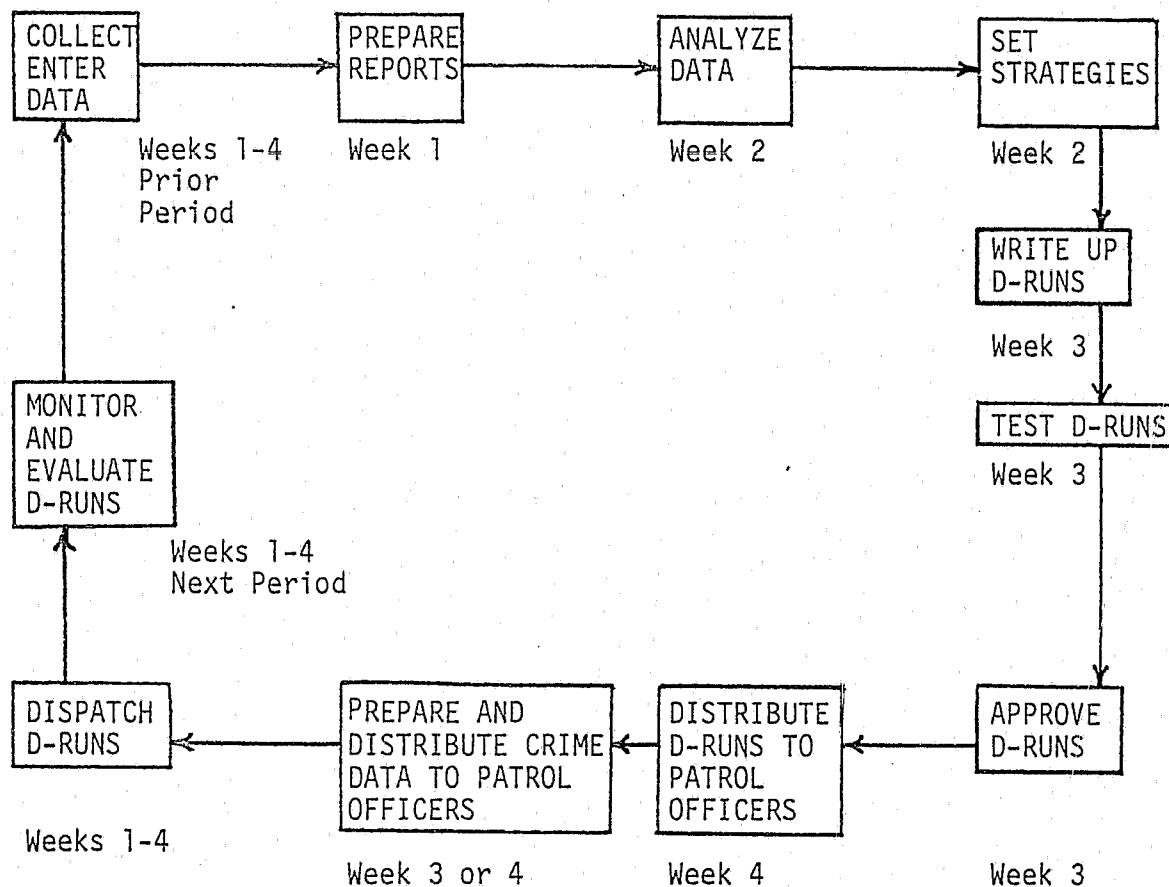
INSTRUCTION SHEET ORIGINATED BY:
APPROVED BY:
DATE:

Adapted from Managing Patrol Operations: Participants' Handbook (LEAA and University Research Corporation, 1977), p. 108a, looseleaf.

The evaluators also recommend a more systematic, closed-loop process for dispatch deterrent run development. At present, information available in the Planning and Analysis Unit is utilized in an unstructured manner by the cadets to produce the runs which, once passed to the dispatcher, are forgotten. Again the directed patrol project in New Haven can be cited as using a clearly contrasting system. As Figure IV-4 demonstrates, dispatch runs in New Haven are carefully devised, tested, approved, monitored, evaluated, and retained for future use. While, as was noted a moment ago, it may not be desirable for Pontiac to exactly copy this contrasting system, the dispatch deterrent runs could be greatly improved if a more systematic process, complete with feedback, was utilized.

FIGURE IV - 4

NEW HAVEN DIRECTED DETERRENT PATROL PLANNING CYCLE



"(Figure IV-4) illustrates the process used by the New Haven department to plan directed deterrent patrols. Highlights of the system are the selection of target crimes and appropriate tactics, preparation of written, step-by-step instructions for uniform patrol to follow, and collection of officer feedback about the directed patrol run. The planning and implementation cycle usually takes 28 days; however, once a deterrent run has been prepared and added to the department's tactical library, it can be reactivated in a much shorter time period."

From William G. Gay, et. al., Improving Patrol Productivity: Volume I-Routine Patrol (Washington, DC: LEAA, 1977), p. 136.

The dispatch deterrent run development process is not self-operating. At present four cadets, working with considerable latitude, design the runs in Pontiac. It is recommended that this practice be altered so that experienced police personnel play a greatly expanded role in the actual design of the dispatch runs. This suggestion is made out of concern for the quality of the dispatch runs and the credibility they have with patrol officers.

Currently, patrol officers are skeptical of the crime prevention and on-scene arrest value of the dispatch deterrent runs in Pontiac. When surveyed in August and September of 1977 (10-11 months into the project), the following average responses were given (based on a 0-strongly disagree to 100-strongly agree scale).

- | | | |
|-----|---|------|
| 24. | Dispatch-directed patrol runs, based upon crime trend analysis by the Pontiac Police Planning and Analysis Unit, is an effective crime prevention strategy. | 46.9 |
| 25. | There is an overall higher degree of likelihood that on-scene arrests for property offenses will occur with a strategy of dispatch-directed patrol runs in marked cars, over the traditional discretionary procedures used during free patrol time. | 45.1 |

Numerous bi-variate and multi-variate analyses of the responses to these two questions were performed by the evaluators, in order to carefully examine the relationships between officer evaluations of the dispatch runs, and key independent variables. Most of that analysis is beyond the scope of this evaluation report, but the basic findings are relevant. They include the following.

1. There is a strong negative relationship between years of police experience and belief that the dispatch runs contribute to crime prevention and on-scene arrests. In other words, experienced officers are very skeptical of the dispatch run approach.
2. There is a weak to moderate negative relationship between amount of education and positive evaluation of the dispatch runs.
3. There is an important relationship, which is very difficult to interpret, between platoon assignment and evaluation of the dispatch runs.
4. Among officers with at least some college education, those whose studies are more directly related to law enforcement have more negative reactions to the dispatch runs.
5. There is a moderate positive relationship between satisfaction with current assignment and positive evaluation of the dispatch runs. (It should be noted that satisfaction with current assignment probably is not properly an independent variable.)³

It is suggested here that the skepticism shown toward the dispatch runs by more experienced and more educated officers is to some extent a consequence of their realization that the runs are designed by cadets - who are relatively younger, less educated, and considerably less experienced at policing than the patrol officers. The evaluators believe that having experienced personnel involved more directly in the dispatch run development process would, in addition to improving the real quality of the runs, improve the credibility given the runs by patrol officers.

³ These findings are based on multi-variate Probit analysis, which is a statistical technique comparable to multiple regression.

Police work, including performance of dispatch deterrent runs, is characteristically done in the absence of direct organizational supervision. For this reason, the commitment of police officers to the programs and policies of the department is essential. It is very easy for an officer, if he or she lacks commitment, to simply go through the motions of policing without actually taking initiative or expending effort. The dispatch deterrent runs could meet such a general fate, if those needed to implement them on the street, the patrol officers, become convinced that the runs are without value. As was noted in a recent publication,

"The merit of directed patrol comes not so much from the type of tactics used as from the tenacity with which patrol officers, relieved temporarily from their call for service responsibilities, implement and carry through their assignments."⁴

This final evaluation report has suggested several measures that the Pontiac Police Department can undertake to improve the quality of dispatch deterrent patrol runs and the commitment to them shown by patrol officers. These measures are strongly recommended if the Department intends to pursue its directed patrol philosophy.

4

William G. Gay, et. al., Improving Patrol Productivity: Volume I - Routine Patrol (Washington, DC: LEAA, 1977), p. 99.

