

Garden Grove Police Department

FRANCIS R. KESSLER
CHIEF OF POLICE



95260

DIFFERENTIAL POLICE RESPONSE

*Executive Summary
(Part 1)*

DIFFERENTIAL POLICE RESPONSE TO
CITIZEN-INITIATED CALLS FOR SERVICE

EXECUTIVE SUMMARY
(Part I)

by

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APRIL 1983

NCJRS

MAY 17 1983

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PREFACE

This Executive Summary, Part I, is a condensed description of a study currently being conducted by the Garden Grove Police Department under a grant from the National Institute of Justice (Grant award 81-IJ-CX-0030). The complete research report will be available at a later date upon the completion of the study and the final evaluation of the project.

This work is part of a continuing research effort aimed at providing police executives with specific processes derived from the experiences of the Garden Grove Police Department as a participant in the Differential Police Response Field Test program. These experiences are intended to assist in the successful implementation of effective alternative responses to traditional policing methods.

The Executive Summary is designed to aid readers in obtaining a bird's-eye view of the full scope of Differential Police Response as well as facilitate identification of those areas that may be of particular relevance to police managers and their organizations.

The Garden Grove Police Department stands to benefit substantially from having applied the results of research to increasing its police department's capability of managing calls for service by utilizing alternative methods of responding to calls. Other cities may well find a solution to problems associated with personnel resource allocation by carefully adapting the concepts of the Garden Grove Police Department's Differential Response Model to their own settings.

With these objectives in mind, the Garden Grove Police Department is proud to present this Executive Summary, Part I, on Differential Police Response.

*Lynn Heywood
Project Analyst*

April 1983

ACKNOWLEDGEMENTS

This study could not have been conducted without the complete support and interest of the men and women of the Garden Grove Police Department. We are particularly indebted to Chief Francis R. Kessler whose active participation since the onset of the project and his infusion of new ideas and constant support and enthusiasm has been an inspiration to the Project Staff as we worked toward accomplishing the goals and objectives of Differential Police Response.

During the course of the study, particularly in the pre-implementation phase, we benefited greatly from the methodological expertise of Lt. Donald Antoine, Communications Manager. His insight, ideas, and concepts assisted in maintaining a high degree of professionalism during the project and are utilized extensively throughout this Executive Summary.

Our thanks to Captain Monte Davis, Operational Services Commander, and Lt. John Robertson, Team III Commander, for providing input and direction necessary for the completion of Chapter VI, Post-Implementation Plan.

The Advisory Committee provided assistance and inputs which improved the quality of the project and we express our thanks to Officer M. Handfield, Officer W. Willis, Lead Dispatcher B. Dennis, Lead Dispatcher G. Gionet, and Dispatcher L. Zerucha for their participation in this project.

A special recognition and thanks go to the men and women of the Communications Division whose enthusiasm, support, and professionalism throughout the project assisted immensely in the success of the project.

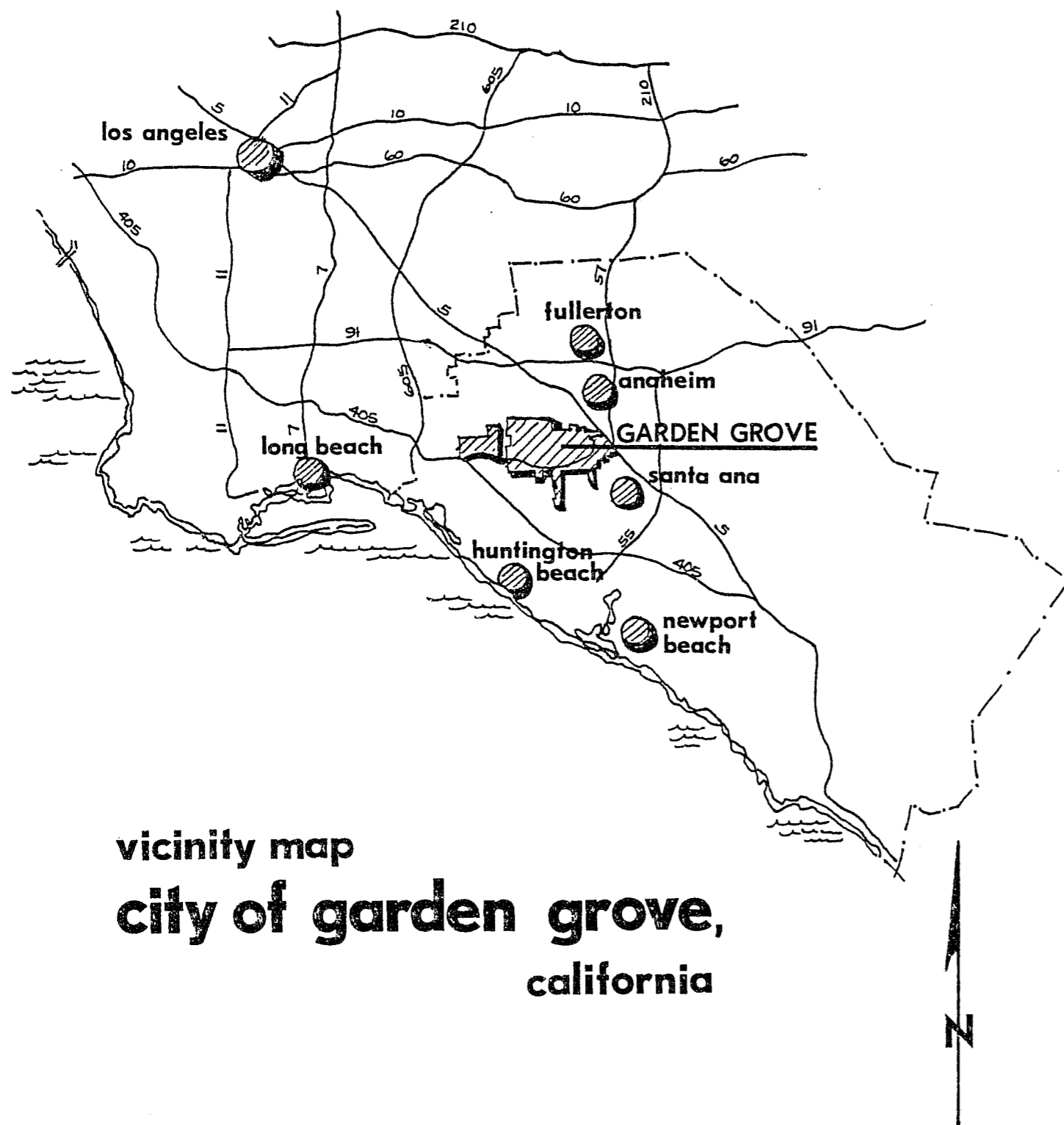
The research and technical assistance and direction provided by Mr. Louis Mayo, National Institute of Justice, and Mr. H. Jerome Miron, Police Foundation, was extremely helpful and greatly appreciated.

A special thanks to Investigator Paul Prince, whose recent assignment to the Project Staff, greatly assisted in the production of this Executive Summary.

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CHAPTER I
HISTORICAL PERSPECTIVE



**vicinity map
city of garden grove,
california**

CHAPTER I
HISTORICAL PERSPECTIVE

A. CITY OF GARDEN GROVE

The City of Garden Grove began as a small agricultural community. As a result of a period of rapid growth and development during the 1950's and 1960's, the City emerged as a large, centrally located suburban community with little of its agricultural heritage remaining. Today, the City of Garden Grove is 97 percent developed.

Garden Grove incorporated in 1956 and formed its police department in 1957. The City is directed by a City Council- City Manager form of government. The Chief of Police, a non-civil service position, reports directly to the City Manager. (Figure 2).