IV. C. Directed Patrol

1. Proposal

This section deals with the operational component of Pontiac's Patrol Emphasis Project called directed patrol. The reader should make a clear distinction between this component and dispatch deterrent patrol. In Pontiac, directed patrol is a separate unit, operating primarily in plain clothes, that bases its tactics and geographical assignments on crime analysis as performed by the Planning and Analysis Unit. This directed patrol unit deals directly with the Planning and Analysis Unit, rather than through the dispatcher. Also, its assignments are ordinarily for several hours. Dispatch deterrent patrol, on the other hand, is performed by the regular patrol force, in uniform and in marked cars, at the immediate direction of the dispatcher, and for rather short periods of time, per run. In the terminology of recent LEAA publications, Pontiac's dispatch deterrent patrol is a form of directed patrol, whereas its directed patrol is one form of specialized patrol. The rest of this section discusses Pontiac's directed patrol component; readers should keep in mind that this component is, essentially, a plain clothes version of specialized patrol.

In its application for funding of the Patrol Emphasis Project, the Pontiac Police Department made a number of statements, to which this report has already referred, concerning its directed philosophy of patrol based on crime analysis. Those statements pertain to this directed patrol component, as well as to the crime analysis and dispatch deterrent patrol components described earlier. Also as noted previously, the Department presented goals and objectives with respect to improved information sharing and utilization, which were expected to contribute to crime prevention and suppression. Specific goals and objectives were not stated for the

directed patrol component of the project.

The Directed Patrol Unit was already in existence at the outset of the project, with a complement of seven patrol officers. The Patrol Emphasis Project added three officers and a sergeant to the Unit, at an estimated cost, during the project year, of \$100,090.

2. Implementation

Pursuant to the initiation of the project, the additional specified personnel were assigned to the Directed Patrol Unit. These additional personnel allowed the unit to field three two-man teams daily. As before the project, unit personnel do not answer calls for service, but instead are deployed in high-crime areas as identified by the Planning and Analysis Unit.

In addition to regular contacts with personnel of the Planning and Analysis Unit, Directed Patrol supervisors attended the CAPTURE meetings described earlier in this report (see section III. B.). At these meetings there was general discussion concerning the most appropriate tactics and targets for directed patrol and other operational units. Crime analysis information was also disseminated, and the meeting participants shared information on specific crimes and suspects as appropriate.

3. Evaluation

The Directed Patrol Unit deployed its officers in designated high-crime areas, as identified by the Planning and Analysis Unit. The unit operated primarily in plain clothes, using tactics developed in consultation with the Planning and Analysis Unit. Further evaluation of the unit's performance, based on arrest data, will be presented in section VI. A.

IV. D. Crime Prevention

1. Proposal

In an earlier section (III.D.), the project support aspects of crime prevention (training, information sharing) were discussed. In this section operational aspects of the crime prevention component of the Patrol Emphasis Project will be addressed. --

The application for funding of this project noted that "an insufficient number of security surveys are being conducted which inadequately service the public safety needs of the residents of the City." To address this problem, the project proposed both to develop a crime prevention capability in the patrol force, and to increase the number of premise security surveys conducted by the Crime Prevention Unit. Specifically, the project proposal contained the following performance goal.

2. Increase premise security surveys by 25%

With the addition of another officer to the Preventive Services Detail of the Police-Community Relations Unit for crime prevention functions, the number of premise security surveys performed for businesses and private residences in Pontiac should be able to be increased by a minimum of 25%. Data collection will be the responsibility of the Preventive Services Detail, and will convene at the onset of the project, continuing throughout its length.

As noted above, the project added an officer to the Crime Prevention Unit. The cost of this position, for the project year, was approximately \$25,750.

2. Implementation

In addition to providing crime prevention training for the patrol force, participating in planning and analysis activities with other units, and

developing a "short-form" premise security survey to be used by patrol officers, crime prevention personnel themselves conducted premise security surveys. Prior to September, 1977 all surveys were conducted by crime prevention personnel. After that date, with the inception of the "short-forms," patrol officers began performing initial surveys, with follow-up surveys then conducted as appropriate by crime prevention personnel.

3. Evaluation

Premise security surveys conducted in the project year far exceeded the stated goal of a 25% increase. Data collected by the Crime Prevention Unit, for comparable periods through the fall of pre-project and project years, shows an increase in premise security surveys conducted by crime prevention personnel of 173%. Further, since the inception of the "short-form" in September, 1977 patrol officers have been conducting initial surveys. During the first three months of that practice, 569 "short-form" surveys were completed by patrol personnel. Including these in the overall premise survey total would produce, approximately, an 800% increase over the pre-project year.

Detailed figures for the month of September, 1977 are presented below as an illustration of the crime prevention workload distribution under the new "short-form" system.

Reported Burglaries	280
Patrol Surveys Completed	210
Follow-up Surveys Completed	23
Non-Follow-up Surveys Completed	8
Refused Follow-up or Had No Phone	103
Unable to contact for follow-up	84

The increased reliance on patrol personnel for conducting premise security surveys is a positive development in the opinion of the evaluators. First, it should heighten the awareness of crime prevention among patrol officers, and increase their expertise. In the phraseology of the project proposal, it should contribute to the enhancement of the patrol function. Second, the Crime Prevention Unit does not have, and cannot expect to have, sufficient personnel to conduct all needed premise security surveys itself, even if it wanted to. Consequently, it is recommended that the Crime Prevention Unit continue to support the patrol force in terms of upgrading its crime prevention capability.

CHAPTER V

V. The Organizational Context of the Project

In this chapter of the evaluation report a few general observations and comments will be presented regarding Patrol Emphasis Project planning, training, responsibility, and organizational support. These observations and comments largely apply to the project as a whole, although they will emphasize the dispatch deterrent patrol component.

V. A. Project Planning

The original planning for Pontiac's Patrol Emphasis Project was performed by the Chief of Police and key members of his staff. Prior to the project's inception, knowledge of it was not generally distributed within the Department.

This situation apparently did not affect most of the components of the project. Many of the aspects of the project represented only refinements of current practices or increased resources for ongoing programs. Other components which were actually innovative, such as court liaison, were dependent primarily on the efforts of one person, and thus avoided serious implementation problems.

The one project component that depended on the efforts of many Department personnel, and that was also a sharp break from past practices, was dispatch deterrent patrol. This component required cooperation among crime analysts, cadets, dispatchers, and patrol officers. Dispatch deterrent patrol also gave officers assigned duties during the time that had been traditionally theirs to use "at their own discretion."

The evaluators are of the opinion that many of the implementation problems with, and much of the skepticism about, the dispatch deterrent runs can be attributed to the relatively closed planning process used in developing this component, and the entire Patrol Emphasis Project. From the perspective of many of the people who were expected to put the dispatch deterrent runs into practice, the runs materialized out of thin air on November 6, 1976. The fact that it took until April, 1977 to fully implement the dispatch runs, then, is not entirely surprising. Nor is the continued skepticism of many operational personnel.

On behalf of the Pontiac Police Department, it should be pointed out that their notice of funding arrived very late. They were faced with the necessity of starting-up the project almost immediately upon notification

that funding had been approved.

The evaluators recommend, nevertheless, that future planning, especially for projects as potentially innovative as this one, be conducted more openly. Generally, involving operational personnel in the planning will yield better plans, because they are in closest touch with the day-to-day realities and problems of the business of the Department. Just as importantly, the people to be most affected by the project will be kept informed and thus not be taken by surprise. Finally, the all important commitment to the project of the people who will be carrying it out will be easier to secure if they were a part of the project's planning.

This recommendation for more open planning is consistent with the experiences of other police agencies that have implemented directed patrol programs. A recent analysis of these experiences summarized its findings concerning planning as follows.

"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.¹

¹ William G. Gay, et. al., Improving Patrol Productivity: Volume I-Routine Patrol (Washington, DC: LEAA 1977), p. 152.

V. B. Project Training

Project-related training for several of the components was effectively implemented. Crime prevention training was provided for all patrol officers early in the project. The Court Liaison Officer was essentially in training during the first two months of his assignment, as he studied the court process and liaison programs in other jurisdictions, trying to learn how he could most effectively function in his newly created position. Also, a member of the Planning and Analysis Unit, with one of the evaluators, travelled to Connecticut to observe crime analysis and directed patrol programs in the New Haven area. In each of these examples, the project-related skills of Department personnel were improved.

One component which could have used, but not adequately receive, project-related training was dispatch deterrent patrol. Training for patrol officers could have explained both the rationale for, and the mechanics of, the dispatch runs. Training for the dispatchers might have prevented the record keeping problems and the failures to assign units. The dispatchers, in general, continue to treat the dispatch runs as low priority, when in fact Department policy is to the contrary.

The Chief of the Pontiac Police Department recognizes the need for training related to the dispatch runs, and has scheduled the topic to be covered during the upcoming in-service training session. This training should help to clarify, for patrol officers and dispatchers, the intent and mechanics of dispatch deterrent patrol.

Other agencies that have experimented with directed patrol have also found that training is an important element in project success.

"It is important that all officers be re-trained 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. In addition, the training must provide officers with the basic skills needed to implement directed patrol assignments."²

²

Gay, et. al., (op. cit.), p. 152

V. C. Project Responsibility and Monitoring

Because this project was so diverse, it is not surprising that responsibility for it was essentially placed with the Chief of Police. The information sharing component of the project, for example, directly involved personnel from three of the Department's four Divisions, plus crime prevention personnel who report directly to the Chief's office. In formal police administration terms, responsibility for such a project could be fixed nowhere but with the Chief.

Given his numerous other responsibilities, however, the Chief of Police cannot directly monitor and supervise such a diverse project. During the project year, these project monitoring duties were not delegated to any single individual, but instead were divided among the Division commanders and other personnel. This fragmentation of project monitoring does not seem to have seriously affected any component except dispatch deterrent patrol.

Because no single individual was monitoring the dispatch deterrent patrol component, problems of cooperation and coordination among Planning and Analysis, dispatch, and Patrol personnel were not spotted and reported as quickly as should have been the case. These kinds of problems, realistically, can only be addressed by the Chief, and he needs someone responsible for project monitoring who will immediately report these problems to him.

This function cannot adequately be provided by the evaluator. The evaluator may be able to provide some information, but the chief needs a regular system for finding out how a project is progressing. The key to such a monitoring system, the evaluators believe, is fixing responsibility for it.

The analysis of other directed patrol programs referred to earlier summarized its findings regarding project responsibility and monitoring as follows.

"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. Command and supervisory personnel should be strict in their demands for cooperation in the project and compliance with its operational guidelines.

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. It is unwise to become locked into all the particulars of a project. Difficulties inevitably arise during implementation, and the overall effectiveness of a project should not be jeopardized by an unbending commitment to particular project components."³

Based on the project-year experiences of the Pontiac Police Department, and the experiences of other jurisdictions which have implemented directed patrol projects, the evaluators recommend that monitoring of the Patrol Emphasis Project by the Department itself be made a continuous activity of high priority. The evaluators also recommend that the responsibility for monitoring be clearly and carefully fixed.

³

Gay, et. al. (op. cit), pp. 152-153.

V. D. Organizational Support For The Project

As has been noted elsewhere in this evaluation report, ventures such as the Patrol Emphasis Project are in large measure dependent for their success on the support and commitment of the members of the organization. This is particularly true of police work, which is not performed in a factory under the watchful gaze of foremen, but is instead work done alone under widely varying conditions in widely varying locations. First-hand supervision of police officers, in terms of supervisors actually being present when the officers do their work, seems virtually impossible to accomplish except on rare occasions. In a very real sense, then, police managers and police projects are at the mercy of patrol officers.

Dispatch deterrent patrol is an excellent example of a police project dependent on officer commitment. Realistically, officers can ignore the dispatch runs, or give them only the most cursory treatment, with little or no fear of getting caught or being punished. Further, the dispatch runs reduce the amount of "free time" available to the officer, and are a change from traditional practice. In fact, the runs require adaptation by several different parties, and for their success require:

"Acceptance by first-line supervisors... 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 assignment.

Acceptance by patrol officers of directed patrol activities...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.

Acceptance by communications/dispatch personnel
of increased control...over dispatch policy...
and the development of alternative call response
patterns."⁴

The evaluators know of no easy formulas for winning support and commitment from organizational employees. Of importance, though, is clear communication, through directives and training, about the project. Many misunderstandings, uncertainties, and fears can be allayed by advising operational personnel of the intent, rationale, and mechanics of a project such as dispatch deterrent patrol. Also, as recommended earlier, allowing and encouraging participation by employees in the planning and development stages of a potentially threatening project such as this one can be important both substantively and symbolically. Better plans will probably result, and they will be more likely to win organizational support and commitment.

⁴

Gay, et. al. (op. cit.), pp 150-151.

CHAPTER VI

VI. Project Impact

This chapter will address the question of the impact of the Patrol Emphasis Project. The term "address" is used deliberately - this evaluation report will not be able to point to increases or decreases in crime rates or arrests and attribute them to the activities that comprised this project. No such claims could be scientifically defended.

The reader should understand that this situation is encountered frequently in social research. Because of the large number of factors at work in the "real world" (such as the weather, population fluctuations and economics), it can almost never be "proven" that a particular project "caused" an observed result. This is one reason why the social sciences are so much less exact than the physical sciences.

The identification of cause and effect relationships is doubly difficult for this project because of its multiple components. This project was far from a controlled experiment, in which one small factor is changed while all else is held constant. Instead, several changes were made simultaneously (dispatch deterrent patrol runs were initiated, information was shared, more crime prevention activities were undertaken, etc.). Under such circumstances, not only is it difficult to attribute outcomes to the project, but it is also difficult to differentiate the impacts of the various project components. Stated somewhat differently, on the one hand it is hard to demonstrate that results were caused by the project, and on the other hand, if the project is responsible for some outcome, it is hard to know which specific project components contributed to the result, and which did not.

In the following sections, data will be presented on reported crime and arrests as they relate to the goals and objectives of the Patrol Emphasis Project. The reader should keep in mind that the relationship between these figures and project activities is by no means clear.

VI. A. Reported Crime

In its application for funding of the Patrol Emphasis Project, the Pontiac Police Department identified the following problem.

"Finally, while the overall crime index experience in Pontiac has dropped in 1975 by 1.6%, several areas of suppressible crime actually increased. Robberies, larcenies and auto thefts showed an overall average increase of 5%, and burglaries, while showing a decrease of 3.9% from 1974, still numbered over 3200 for the year. In short, suppressible crime is increasing in Pontiac despite previous efforts to thwart this trend."

The Department hoped that the project, with its various support and operational components, would reduce the incidence of the "suppressible" crimes. The performance goal quoted below was stated in the project proposal.

5. Reduce Suppressible Crime by 15%. This performance goal will be achieved...by the improved use of crime analysis data for field deployment, but also by the increased before-the-fact crime prevention-awareness which this project will produce. The Planning-Analysis Unit will be responsible for the collection of pertinent data for analysis.

An additional impact goal, which clarified the term "suppressible crime" was presented in the application for funding. The impact goal was described as follows:

1. Specific Reductions in Burglary, Larceny and Auto Theft. These three categories of suppressible crime will be targeted for concentration of patrol resources in an attempt to reduce the numbering of incidences occurring in Pontiac. It is felt that, in conjunction with the already experienced decreases in violent crime, achievement of this goal will have a significant impact on the crime situation in Pontiac.

A goal of the Patrol Emphasis Project, then, was the reduction of burglary, larceny, and auto theft incidence by 15% in Pontiac during the project year. This goal was not met (See Table VI-1). Compared to the pre-project year, burglary decreased 1.1%, larceny decreased 8.8%, and auto theft decreased 1.6% during the project. Combining these three crime classes, "suppressible crime" incidence decreased by 5.6% for the project year, as compared with the pre-project year. Furthermore, when comparing the final six months of the project year with the same period for the pre-project year, an increase of 1.5% in suppressible crime is found. This six month period coincides with full implementation of the project, including the dispatch deterrent patrol runs.