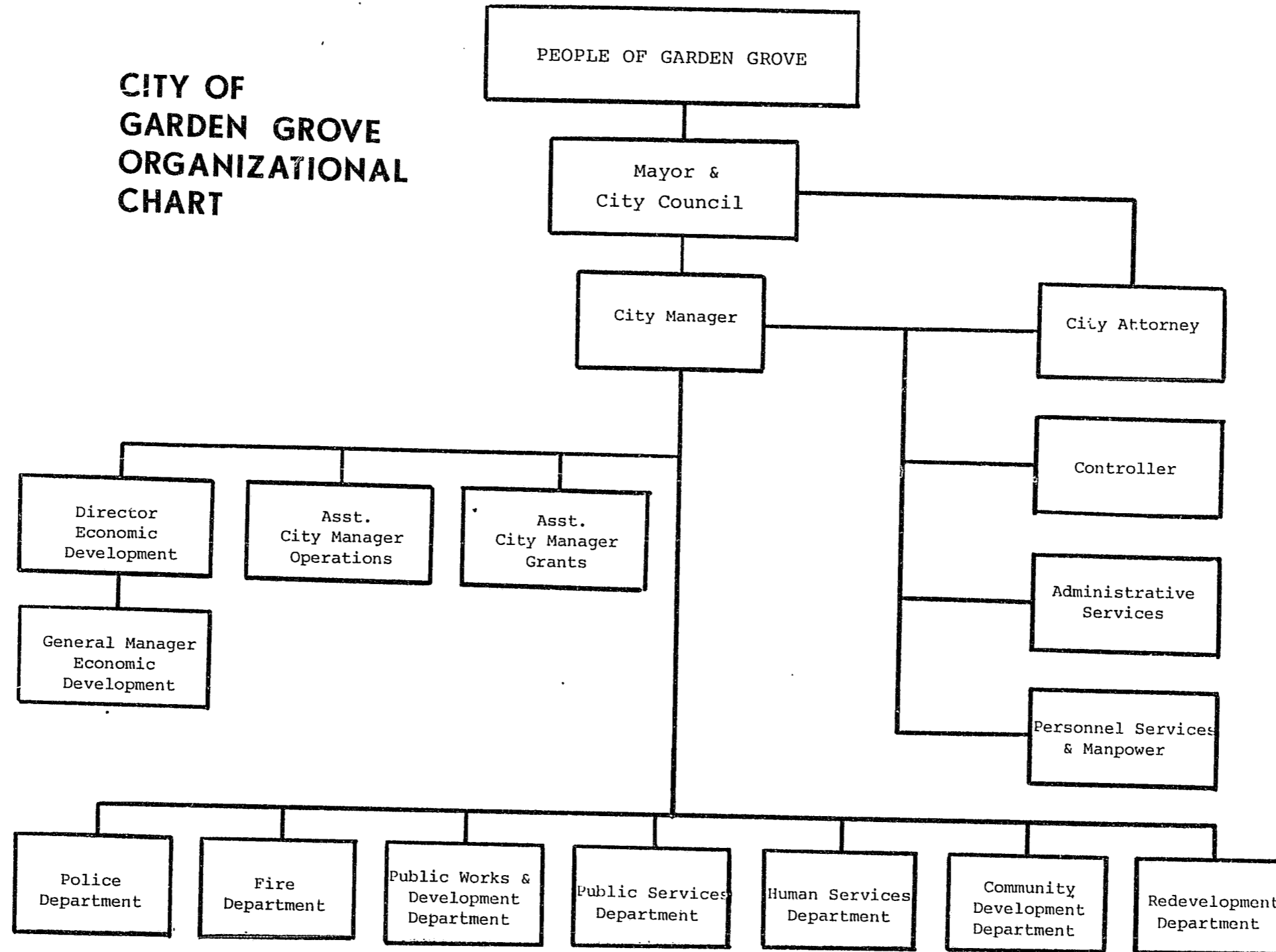
The City of Garden Grove is located in the central portion of Orange County. Garden Grove is bordered by the City of Anaheim to the north and the City of Santa Ana to the southeast.

The City of Garden Grove has a population of 126,025 per the 1980 census. Geographically, Garden Grove is seventeen square miles in area.

In the coming years, the City faces significant problems that can impact on police service:

- the City revenue per capita ranks among the lowest in the state. A survey conducted by the State Controller indicates that among cities of comparable size, Garden Grove ranks sixteenth out of seventeen cities in total municipal expenditures;
- limited revenue sources restricts the number of employees. Of all cities with a population of 125,000 to 250,000, Garden Grove ranks the lowest in the nation in actual police strength. In 1982, Garden Grove lost five sworn officer positions and fifteen civilian positions;

**CITY OF
GARDEN GROVE
ORGANIZATIONAL
CHART**



(Figure 2)
1-a

- the City population trends indicate an increase percentage of minority residents. This is largely due to the influx of Southeast Asian refugees into the City from 1976 to the present. The Asian refugee population comprises approximately 8 percent of the City's population. 71.7 percent of the Asian refugees are receiving public assistance. (*Figure 3*)

B. POLICE DEPARTMENT

The City's financial future and the change in population make-up requires the Police Department to actively seek out innovative means of delivering service.

In 1976, Francis R. Kessler was appointed as Chief of Police of the City of Garden Grove. Since that time, under Chief Kessler's guidance, Garden Grove began moving toward a more service-oriented approach to policing.

A Youth Service Unit (formerly School Resource Officer Program) was implemented in September of 1976. This pro-active program assigned Juvenile Investigators to the various high schools in the City to deal with minors who were exhibiting delinquent or pre-delinquent behavior. The Juvenile Investigators act as a liaison between the Garden Grove Police Department and the Garden Grove Unified School District. The Youth Services Unit developed a truancy program, O.S.I.S. (Operation Stay-In-School) to address the problem of residential, day-time burglaries being perpetrated by truant minors. This program, along with increased community awareness, has resulted in a yearly decrease in burglaries from 1978 to the present. (*Figure 4*)

Team Policing was implemented in February of 1977. Team Policing calls for officers to be permanently assigned to one of three team areas in the City. (*Figure 5*) This provides for an identifiable group of police personnel, improves and localizes solution efforts, police-citizen relationships are much improved, and there is a lowering of crime through anti-crime programs.

The success of Team Policing can best be illustrated by the following crime comparisons:

- Crime statistics in Garden Grove for the seven major Part I crimes indicate that, although the City population has grown over 7,000 during the past six years, the number of crimes has decreased.
- A comparison of 1982 figures with 1981 figures reveals that the overall crime count decreased from 9,584 to 9,197, a *drop of 4.1 percent*. This marks the fifth time in the last seven years that the City has shown a decrease in the number of crimes reported to police.

Other programs implemented under Chief Kessler's guidance include the "Housing and Community Development" Officer (1978). This position is a liaison between the Police Department and the City's Zoning Department. Its goal is to eliminate "eye-sores" (unsightly conditions) such as abandoned vehicles.

In 1979, we completed the installation of a Computer-Assist Dispatch (CAD) System for our Communications Division.

The most recent innovative program implemented in Garden Grove is the Differential Police Response Grant study. The Grant study, made possible through the National Institute of Justice (NIJ), examines the alternatives of Differential Response to requests for police service, now and in the future.

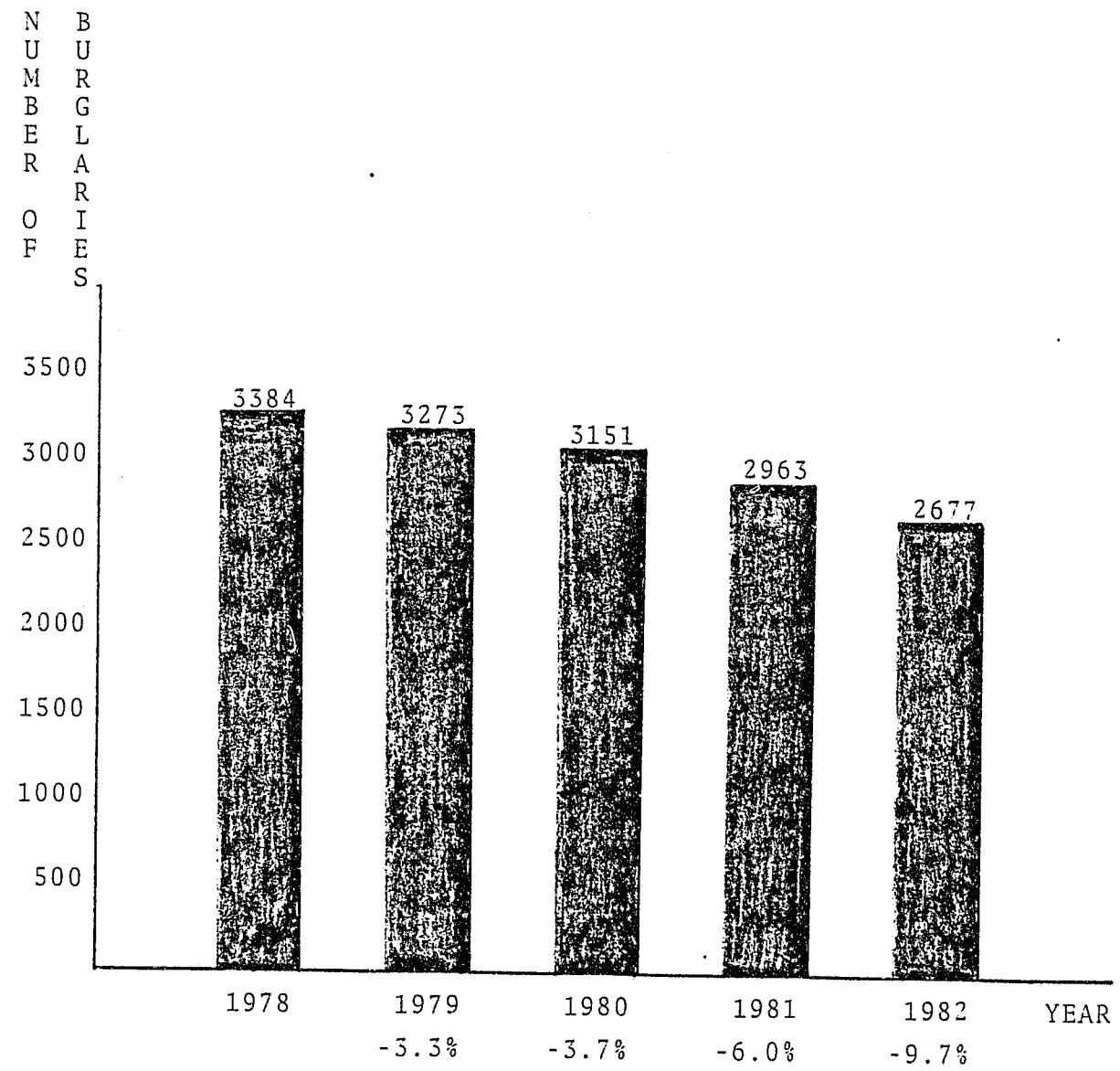
POPULATION BY ETHNICITY

Population as Percentage of Total

ETHNIC TYPE	1960	1970	1976	1980	% difference 1960-1980
White	96.5	89.3	80.1	70.6	- 25.9 %
Spanish	2.6	8.6	6.9	13.4	+ 10.8 %
Black	0.1	0.1	0.5	0.8	+ 0.7 %
Asian	0.6	1.0	2.1	8.0	+ 7.4 %
American Indian	0.1	0.3	0.7	0.9	+ 0.8 %
Other	0.1	0.7	1.8	6.0	+ 5.9 %
Total Population	84,238	122,560	118,176	126,025	

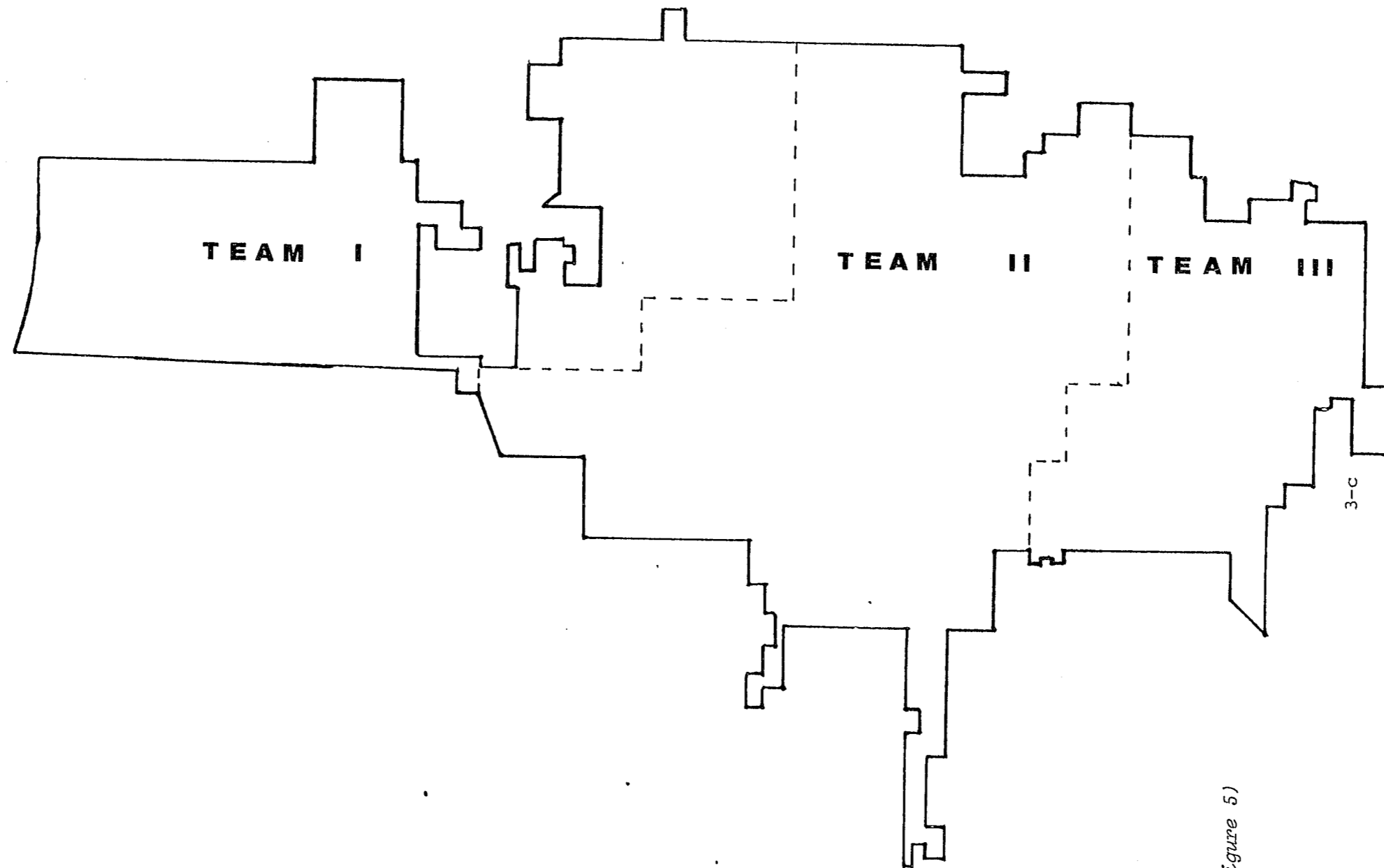
(Figure 3)
 3-a

CITY OF GARDEN GROVE
BURGLARY RATE COMPARISON



(Figure 4)

GARDEN GROVE



(Figure 5)



CHAPTER II
INTRODUCTION TO DIFFERENTIAL
POLICE RESPONSE

CHAPTER II
INTRODUCTION TO DIFFERENTIAL
POLICE RESPONSE

A. RATIONALE FOR MANAGING CITIZEN CALLS FOR SERVICE

The increased volume of citizen-initiated calls for service in recent years, couple with strained police budgets, has made it increasingly difficult for police departments to respond to all calls for service in the traditional manner of sending out a patrol unit as quickly as possible while maintaining the current level of activity in other areas. Departments have attempted to meet these competing demands through various approaches, all of which share the common objective of developing more efficient means of allocating available resources. These approaches include computerized communications systems to simplify and expedite public access to the police, computerized resource allocation plans, and efforts to return more officers to patrol duty. ¹

The National Institute of Justice has been actively involved in this search for ways to improve the efficiency of various aspects of traditional patrol practices. NIJ, through previous programs, is critically aware that the efficiency of patrol is dependent on the efficiency of the calls-for-service function. Improving the management of the function is not only necessary to provide departments with sufficient uncommitted time to perform non-calls for service activities, such as directed patrol; but equally important, it is essential to assure that departments can rapidly respond to the increasing number of critical or emergency calls for service.