The evaluators will not attempt to further analyze these reported crime figures. There are simply too many unknown quantities involved for these figures to be interpreted in relation to the Patrol Emphasis Project. For example, they are reported crime figures, rather than actual crime incidence data. The broad crime classes utilized conceal many differences within burglaries, larcenies, and auto thefts. The winter of 1976-77 was extremely cold. The impact of the project on crime incidence may be real but delayed. And so on. The reported crime figures have been presented and compared, but their pertinence for the evaluation of the Patrol Emphasis Project is not known.

Charts and graphs displaying the crime incidence figures on a monthly basis, by individual and aggregated crime types, can be found in Appendix I.

TABLE VI - 1

COMPARISON OF REPORTED SUPPRESSIBLE CRIMES
FOR PRE-PROJECT AND PROJECT YEARS

<u>REPORTED CRIME</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
Burglary	2598	2570	-1.1%
Larceny	4363	3981	-8.8%
Auto Theft	578	569	-1.6%
Combined	7539	7120	-5.6%

VI. B. Arrests

Another objective of the Patrol Emphasis Project was to increase arrests, particularly on-scene arrests. It was hoped that by using crime analysis techniques in conjunction with dispatch deterrent patrol, officers would be more likely to intercept crimes in progress. The performance goal pertaining to arrests, from the application for funding of the project, is quoted below.

1. Increase on-scene arrests to 15%. Since the apprehension of a criminal during the actual commission of his crime is probably the best evidence for subsequent conviction in court, one goal will be to raise the percentage of on-scene arrests from the current average of 7.8% (for 1975) to 15%. This can be accomplished with the improved use of available crime data, and the scientific application of this data to field deployment of patrol units which will place these units in the most advantageous position for the apprehensions.

Also in the application for funding, an impact goal targeted career criminals "for concentration of resources since it is felt that repeating, career criminals are responsible for the majority of criminal offenses occurring in Pontiac." The Patrol Emphasis Project, then, aimed to increase apprehensions of career criminals, and to double the percentage of reported suppressible crimes for which on-scene arrests were made.

In order to investigate the achievement of the career criminal objective, samples of persons arrested in the project and pre-project years were compared. The samples were randomly drawn from among all those persons arrested in Pontiac, during the periods in question, for burglary, larceny, and auto theft. The samples were compared with respect to prior arrests and prior incarcerations. (To the extent possible, larceny arrests for

shoplifting were excluded from the samples. Because these crimes are almost always committed inside stores that are open for business, and because the arrests are usually made by store personnel, shoplifting offenses are not police-suppressible in the traditional sense).

The results of the comparison of arrest samples are displayed in Table VI-2. As can be seen clearly from the figures, the characteristics of arrested offenders did not vary greatly between the pre-project and project years. The only substantial change is the decline in the percentage of persons arrested who had previously been incarcerated. Those familiar with police record keeping in general will recognize that this piece of information is very problematic. While the recording of arrests is a relatively certain occurrence, court dispositions and incarcerations are very often not recorded in police files, or reported to the FBI. Consequently, the decrease between pre-project and project years in the percentage of arrested persons who had previously been incarcerated may or may not be real, and should be viewed skeptically.

Based on the data summarized in Table VI-2, the objective of increased apprehension of career criminals apparently was not met. The figures in Table VI-3 demonstrate that the goal of doubling the rate of on-scene apprehensions also was not met. The number of on-scene arrests for suppressible crimes decreased by a greater proportion than did reported crimes, so that the on-scene apprehension rate actually declined.

(On-scene larceny arrests from one reporting area, section 14, were deleted because they were extremely numerous and virtually all for shoplifting from one particular store. Although classified by the Department as on-scene arrests, these shoplifting apprehensions are actually made by store personnel. Shoplifting arrests from other reporting areas are undoubtedly among the on-scene larceny arrests used to develop the figures in Table VI-3,

TABLE VI-2

COMPARISON OF RANDOM SAMPLES OF PERSONS ARRESTED FOR
BURGLARY, LARCENY, AND AUTO THEFT DURING PRE-PROJECT
AND PROJECT YEARS

	(N=81) <u>1975-76</u>	(N=95) <u>1976-77</u>
NO PRIOR ARRESTS	39.5%	38.9%
PRIOR MISDEMEANOR ARRESTS ONLY	21.0%	20.0%
PRIOR FELONY ARRESTS	<u>39.5%</u>	<u>41.1%</u>
TOTAL	100%	100%
% previously incarcerated	29.6%	18.8%
Average number of prior felony arrests	.89	.93

TABLE VI-3

COMPARISON OF ON-SCENE ARRESTS FOR SUPPRESSIBLE CRIMES
FOR PRE-PROJECT AND PROJECT YEARS

<u>ON-SCENE ARRESTS</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
Burglary	124	103	-16.9%
Larceny*	133	117	-12.0%
Auto Theft	13	15	+15.4%
Combined*	270	235	-13.0%

*does not include section 14 larceny arrests

but no systematic means of eliminating them was found.) (Monthly figures for on-scene arrests can be found in Appendix II.)

The relative contributions of the different project components to the apprehension of criminals is of some interest, in attempting to assess "what worked" and what didn't. Some rough measures are available, but again precise evaluation of impacts is not possible.

No instances were reported in which a patrol unit, dispatched on a deterrent run, intercepted in progress a targeted crime at the targeted location. A few reports of arrests made subsequent to field interrogations, conducted pursuant to dispatch deterrent patrol runs, were received. Otherwise, clear examples of outcomes of dispatch deterrent patrol were not uncovered.

The plainclothes patrol unit, called directed patrol in Pontiac, did produce target arrests. During the final 47 days of the project year (through November 6, 1977), for which accurate records were available, the unit produced 57 arrests, 8 of which were classified as clearly target arrests. An additional 34 of the arrests were target-related, most of these developing out of field interrogations of suspicious persons in the target areas. A more complete accounting of the arrests is given below.

Target Arrests		8
Target-Related Arrests		34
Criminal	13	
Public Order	4	
Traffic	16	
Civil	1	
Non-Target-Related Arrests		15
Criminal	7	
Public Order	3	
Traffic	5	
Total		57

As shown by the figures above, half of the arrests made by directed patrol are for traffic, public order, or civil offenses. Again, however, it must be noted that most of these result from "checking out" suspicious persons in the areas designated by crime analysis. In this sense the arrests are target-related, although the police administrator must decide whether or not these activities represent the optimum utilization of police manpower.

The 57 arrests discussed above were the primary direct outcome of 2,485 hours of directed patrol activity. On the average, then, directed patrol produced one arrest for every 43.6 man-hours served by its officers. Comparison of this figure to previous years is not possible unfortunately, because of differing record keeping procedures.

A comparison of the arrest productivity of plainclothes directed patrol and uniformed dispatch deterrent patrol is both impossible and unwise. It is impossible because record keeping during the project year was inadequate; outcomes of dispatch deterrent patrol were not separately recorded, and data on time spent performing the runs was not collected. Even if such information was available, however, comparing the arrest productivity of the two tactical approaches would not be completely fair. While arrests are essentially the sole objective of directed patrol, dispatch deterrent patrol was designed both to increase arrests and to prevent crimes. The importance of the crime prevention objective of dispatch deterrent patrol mitigates against evaluating it only on the basis of arrests. In fact, to some extent the two objectives may conflict.

It is interesting to note, however, that approximately 50 man-hours per day were allocated to plainclothes directed patrol. If dispatch deterrent patrol was allocated the same resources, and if the objective of one run per

hour was kept, the time spent performing dispatch deterrent patrol would average two hours per run. Such an allocation of time would be in keeping with the report's recommendation that the substance of the dispatch runs be upgraded. It would also correspond to a finding of a recent study of police patrol methods.

"The important element in directed patrol is that once appropriate tactics are developed, patrol officers are provided with the time to carry out these tactics in a systematic way."¹

¹ William G. Gay, et. al., Improving Patrol Productivity: Volume 1 - Routine Patrol (Washington, DC: LEAA, 1977), p. 100.

CHAPTER VII

VII. Conclusions and Recommendations

The primary conclusion of the process evaluation of the Patrol Emphasis Project is that all aspects of the project, except dispatch deterrent patrol, were fully implemented. Project components relating to crime analysis, information coordination, court liaison, crime prevention, and directed (plain-clothes) patrol achieved operational status in timely fashion.