The current workload difficulties faced by many departments stem from three prevalent premises underlying the calls for service function. *First*, it is necessary to respond to virtually all citizen calls for service by sending a patrol car ; *second*, most calls cannot be delayed and must be answered as quickly as possible; and *third*, responding to calls for service

takes precedence over other activities performed by patrol officers.² These traditional beliefs are based on the assumption that rapid field response is necessary in order to apprehend suspects, secure evidence, locate witnesses, reduce injuries, and assure citizen satisfaction.

However, this devotion to rapid response is questionable for two reasons. *First*, in the light of rising levels of calls for service, many departments are simply unable to respond to all calls immediately. As a result, departments are forced to stack calls during peak periods, including critical calls which require an immediate response. Yet, often citizens are still promised that a patrol unit will be sent immediately. When the patrol unit is not forthcoming, citizen satisfaction may be jeopardized. Further, patrol officers may be forced to reduce the amount of time they spend on responding to some often critical calls for service. Equally important, officers may be frequently interrupted from performing essential non-calls for service activities.³

Second, there is now a growing body of research and some program experience which challenges the belief that rapid mobile response is the most appropriate way to respond to all calls for service. This research suggests that greater efficiency can be achieved in the calls for service function and other areas of police activity through the implementation of Differential Response Systems which use call classification and prioritization techniques in applying a broad range of response strategies to calls for service.

Various studies on the composition of calls for service have shown that only approximately 15 percent of calls received by the police are for crimes in-progress or medical emergencies where a rapid mobile response is thought to be necessary to prevent or treat injuries or illness or to attempt to arrest a suspect(s). The remaining 85 percent of the calls are either crimes which are no longer in-progress, and where suspects or evidence are unavailable, or non-crime related calls. Many of the non-related calls can be handled by various non-mobile responses, and many of the crime related calls do not require an immediate mobile response but rather can be delayed for a certain period of time or can be handled by non-sworn officers. *It has been suggested that approximately 30 percent of the calls for service can be handled by non-mobile alternatives and 55 percent of the calls for service can be handled by delayed mobile response.*⁴

Moreover, the traditional notion that citizens expect an immediate mobile response to all calls for service has also been questioned. The finding from several studies suggests that citizens are willing to accept delayed responses for certain calls *provided that they are informed of an estimated arrival time and the officer arrives within the designated time.*

The Differential Police Response Strategies (DPRS) survey of citizen attitudes showed that for certain calls for service, citizens are willing to accept various non-mobile responses such as telephone reporting, walk-in reporting, and referrals to other agencies.⁵

These findings suggest that police departments can exercise considerable flexibility in designing alternative approaches for responding to citizen calls for service without jeopardizing the traditional objectives of assisting the sick and injured, apprehending suspects, and assuring citizen satisfaction. Through the implementation of Differential Response Systems, departments should be able to systematically manage the calls for service demand and ensure that critical calls are answered immediately.

B. ACTION GOALS AND OBJECTIVES OF THE DIFFERENTIAL POLICE RESPONSE

There are two primary action goals of the program to be field tested and several objectives associated with each goal.

The first goal is *to increase the efficiency of the management of the calls for service function*. Through the implementation of a comprehensive Differential Response System, it is expected that departments will be able to rapidly respond to the increasing number of critical or emergency calls for service and have sufficient uncommitted time to perform non-calls for service activities. The objectives associated with this goal are:

- To assure that calls for service of greater urgency receive priority treatment;
- To reduce the rate of non-critical calls for service handled by immediate mobile responses;
- To increase the rate of non-critical calls for service handled by delayed mobile responses;
- To increase the rate of non-critical calls for service handled by non-mobile responses; and
- To increase the amount of officer time available for non-calls for service activities.

The second goal of the program is *to maintain or improve citizen satisfaction*. In many departments, call intake personnel fail to provide sufficient information to citizens on the nature of the police response for their calls. Citizens are often not informed that their calls will be delayed, but rather promised a patrol car immediately, and are not informed of the length of time it will take a patrol unit to arrive. As part of this test program, communications personnel will receive training and supervision to ensure that citizens receive adequate explanations on the nature of the police response and to ensure that the designated response is delivered. It is anticipated that these activities will facilitate citizen satisfaction with the Differential Response program. Objectives associated with this goal are:

- To provide satisfactory explanations to citizens at call intake on the nature of police response to their calls; and
- To provide satisfactory responses to citizens for resolving their calls for service.

C. SCOPE OF THE TEST PROGRAM

Participating departments will engage in a variety of activities for the purposes of developing and implementing a Differential Response System. It is anticipated that the implementation of the Differential Response System will, over time, reduce the number of calls for service which are dispatched. As such, departments would have increased patrol resources which could be used for addressing crime and service-related problems. This freed up time could be used for various directed patrol options, including *crime prevention activities*, such as community education, security surveys, target hardening, and property marking techniques; *crime deterrence activities*, such as saturation patrol and field interrogation; *criminal apprehension activities*, including decoys and stakeouts and suspect identification; and *involving the patrol officers in the investigative process*.

However, departments are strongly encouraged not to undertake formal new programs for using the freed up time during the field test period. This limitation is suggested for three reasons. First, it is expected that the full field test period would be required to ensure that findings regarding calls for service patterns and resultant workload reductions are valid (for example, changes in the calls for service workload might occur as a result of seasonal variations). Second, new programs might jeopardize achievement of the goals of the programs. For example, a new community education program might result in an increase in the volume of calls for service and thus reduce the extent to which efficiency in the calls for service function can be achieved. Finally, new programs might confound the evaluation of the Differential Response program. For example, it would be difficult to determine whether changes in the levels of citizen satisfaction are a result of the Differential Response System or of other new activities.

FOOTNOTES

¹Sumrall et al., Differential Police Response Strategies Study, Birmingham Police Department and Police Executive Research Forum, 1980, p. 2.

²Gay et al., Improving Patrol Productivity, Vol. 1, Routine Patrol, Prescriptive Package, National Institute of Law Enforcement and Criminal Justice, 1977.

³A crucial finding in the Managing Criminal Investigations (MCI) Field Test was that in the test sites where the calls for service function placed constant demands on response units, police departments were unable to assign patrol officers to continuing investigations and could not provide sufficient time to patrol officers for initial investigations. The Managing Criminal Investigations Program Design recommends improved call screening procedures as an essential element for future MCI approaches. Greenberg and Wasserman, Managing Criminal Investigations, Program Design, National Institute of Law Enforcement and Criminal Justice, 1979.

⁴Gay et al., op. cit., Ch. 3.

⁵Sumrall et al., op. cit., p. 71.

CHAPTER III
DEVELOPMENT OF A DIFFERENTIAL
RESPONSE MODEL

CHAPTER III
DEVELOPMENT OF A DIFFERENTIAL
RESPONSE MODEL

The purpose of the Field Test is to develop and test a comprehensive Differential Response system for managing citizen requests for police service. Developing a comprehensive calls for service response alternatives program requires considerable planning and coordination prior to the actual implementation phase. It requires: (1) an analysis of calls for service workload; (2) determination of the key factors needed to differentiate calls; and (3) an examination of existing call intake and dispatch procedures and practices.

The Differential Response system required a new call classification system, new response alternatives, training of Communications personnel, supervision of Communications personnel, and the assignment of resources to non-mobile or Expeditor Unit. The planning effort required extensive input, the sharing of expertise, and close cooperation among those segments of the police department most closely involved in the project.

The Differential Police Response Test Design stipulates and describes the guidelines and activities to be undertaken by the Field Test sites in order to develop and implement the DPR program. Three principal components are stated in the Test Design: (1) development of a Differential Response Model for classifying citizen-initiated calls for service and for determining the types of response alternatives for call categories; (2) development of a Differential Response system capability; and (3) implementation of the Differential Response system.

The first two components were addressed during a several month planning and pre-implementation period; the third component which is the result of the careful planning and development processes used in the pre-implementation

period was carried out and systematically evaluated during a several month implementation period and will be discussed in Chapter V of this Executive Summary.