The dispatch deterrent patrol component, which represented the greatest change from standard operating procedures, was not fully implemented. During the early months of the project, implementation was delayed while crime analysis personnel were trained to develop the dispatch deterrent patrol runs. Then for two months regular in-service training was conducted for all patrol officers, and during this time staffing levels were depleted so that dispatch deterrent patrol could not be fully implemented. About half-way into the project year the production of dispatch runs and the assignment of them to patrol units reached the desired levels.

For reasons discussed in Chapter IV of this report, however, it is not believed by the evaluators that the general concept of directed patrol, called dispatch deterrent patrol in Pontiac, was given a full and fair trial during the project year. The runs were produced by inexperienced personnel (cadets), they contained only minimal information, and they were not developed, tested, or evaluated systematically. Consequently, organizational commitment to this project component by patrol officers was not created or sustained. Contributing to this situation were the relatively closed project planning process, the failure to effectively communicate the objectives and procedural changes of the project to operational personnel and the absence of clear-cut project monitoring responsibilities.

For reasons mentioned several times in the body of this report, an impact evaluation of the Patrol Emphasis Project is not presently possible. General problems of social research, the number and diversity of project components, and the failure to incorporate evaluation into the project design all mitigate against determining the impact of the Patrol Emphasis Project on crime, or even arrests. Chapter VI presents information on crime and arrests in Pontiac, but abstains from interpreting the data vis-a-vis the Patrol Emphasis Project.

The recommendations of this final evaluation report are as follows:

1. Efforts to improve the crime analysis function should be continued. The focus of crime analysis should be centered on utility for operational personnel.
2. Efforts to share and coordinate information should be continued. Detectives should continue to attend roll-calls, and CAPTURE meetings should continue.
3. The Court Liaison Officer position should be continued.
4. Efforts to upgrade the crime prevention capabilities of patrol personnel should continue. Crime prevention specialists should increase their efforts in this regard, as patrol officers shoulder more of the operational crime prevention workload.
5. Directed (plainclothes) patrol should continue operating in its current mode.
6. Dispatch deterrent patrol should be altered in several respects, so that its implementation will be more complete. The alterations should include:
 - a. greater involvement of experienced police personnel in the development of dispatch deterrent runs;

- b. a more systematic process for the development, testing, and evaluation of dispatch runs;
 - c. the allocation of more time for the performance of the runs; and
 - d. improved record keeping on run performance by patrol officers.
- 7. The ongoing planning efforts for this project, and planning for future projects, should include wider representation of the Department. This strategy will tap unused sources of knowledge and information, and also contribute to increased support for the projects.
 - 8. Overall responsibility for the project, and project monitoring duties, should be more carefully assigned, so that problems can be quickly identified and addressed.
 - 9. A careful analysis of the Pontiac Police Department's arrest system should be undertaken, in order to determine the relative contributions of dispatch deterrent patrol, directed patrol, regular patrol, investigations, and other factors to the apprehension of criminal offenders.
 - 10. A quasi-experimental approach to the project should be considered. For example, the levels of dispatch deterrent patrol could be varied among geographical areas, or in some areas regular patrol could be supplemented by directed (plainclothes) patrol and in other areas by dispatch deterrent patrol. By taking such an approach, it would become possible to consider the impact of the project. While an impact evaluation based on such experimental designs would still be tentative (witness the Kansas City Preventive Patrol Experiment), it would still be a long step in the direction of determining what works and what does not.

APPENDIX I

REPORTED CRIME DATA

Reported Crimes

Burglary

<u>Month</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
November	270	210	-22.2%
December	256	160	-37.5%
January	173	134	-22.5%
February	152	127	-16.4%
March	214	202	-5.6%
April	196	183	-6.6%
May	204	192	-5.9%
June	202	218	+7.9%
July	284	292	+2.8%
August	250	254	+1.6%
September	174	288	+65.5%
October	223	310	+39.0%
	<hr/>	<hr/>	<hr/>
Totals	2598	2570	-1.1%

Reported Crimes

Larceny

<u>Month</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
November	357	340	-4.8%
December	275	235	-14.6%
January	252	201	-20.2%
February	260	208	-20.0%
March	315	282	-10.5%
April	352	376	+6.8%
May	316	365	+15.5%
June	436	389	-10.8%
July	510	437	-14.3%
August	468	409	-12.6%
September	375	341	-9.1%
October	447	398	-11.0%
	<hr/>	<hr/>	<hr/>
Totals	4363	3981	-8.8%

Reported Crimes

Auto Theft

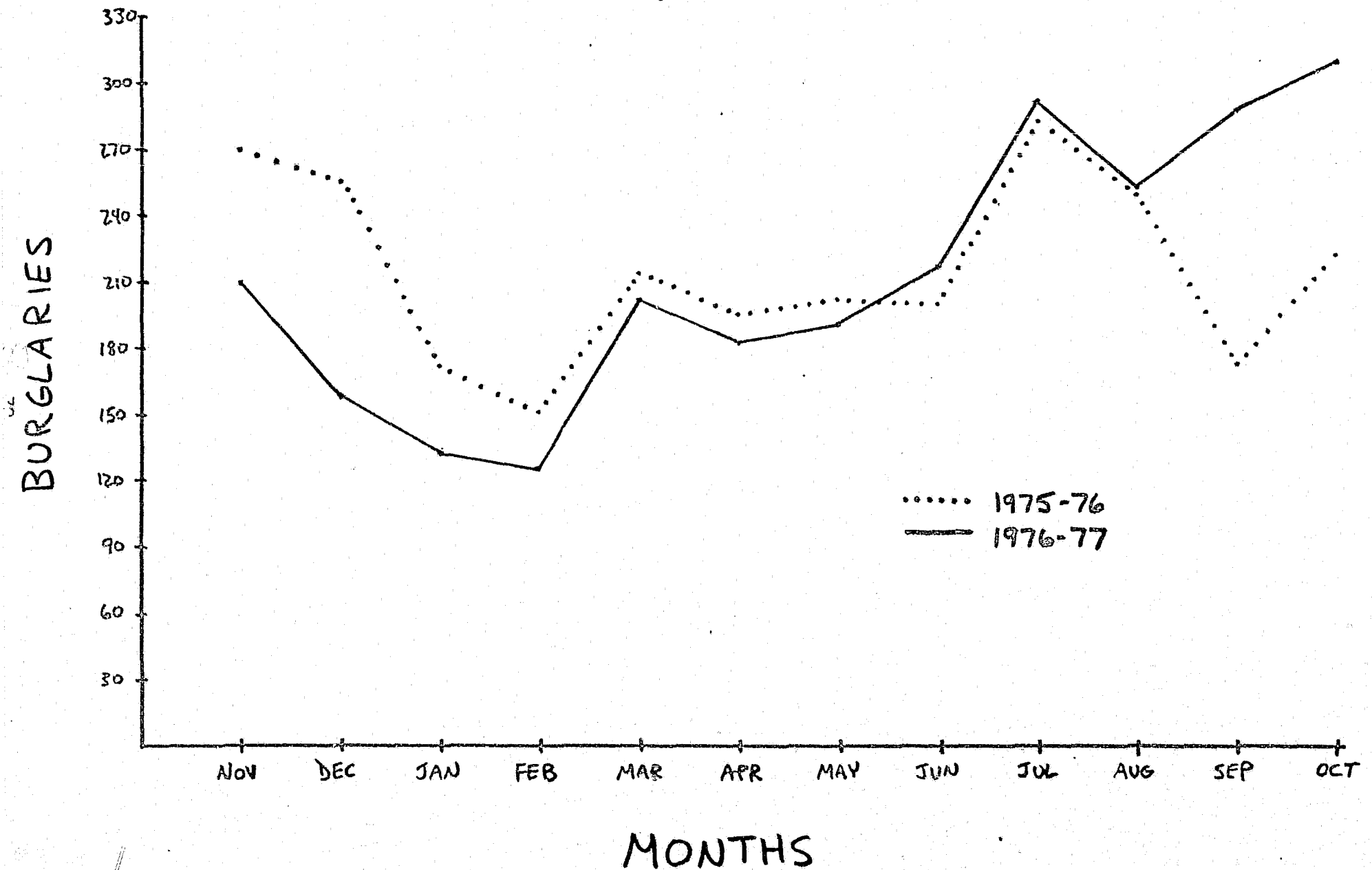
<u>Month</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
November	66	44	-33.3%
December	50	30	-40.0%
January	39	25	-35.9%
February	41	28	-31.7%
March	53	56	+5.7%
April	47	44	-6.4%
May	42	69	+64.3%
June	52	52	-
July	39	46	+17.9%
August	36	51	+41.7%
September	44	59	+34.1%
October	69	65	-5.8%
	<hr/>	<hr/>	<hr/>
Totals	578	569	-1.6%