Conceptually, the Garden Grove Police Department's project was conducted in three phases: planning, pre-implementation, and implementation. The pre-implementation planning included the following components:

- *Re-evaluation of the call classification scheme.* Calls for service were placed in one of three classifications—mobile, delayed, and non-mobile.
- *Development of a call intake procedure that allows for random selection of calls for service.* One-half of the calls to be handled by alternative response and one-half to be handled by traditional policing methods.
- *Develop a citizen Crime Report form.* The form must be easily understood so that citizens will not be hesitant to complete the form, but also be comprehensive so as to capture important crime analysis data.
- *Train personnel.* Communications personnel will receive required training necessary to acquaint the employee with the program design and its objectives. Employees will receive training on formalized procedures recorded in the Communications Manual.
- *Design a Communications Manual.* To be used both for the new employee and the trainer.
- *Develop a microdata program for storage and test data.*
- *Test the call classification and call intake procedures during a pre-implementation period.* Data will be collected and adjustments in program procedures will be made if necessary.

A. CALL CLASSIFICATION

During the planning phase of the program from September 1981 through

April 1982, the Project Staff followed the guidelines of the Test Design and developed a Differential Response Model for classifying citizen-initiated calls for service and determined the types of response alternatives for call categories. The "Model" includes three principal elements: (1) to develop a call classification scheme which will enable calls to be categorized along certain dimensions; (2) to determine the types of response alternatives to calls so classified and categorized; and (3) to determine the appropriate response alternative and match such alternatives with selected responses.

At the beginning of the project, the Project Staff was provided with some direction from the National Institute of Justice and a wide base of information to assist in proceeding with the task of developing a workable call classification system. The system was to be placed on a Matrix for study and review to ensure uniformity among the three test sites. As the development of a new call classification system constituted a radical change from our then current system, numerous meetings were conducted with Communications personnel to develop a system that would be compatible with our Computer-Assist Dispatch programming capabilities.

As the classification of calls involves judgment on the part of the call takers, the new classification procedure attempted to structure the judgment by use of a listing of which types of calls should be diverted and which should be dispatched to field units. With this objective in mind, we completely revamped our classification system.

One of the first areas of concern was to develop a set of event categories that would include all of our present incident codes which were based on Penal Code and legal descriptions. Eleven common event categories were agreed upon by the test sites for the classification of calls: Violent Crimes; Interpersonal Conflict; Medical Problems; Non-Violent Crimes; Traffic Problems; Public Nuisance; Suspicious Circumstances; Dependent Persons; Public Morals; Assistance; and Information. Our task was to take our whopping 242 incident codes and incorporate them into the eleven event categories as stated above. While doing this, it became apparent that our computer programming capability would be able to handle only nine event categories and we revised the categories to suit our specific needs.

After agreeing on a common set of event categories, the major task at

that point was to determine a common set of event descriptors and a definitive description of events needed to ensure clarity of the components of the Matrix. The Matrix will be discussed in future paragraphs of this section. The event category descriptions were developed to include all of the incidents that were previously classified as Penal Code or legal definitions. The descriptions are as follows:

1. Crimes Against Persons:

Physical crimes wherein actual physical injury has occurred, there is a potential for an injury to occur, or other life threatening situations exist. *Includes:* murder, robbery, physical assaults, child abuse, rape, unknown trouble, etc.

2. Disturbances:

Situations that are verbal or mechanical disturbances, not involving an injury. *Includes:* family fights (no injury), loud music, neighborhood situations, large parties, noisy vehicles, etc.

3. Assistance:

Assist person or other agency. *Includes:* medical aid, 5150's, drunks, keep the peace, etc.

4. Crimes Against Property:

Thefts and other crimes against property, excluding residential and commercial burglary. *Includes:* trespassing, beer runs, petty theft, vehicle burglary, stolen vehicles, etc.

B. Burglary: residential and commercial.

5. Traffic Accidents:

Includes: all traffic accidents.

T. Other traffic problems: all other problems involving traffic matters. *Includes:* reckless vehicles, traffic control, parking problems, etc.

6. Suspicious Circumstances:

Situations which appear to be suspicious involving person and/or vehicle. *Includes:* suspicious vehicle/person, possible shots fired, etc.

7. Public Morals:

Non-physical sex crimes and so-called "victimless" crimes. *Includes:* narcotics, child annoyance, prostitution, indecent exposure, etc.

8. Miscellaneous Service:

Various calls for service that require the presence of an officer but may not be criminal in nature. *Includes:* vin verifications, abandoned refrigerators, found property, abandoned vehicles, etc.

9. Alarms:

All robbery-silent alarms, burglary-silent alarms, and burglary-audible alarms.

A Matrix emerged that included basic event descriptors (i.e., "injury", "time", "arrest potential", "purposes of call", etc.) that would be used for the determination of the type of response and/or service provided by the department. We requested assistance from supervisory personnel to determine what time frames would be acceptable to them as managers for minimum vs. maximum times for "just occurred" and "cold" incidents as they related to the type of response by field personnel or by non-mobile response. With this input placed on the Matrix, it became cumbersome and overloaded with data that was confusing and conflicted with other portions of the call classification scheme. (*Figure 6*)

A decision was made by the Project Staff to use only a portion of the Matrix for our call classification system using "time", "injury", "purpose of call", and "override" to formulate actual dispatch policy and the response mode for each of the event categories. The other descriptors across the top of the Matrix were incorporated into our revised call intake procedures (discussed in the following section) and determined to be more appropriately included in the questions being asked by the call takers than in actual dispatch policy.

In the area of event descriptors, a designation of 21 areas that would be set or automatic responses (in-progress, alarms, etc.) were placed on the Matrix to assist the call takers/dispatchers in making decisions as to what type of response would be appropriate. One such automatic response was in the area of the "override" section of the Matrix which includes "citizen demand", "department policy", and "statutory requirement". Any incident falling into this category would automatically be placed in the computer as a dispatched call for service and was not eligible for an alternative

(Figure 6)
14-a

EVENT CATEGORY	DESCRIPTORS	TIME			INJURY			PURPOSES OF CALL			ARREST POTENTIAL		AVAILABILITY OF WITNESS		CRIME POTENTIAL		OCCURRENCES		CHARACTERISTICS		OVERRIDE		
		in progress	just occurred	cold	actual	probable	potential	no prosecution	insurance only	information only	yes	no	on scene (2 or more)	in the future (leaving scene)	yes	no	hazard	non-hazard	scene control necessary?	scene inspection necessary?	statutory requirement	citizen demand	departmental policy
1. Crimes Against Persons		2	2	4	1	1		8	8	8											6	6	6
2. Disturbances		5	6	8				8		8											6	6	6
3. Assistance		4	5	5	1	1	1	8	8	8											6	6	6
4. Crimes Against Property		3	5	8				8	8	8											6	6	6
4.1 Burglary		3	5	6				8	8	8											6	6	6
5. Traffic Accidents			5	6	1	1			8												6	6	6
5.1 Traffic Problems		5	6	7			1	8	8	8											6	6	6
6. Susp. Circumstances		3	6	6				8	8	8											6	6	6
7. Public Morals		4	5	6				8	8	8											6	6	6
8. Miscellaneous Service		6	7	7				8	8	8											6	6	6
9. Alarms		3																					

response mode. The use of the "override" section of the Matrix was a management decision as to the types of incidents which fell into each of the three sections of the "override" descriptor.

The Matrix was to change again before the final copy and changed in the field of "purposes of call". The wording was changed to include: (1) in-progress/just occurred—dispatch on "time" and "injury"; (2) "override"—citizen demand and department policy; and (3) grant report—used as a means of capturing information. The changes were deemed necessary to simplify the Matrix for rapid selection to assist in determining if the incident was to fall under the grant criteria or remain in the traditional mode. (Figure 7)

The Matrix was designed as a tool to better assist Communications personnel in prioritizing calls for service. By using general categories, Communications personnel need little or no knowledge of the actual elements of statutes or criminal codes. Using brief word descriptions instead of codes benefited operations in many ways. There was less confusion and more accurate descriptions of the actual incident taking place. By using the Training Guide (discussed in a later section), Communications personnel were able to obtain more pertinent and direct information for field officers by asking pre-selected standardized questions.

There are three primary descriptors on the Matrix. Each of the three descriptors is used to generate a number. By matching a call for service into one of the nine categories and then working across the Matrix, one is able to develop a four character incident code. (Figure 7) This incident code, when inputted into the computer with the address or location, will generate a pre-prioritized ticket on the console screen.

A copy of the Matrix is located at every computer console for immediate viewing as well as the copy of the Training Guide. This concept will ensure speedy, accurate, and complete information for field officers, as well as diverting non-urgent calls for service to other resources, freeing time for more productive directed patrol and rapid emergency response.

D.P.R. MATRIX	TIME			INJURY*			RESPONSE MODE			
	DESCRIPTORS	IN PROGRESS	JUST OCCURRED	COLD	ACTUAL	PROBABLE	POTENTIAL	IN PROGRESS/JUST OCCURRED	OVER-RIDE	GRANT REPORT
EVENT CATEGORY										
1. CRIMES AGAINST PERSONS	1	2	3	1	1	.....	0	1	2
2. DISTURBANCES	1	2	3	.....	.....	.....	0	.....	2
3. ASSISTANCE	1	2	3	1	1	1	0	1	2	
4. CRIMES AGAINST PROPERTY	1	2	3	.....	.....	.....	0	1	2
B. BURGLARY	1	2	3	.....	.....	.....	0	1	2
5. TRAFFIC ACCIDENTS	.....	2	3	1	1	1	0	1	2
T. TRAFFIC PROBLEMS	1	2	3	.....	.....	1	0	1	2
6. SUSPICIOUS CIRCUMSTANCES	1	2	3	.....	.....	.....	0	1	2
7. PUBLIC MORALS	1	2	3	.....	.....	.....	0	1	2
8. MISCELLANEOUS SERVICE	1	2	3	.....	.....	.....	0	1	2
9. ALARMS	1	.....	.....	.....	.....	.....	0	.....	.....

*NO INJURY = 0 ----- ALL OTHERS = 1

MATRIX

(Figure 7)
15-a

B. CALL INTAKE PROCEDURES

One of the major components of the Differential Police Response Field Test was to review and revise current call intake procedures. A more precise scheme of classifying incoming calls (information about the event) was required to enable call takers to make appropriate distinctions among calls and within calls. Attributes of incoming calls must be so distinguished that call takers can make appropriate decisions about the type of possible response with reasonable efficiency in a short time frame (seconds) and with confidence.

Careful evaluation of our intake procedures was conducted by the Project Staff and the Chief of Police. Monitoring consisted of listening to and categorizing telephone calls coming directly into Communications and tapes of conversations resulting in the dispatch of a field unit to a call. An in-depth study of calls into Communications to determine the nature of the call revealed that 46% of the telephone calls answered by Communications personnel originated from within the Police Department. Administrative calls to the department through Communications totaled 12% and calls which were eventually referred to another agency totaled 12%. The remainder of the calls that were monitored were for other internal divisions within the department and were subsequently transferred from Communications to the appropriate area.

Planning efforts in the area of call intake procedures were significantly strengthened by early inclusion of line level personnel from uniformed patrol and Communications in a standing DPR Advisory Committee. Members of this committee were selected based on motivation, interest in problem solving, expertise in their respective line functions, and recognized credibility with their peer group. The DPR Advisory Committee was provided with an overview of the Grant goals and objectives by the Project Staff as well as direction to assist in (1) developing necessary information required by field officers when responding to calls for service and (2) organizing those needs into a condensed set of questions that would enable Communications personnel to extract necessary information from callers in a reasonable amount of time.

Nine patrol officers and three members of Communications were selected to participate on the Advisory Committee. This committee, working both together and as a patrol subcommittee or a Communications subcommittee, was

given the following tasks to complete:

- develop a set of questions for each category to assist Communications personnel to appropriately classify calls for service;
- identify those elements or descriptors of each category which were deemed important to the field officer and the response mode.

During the meetings with the Advisory Committee it became necessary to wean all of the members off of the old traditional beliefs that all calls must be answered rapidly and answered by patrol officers. Some of the considerations for the new call intake procedures and questioning format as well as the call classification system were: apprehension of suspects, securing of evidence at the scene, locating witnesses, reducing injuries, and also to assure citizen satisfaction with the new procedures.

Some of the major concerns for the new call classification and call intake procedures model were brought to light during the Advisory Committee meetings:

- what questions to be asked to assure proper classification of calls
- how cumbersome is the call intake procedure which is needed to support the model
- what is the best way to convey the information from the caller to the field officer.

After careful review of the event categories that were developed under the call classification phase, and the event descriptors, the Advisory Committee determined that "time of incident" would be the common first question for each of the nine categories to standardize the call intake procedures. "Location" became the second most important question due to our CAD programming which requires an incident code and address before a call for service ticket will show on the console screen. "Injury" was the third question deemed relevant to all categories with the exception of the Alarms category. All of these were to become major determinants as to the type of response provided by the department.

The standardized questions were arranged in an order to obtain the most pertinent information first. It was also determined to be necessary to advise

responding officers of negative information to assure the officers that questions were asked such as "no weapon seen". Standard questions will ensure that the same type and amount of information is obtained no matter who is taking the call. The questions are located with a copy of the Matrix at every console for immediate access to the call taker/dispatcher.

The input from the line level assisted greatly in the development of implementation guidelines as well as subsequent training materials. Formation and utilization of this Advisory Committee ensured a solid base of knowledge regarding Differential Police Response as well as an all important program buy-in from the level of execution.

It is recommended that DPR planning include early briefings of selected line personnel formally soliciting their input and, within program guidelines, acting on their suggestions.

The Advisory Committee was eventually reduced to five working members, two from the patrol division and three dispatchers from Communications. The primary responsibility of this Advisory Committee was to develop the training material for Communications and patrol to explain the project and the new call classification system and call intake procedures. A series of training aids and reference materials were developed to assist personnel in making the transition to the new procedures associated with Differential Police Response.

Communications personnel designed a desk top flip chart which included information on the project, an explanation of the Matrix, disposition criteria, event category descriptors, a listing of the standardized questions for each category, and a working copy of the Matrix and listing of incident codes and priority codes. Field officers designed a similar type of informational booklet that was to be included in the field officers notebook. Each division, Communications and Operational Services, received the same information so that there would be no divergence from the standardized questioning of callers and the information received from the callers and the information provided to the field officers would be one in the same. It was anticipated that patrol officers would no longer feel it was necessary to ask additional questions to obtain information from Communications about a call; thereby, reducing radio traffic by a considerable amount.

As part of the call classification and call intake procedures, call

prioritization emerged as a major component of the two. Implementation of a call prioritization system which would provide for the formal delay of routine calls for service and the referral of some calls to an Expeditor Unit for processing by telephone became necessary to bring all of the components together for a viable, working Differential Response Model.

A new priority system was developed for dispatching calls to accommodate all of the variables for the incidents in each category. Our original four priorities were expanded to eight to handle the changes initiated for the new classification system:

<u>Priority</u>	<u>Response</u>
99	Immediate-Injury
98	Immediate-Crimes Against Persons
97	Immediate-Crimes Against Property
96	Fifteen (15) minutes
95	Thirty (30) minutes
94	One hour
93	Exceeds one hour or when available
92	Non-Mobile

By expanding the priority system it was felt that nearly all situations arising in each of the event categories could be handled with a minimum of error and would provide specific guidelines for the decision making process of the dispatchers.

C. EXPEDITOR UNIT

As part of the Field Test, one task was to establish a telephone response unit, hereafter referred to as an Expeditor Unit, to process calls by telephone as an alternative to mobile response in order to relieve the workload in the

field and to handle, more economically, those calls for which police presence is not important.

The Expeditor Unit is a highly visible assignment and involves an unusual amount of contact with the public. As each contact either builds or weakens the Department's public image, Expeditors have a public relations role of utmost importance. The primary considerations for Expeditor Unit personnel were communications skills, public relations ability, courtesy, and patience.