Reported Crimes

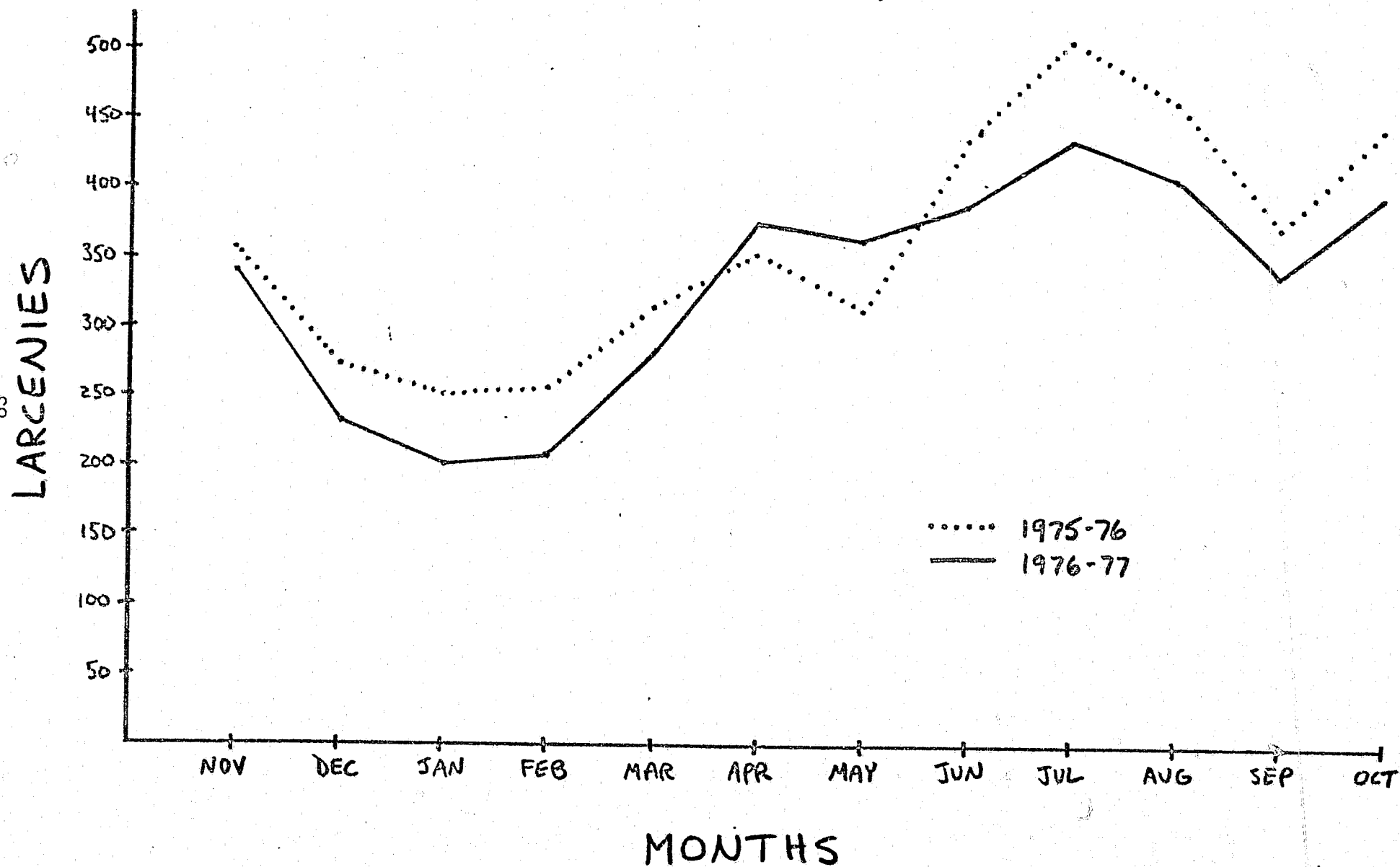
Larceny, Auto Theft, and Burglary Combined

<u>Month</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
November	693	594	-14.3%
December	581	425	-26.9%
January	464	360	-22.4%
February	453	363	-19.9%
March	582	540	-7.2%
April	595	603	+1.3%
May	562	626	+11.4%
June	690	659	-4.5%
July	833	775	-7.0%
August	754	714	-5.3%
September	593	688	+16.0%
October	739	773	+4.6%
	<hr/>	<hr/>	<hr/>
Totals	7539	7120	-5.6%

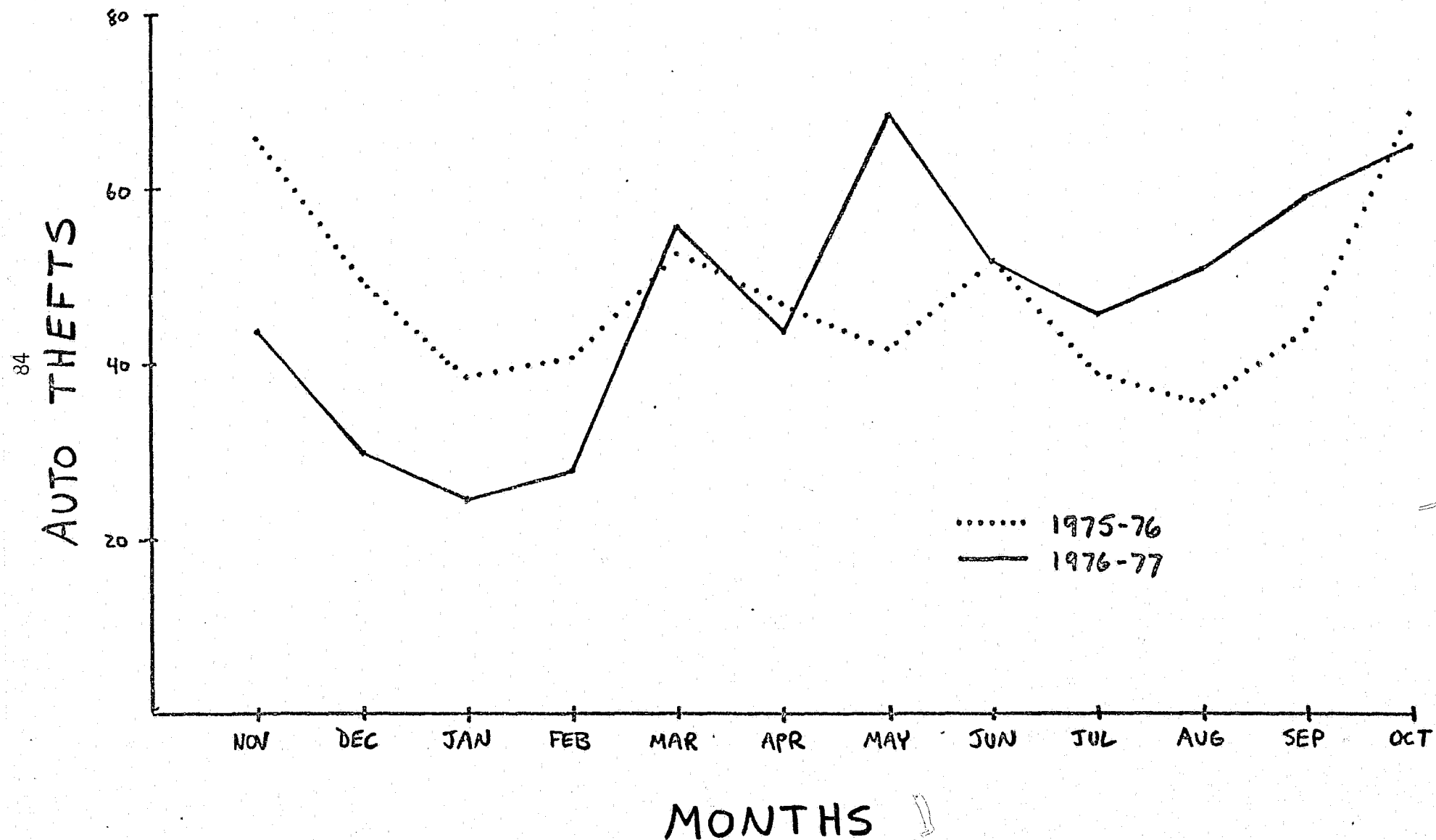
Reported Burglaries By Month



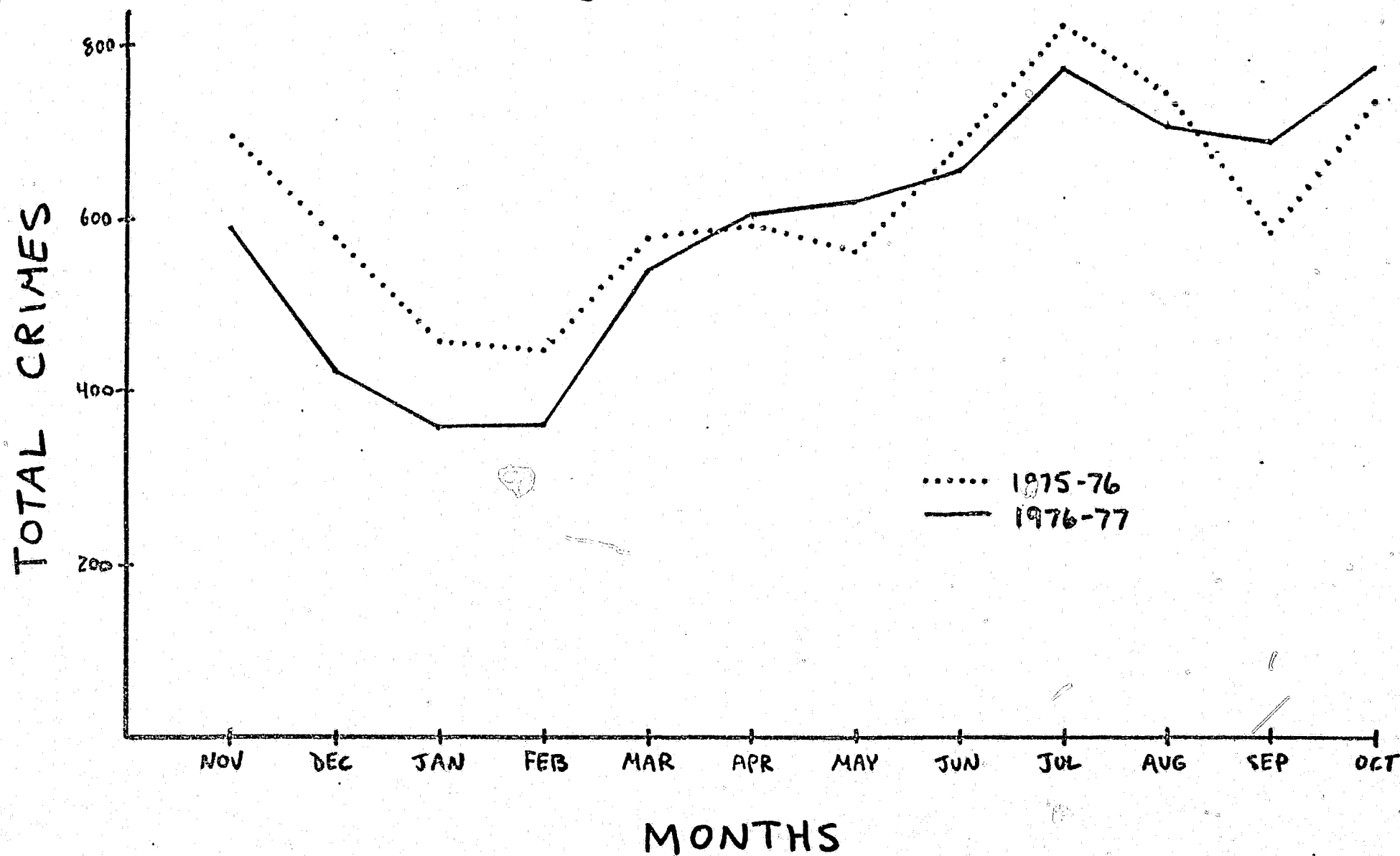
Reported Larcenies By Month



Reported Auto Thefts By Month



Reported Crime By Month (Larceny, Auto Theft, and Burglary)



CONTINUED

1 OF 2

APPENDIX II

ARREST DATA

On-Scene Arrests

Burglary

<u>Month</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
November	11	17	+54.5%
December	16	8	-50.0%
January	8	8	-
February	9	7	-22.2%
March	8	4	-50.0%
April	11	5	-54.5%
May	6	8	+33.3%
June	10	11	+10.0%
July	15	9	-40.0%
August	13	8	-38.5%
September	7	8	+14.3%
October	10	10	-
	<hr/>	<hr/>	<hr/>
Totals	124	103	-16.9%

On-Scene ArrestsLarceny*

<u>Month</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
November	17	5	-70.6%
December	8	8	-
January	11	4	-63.6%
February	15	13	-13.3%
March	12	10	-16.7%
April	11	20	+81.8%
May	7	5	-28.6%
June	10	9	-10.0%
July	9	4	-55.6%
August	5	15	+200.0%
September	17	10	-41.1%
October	11	14	+27.2%
	<hr/>	<hr/>	<hr/>
Totals	133	117	-12.0%

*
does not include section 14 larceny arrests

On-Scene Arrests

Auto Theft

<u>Month</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
November	0	2	+2
December	1	1	-
January	1	1	-
February	3	0	-3
March	1	1	-
April	0	0	-
May	2	2	-
June	1	0	-1
July	1	2	+1
August	0	1	+1
September	1	1	-
October	2	4	+2
	<hr/>	<hr/>	<hr/>
Totals	13	15	+15.4%