The primary purpose of the Expeditor Unit is to handle those calls for service which do not require the dispatch of a field officer. By taking reports over the telephone and from citizens who walk in to the Police Department, the Expeditors will divert a portion of calls for service work from the field units. It is estimated that Expeditor Units will handle 30-40% of the crime reports of a department. It is anticipated that the Expeditors workload would come from three major sources: (1) telephone complaints and inquiries; (2) walk-in traffic; and (3) Supplemental Reports to prior original Crime Reports.

It was necessary to determine the types of calls that would be diverted to the Expeditor, keeping in mind the previous work completed on the call classification scheme and the call intake procedures. Some of the types of incidents determined to fall within the grant criteria as an Expeditor Unit call are missing persons, runaways over the age of 14, petty thefts, vehicle burglaries, grand thefts, simple assaults (suspect not at the scene), indecent exposures (victim left the area), traffic accidents where the victim came to the department, vandalism reports, and incident/information reports.

Communications personnel have an integral part in the diverting of calls to the Expeditor Unit as they are the initial contact with the citizen and based on experience, guidelines of the DPR project, and common sense, make the decision as to the type of response needed for the particular incident. Call takers/dispatchers were instructed to carefully evaluate calls and determine which calls could be diverted from the field units by (1) providing information directly over the phone; (2) transferring the caller to the Expeditor Unit or another unit within the department; or (3) refer the caller to another agency.

If the call was referred to the Expeditor Unit, the following criteria as to how to process the caller:

- when possible, the caller making a grant report is transferred directly to the on-duty Expeditor;
- if the Expeditor is on duty, but busy, the call taker shall inform the calling party that the Expeditor Unit will call them back within a two-hour time period, considering the time of the call and the time the Expeditor goes off duty ;
- if the calling party will not be available for the call back by the Expeditor, the call taker will make the necessary notations in the note section of the ticket as to when the Expeditor should make re-contact;
- if the calling party makes a direct request for an in-person contact with a field officer, the "override" procedure shall be implemented and a field officer (mobile response) is dispatched, with the exception of "cold" disturbance calls for which there is no "override";
- when the Expeditor Unit is not on duty between 2230 and 0800 hours, the call taker shall complete the ticket, inform the calling party that the Expeditor will contact them by telephone after 0800 hours.

Extensive planning and considerations went into the development of the Expeditor Unit criteria and became known as the "Duties and Responsibilities of the Expeditor Unit", a copy of which was given to each Expeditor. The Expeditor Unit is to be staffed by two officers, Monday through Friday, day shift (0800-1630), and swing shift (1430-2230 hours). The remaining hours of coverage on the week-end will be handled by the temporary assignment of trained on-duty personnel in lieu of their normal patrol function.

The Expeditor Unit will be housed between the Desk Officer position and the Communications room. A five foot high partition will allow the Expeditor to remain out of view of citizens at the desk and will allow for a reasonable amount of privacy. At the Expeditor position, a CRT unit is available permitting access to the Computer-Assist Dispatch system.

When a caller is referred to the Expeditor Unit by the call taker/dispatcher, the call is processed by the Expeditor utilizing any of several options available to handle the call in the most expeditious manner. The options are listed as follows:

- the Expeditor may initiate a telephonic report with no further action. (Officer's Report, Crime Report, Miscellaneous Service);
- the Expeditor may take the information for a telephonic report and have Crime Scene Investigation (CSI) personnel dispatched to the scene to process any physical evidence or complete photographic work as necessary;

the Expeditor shall have CSI respond to the scene on the following type crimes;

— all commercial burglaries

— residential burglaries:

when ransacking occurs or when the caller contacts the department immediately upon discovering the incident.

— grand theft

potential for evidence is present

- the Expeditor may, after taking initial information for a telephonic report, request that the victim come to the police department for CSI or photo processing (i.e., auto burglary, minor assaults, etc.);
- the Expeditor may, after taking a telephonic report, alert the appropriate Investigators of timely information or leads related to suspect information, potential property recovery, etc., which would expedite the normal information and paperwork flow to Investigators;
- the Expeditor may disposition a call as a Crime Report, Miscellaneous Service, or Officer's Report and in addition, make out a "Patrol Check" form or enter the information into the automated "Z-file" which is reproduced and distributed during patrol briefings to alert officers to special problems and/or suspect and suspect vehicle information;

- the Expeditor may request that the calling/reporting party come to the police department in person to make the report, primarily limited to those cases which may require direct officer review and/or duplication of paperwork, personal documents, photographs, etc., held by the reporting party;
- the Expeditor may use the mail-out "Citizen's Report of Property Crime" form on those minor burglaries, thefts, and vandalism cases for which there are no leads, no suspect information, and the reports are being made primarily for insurance, tax purposes, or information only;
- the Expeditor may obtain the initial information to complete a telephonic report and, based on circumstances, have the dispatcher alert specific field units or make a local broadcast to all units on information which may relate to special directed patrol efforts then in progress and/or suspect and suspect vehicle information;
- the Expeditor may take a telephonic report and, when appropriate, refer the caller to another specialized support or victim assistance service (i.e., Family Violence Hot Line, Amparo Youth Shelter, Turning Point Drug Diversion Service, Family Services, Legal Aid, West Court Victim Assistance Program, etc.);
- if the Expeditor determines that an officer is necessary at the scene of the incident, he/she may "override" the classification and dispatch a unit to handle the report.

In conjunction with the Expeditor Unit procedures, a "Citizen Report of Property Crime" form was designed to be used on a mail-out basis. The major task was to design the form simply and concisely so that citizens would have little difficulty in completing the report. At the same time, the Citizen Report had to contain several statistical areas required to capture data for our record keeping responsibilities as a police agency.

To test the feasibility of the report form, 25 victims of burglary and theft incidents were selected at random and the report form was sent to them requesting that they fill it out and return it. The 25 victims had already

filed conventional incident reports with the police department. The citizen report form contained an additional page explaining the form and how to complete it and also a section for the citizen to complete if they desired a free home security inspection by our Community Service Officers.

All of the test forms were returned via the pre-posted and addressed return envelope which was included as part of the mail-out package. The returned forms were reviewed and found to be complete and accurate as compared with the Crime Reports previously taken by police officers. Only one written comment regarding the form was submitted by the field test respondents. The comment by a 23-year old male was that the form "may tend to be confusing to senior citizens". Since the field test population included respondents in the senior age range, the comment appears to be invalid at this time.

The "Citizen's Report of Property Crime" forms are to be sent to citizens who are victims of minor property crimes, when *no leads* or *suspect information* is available, and when the report is being made *primarily for information, insurance, or tax-deduction* purposes. This report was designed for the self-reporting of minor theft, vandalism, and burglary incidents, when prosecution and/or recovery are highly unlikely. It is also meant to be a convenience to the victim who may not have time to give the report either telephonically, or in person, or who may not have all the necessary information at the time of the initial contact with the Police Department, i.e., complete inventory of property taken, accurate description of property, etc.

This report will remain a selective, limited use response option for the Expeditor Unit.

D. TRAINING

Although training is last in this section on planning, it is one of the most important elements of the Differential Police Response project as it is crucial that personnel involved in the project have a full understanding

and working knowledge of the project prior to implementation of any type of change. Following the guidelines of the DPR Team Leader, we structured our initial training on the following tasks:

- *Orientation Tasks:* these are those tasks and activities that are to be directed at informing sets of people about the broad goals, objectives, and dimensions of the Field Test.
- *Indoctrination Tasks:* these are those tasks and activities that go beyond merely informing people or groups of people. Indoctrination refers to the use of more informal instructional programs for specific types of individuals who have a need-to-know more detail about the Field Test, the DRM, and the internal and external organizational issues that may be associated with the use and evaluation of the DRM.
- *Skills Training Tasks:* these are those tasks and activities that refer to a multiple-set of formal instructional programs (self-study, lecture, simulations, practice, skills training and review, feed-back on performance, etc.) to establish and standardize in people the requisite skills, knowledge, and norms to do particular jobs that are directly or indirectly associated with the DRM, its implementation and its evaluation.