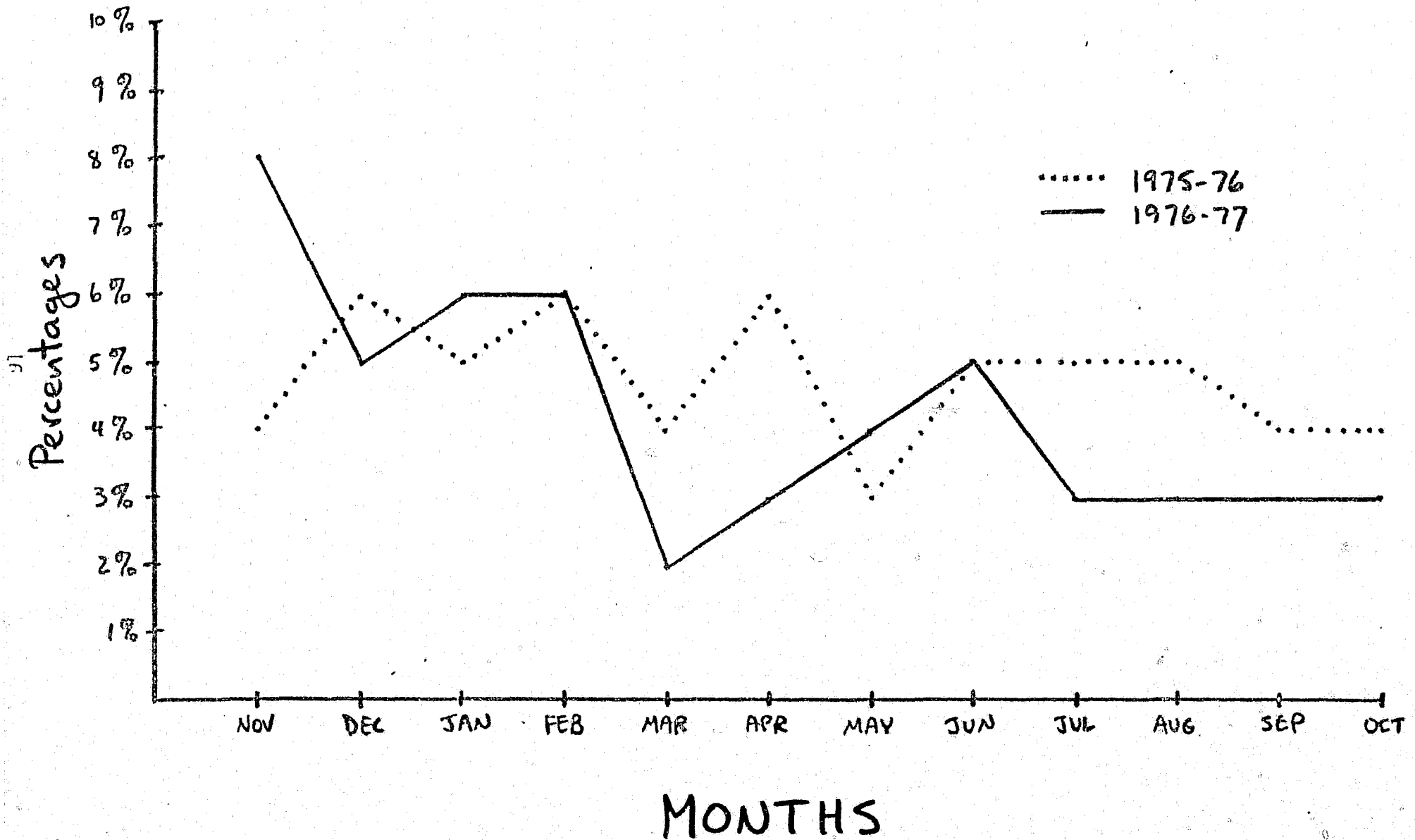
On-Scene Arrests

Larceny*, Auto Theft, and Burglary Combined

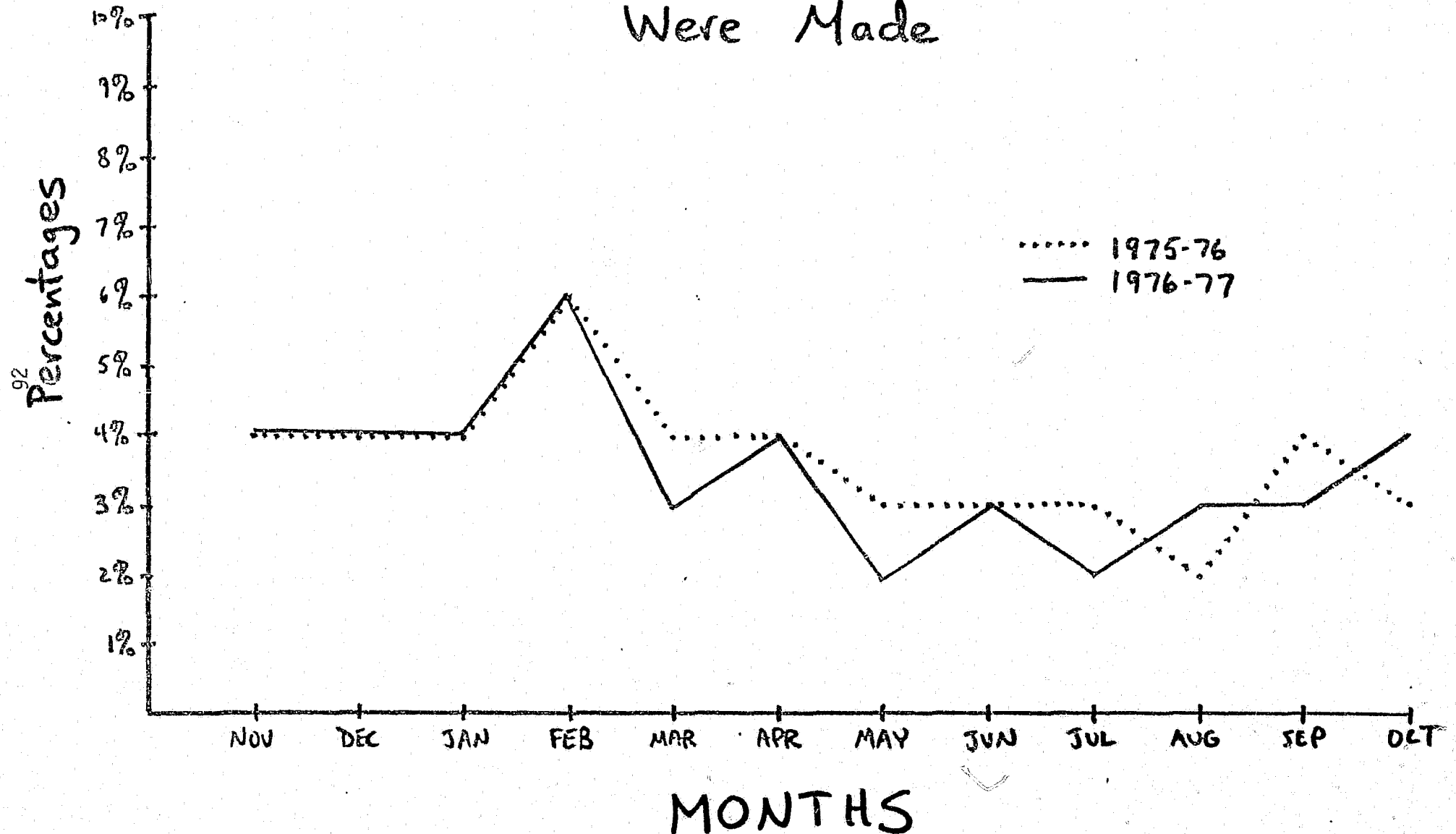
<u>Month</u>	<u>1975-76</u>	<u>1976-77</u>	<u>Change</u>
November	28	24	-14.3%
December	25	17	-32.0%
January	20	13	-35.0%
February	27	20	-25.9%
March	21	15	-28.6%
April	22	25	+13.6%
May	15	15	-
June	21	20	-4.8%
July	25	15	-40.0%
August	18	24	+33.3%
September	25	19	-24.0%
October	23	28	+21.7%
	<hr/>	<hr/>	<hr/>
Totals	270	235	-13.0%

* does not include section 14 larceny arrests

Percentage of Reported Burglaries For Which On-Scene Arrests Were Made



Percentage of Reported Crimes (Larceny, Auto Theft, and Burglary) For Which On-Scene Arrests Were Made



REFERENCES

- Blalock, Hubert, M., Jr. An Introduction to Social Research. Englewood Cliffs, NJ: Prentice-Hall, 1970.
- Boydston, John E. San Diego Field Interrogation: Final Report. Washington, DC: Police Foundation, 1975.
- Buck, George, A., et. al. Police Crime Analysis Unit Handbook. Washington, DC: LEAA, 1973.
- Campbell, Donald T. and Stanley, Julian C. Experimental and Quasi-Experimental Designs for Research. Chicago: Rand McNally, 1963.
- Freeman, Howard E. and Sherwood, Clarence C. Social Research and Social Policy. Englewood Cliffs, NJ: Prentice-Hall, 1970.
- Gay, William G., et. al. Improving Patrol Productivity: Volume 1 - Routine Patrol. Washington, DC: LEAA, 1977.
- Kakalik, James S. and Wildhorn, Sorrel. Aids to Decisionmaking in Police Patrol. Santa Monica, CA: Rand, 1971.
- _____. Aids to Decisionmaking in Police Patrol: Survey Response. Santa Monica, CA: Rand, 1971.
- Kelling, George L., et. al. The Kansas City Preventive Patrol Experiment: A Technical Report. Washington, DC: Police Foundation, 1974.
- Lund, Dennis W. "Six-Month Mid-Year Preliminary Evaluation Progress Report." Mimeo, 1977.
- Managing Patrol Operations: Manual. Washington, DC: LEAA and University Research Corporation, 1977.
- Managing Patrol Operations: Participant's Handbook. Washington, DC: LEAA and University Research Corporation, 1977.
- Manning, Peter K. Police Work: The Social Organization of Policing. Cambridge, MA: MIT Press, 1977.
- Pate, Tony, et. al. Three Approaches to Criminal Apprehension in Kansas City: An Evaluation Report. Washington, DC: Police Foundation, 1976.
- "Police Research: An Overview". LEAA Newsletter. March, 1977.
- Pontiac Police Department. "Application for Federal Assistance, Patrol Emphasis Project." Mimeo, 1976.

END