The Project Staff presented the *orientation* training to all department personnel, City Management, the City Manager, the Mayor and the City Council. The *indoctrination* was structured for all field personnel, Watch Commanders, and Bureau Commanders to keep them apprised of the goals and objectives of the Field Test and our progress in developing the Differential Response Model. The personnel in Communications and the personnel for the Expeditor Unit received intensive *skills training* as they were directly involved in the new processes and procedures and were those personnel for whom the DRM would have the greatest impact.

Based on input from the DPR Advisory Committee and the numerous identified training needs prior to implementation of the preliminary test, a series of training aids and reference materials were developed to assist personnel in making the transition to the new procedures associated with Differential Police Response. Training and reference materials included the *DPR Training Guide* which was produced in both a desk top flip chart for use by call takers/dispatchers in Communications and as an insert for field officer notebooks. The primary feature of the *Training Guide* is an updated and improved, second generation DPR Matrix, used to rapidly determine the event category and response mode by developing a four-digit incident code number which is entered into the CAD system. A second feature of the *DPR Training Guide* is an index of event categories listing the exact type and order of information which should be obtained by the call taker and transmitted to the responding officer for each type of event.

Other training aids and reference material included a simple step-by-step reference as to the *Grant Report Response System*. This reference guide outlines the various steps in handling a "Grant call" from the time it is received by the call taker to final disposition by the Expeditor. Basic instructions for the Expeditor Unit on how to log-on and access the computer were also included in this reference material.

Many of the changes to be addressed during the DPR preliminary test impacted on Communications personnel, primarily the call taker/dispatcher position. A two-hour block of training was scheduled for each member of the Communications staff. The primary instructor was the Lieutenant assigned as Communications Manager assisted by those dispatchers who were part of the DPR Advisory Committee. A combination of overhead slides and handout material was used to explain procedures to be used during the test. A brief background regarding the Grant and overall goals of DPR were presented. After approximately 1½ hours of instruction, including how to use the DPR Matrix to develop incident codes, a hands-on test was given. The test simulated various calls for service and trainees used the Matrix to develop incident codes and determined appropriate responses.

The next group to be scheduled for training was the uniformed patrol officers. The training of officers was accomplished during their scheduled

thirty minute briefing times two times a week. As this department no longer has scheduled briefings every working day, each officer attended the two briefings to receive his/her training. The patrol training was instructed by a combination of grant personnel and the patrol officers who are members of the Advisory Committee. The officers were given a brief history of the DPR process and what DPR would mean for them in regard to the more productive use of their time. This group received handout materials and was given an explanation of the Expeditor function including planned changes in the dispatching of calls. The patrol officer training, while minimal, was considered sufficient for preliminary test purposes. Uniformed patrol officers were encouraged to contact their DPR Advisory Committee members with questions or suggestions during the test phase.

The last group to be trained were those personnel selected to participate in the preliminary test as Expeditors. The personnel involved as Expeditors were all experienced police officers chosen somewhat more by circumstance than by plan. The Expeditor group was given a two-hour block of instruction regarding DPR, the role and duties of the Expeditor and how to use the computer console in relation to the Expeditor function.

As this was a new function and position for our department, the Expeditors were encouraged to be flexible, innovative, and to change and develop procedures as the test progressed in order to produce quality responses and meaningful results.

Training for all three groups focused on the goals of DPR and the recognized positive effect of freeing up more officer time for directed patrol and related prevention and apprehension programs.

It is recommended that prior to DPR implementation effort, all training needs be reviewed and sufficient training and reference materials be developed; that some instructors be selected from the group to be trained, and input for change and continuing development be solicited from those personnel currently performing the impacted line tasks.

The value of planning for a Differential Response Model, the development of new call classifications and call intake procedures, and intensive training, which is often overlooked by departments, placed this department

in a better position to make the transition to Differential Police Response. We believe that we have taken a pragmatic approach in our efforts to effectively demonstrate the hypothesized value of Differential Police Response and to establish that completely new procedures could be developed, trained on, and subsequently tested during a preliminary test, in a relatively short time.

CHAPTER IV
PRE-IMPLEMENTATION OF A DIFFERENTIAL
RESPONSE MODEL

CHAPTER IV
PRE-IMPLEMENTATION OF DIFFERENTIAL
POLICE RESPONSE FIELD TEST

PRELIMINARY TEST OF CALL CLASSIFICATION AND CALL INTAKE PROCEDURES

The Project staff and selected department personnel conducted an extensive planning, design, and development effort directed toward the goal of achieving an optimum test of Differential Police Response in a real world setting using our current Computer-Assist Dispatch system, existing personnel, and facilities.

The Project Staff implemented a full-scale, in-house preliminary test of Differential Police Response in April of 1982. The test became fully operational at 0700 hours on Monday, April 12, 1982, and concluded at 2230 hours on Friday, April 16, 1982, completing a full five-day period of practical application of new procedures designed to operationally test both equipment and personnel.

The use of the DPR Matrix as a call taker's key to rapidly establish a four-digit code using the event category, descriptors, and response mode was extremely effective. While the Matrix and newly developed computer incident codes designed for it worked very well during the preliminary test, there was some additional refinement of incident codes as we entered into the pre-test phase of Differential Police Response. During the five-day test period, all of the calls received could be properly classified for appropriate response using the Matrix and corresponding incident codes; however, some situations emerged which required further guidelines to allow for an additional Department policy override.

Hypothetical situations discussed included the possibility of a "cold" report having multiple victims of the same incident, no one of which would

be able to provide sufficient information for a complete report and would require in-person group interviewing. All Crimes Against Persons involving serious injury or sexual assault even when the report is "cold" such as a gang-related shooting or stabbing which may go intentionally unreported for an extended period, or the victim of a rape or molestation who initially delays reporting due to fear or the perceived negative stigma attached to reporting these type of offenses were also discussed.

An objective of the DPR Matrix using event categories and descriptors is to establish a positive indicator as to an appropriate mobile or non-mobile response in all cases. Additional revisions of these processes became necessary as the experience base expanded during the test. The DPR Matrix, as a visual mechanical aid to call taker/dispatcher decision making, was found to be an extremely useful and important tool.

The Expeditor Unit was physically located in an alcove adjacent to Communications which opens onto the front lobby of the Police Department. This location is normally manned by the Desk Officer and houses a computer console for the Computer Assist Dispatch (CAD) system. In addition to acting as Expeditors, the officers assigned (4) to this function during the test also responded to the requests normally directed to the Desk Officer at this public counter between the hours of 0700 and 1800. While this location may not have been the most ideal physical arrangement, it was made functional by erecting a privacy shield between the CAD console and the public counter.

The Expeditor worked almost exclusively from the information input to his console by the call taker and sometimes rather loud verbal requests by call takers to pick up certain in-progress phone calls were in evidence. To reduce this infrequent need for loud verbal direction, Expeditors worked from open call taker consoles in Communications when available. High morale and a spirit of healthy competition existed in the Expeditor Unit during the entire test period. This behavior was exhibited by the Expeditors in spite of the fact that they were experiencing a very heavy workload. This behavior was analyzed as being the result of having confident, experienced officers with positive attitudes involved; officers who also realized they were making a significant contribution to field operations.

The call taker/dispatcher group exhibited a more varied range of behavior during the preliminary test period. The results of major change in operating procedures, including "plain-English" dispatching were quite noticeable. Classifying calls as one of the "category of events" rather than by statute or Penal Code designators and various other departures from previously learned procedures was somewhat traumatic with varied impact on personnel involved.

Some of the initial stress observed in the call taker/dispatcher group was caused by the unplanned lag time between their DPR training and the actual start of the preliminary test. Some of the initial anxiety was relieved by reviewing and using the DPR Training Guide and Matrix while answering calls for service. After the first two days, most if not all call takers/dispatchers had made a rather difficult transition without any major problems or inappropriate call classifications. During the test, Communications personnel— who were part of the DPR Advisory Committee— were scheduled extra shifts during which they were relieved of their normal call taker/dispatcher duties and assigned to oversee, answer questions, and problem solve in Communications as a peer support group.

Another observation made during the DPR test period was the need to modify procedures in some of the Police Department's support functions which were utilized by Expeditors in lieu of dispatching a traditional mobile patrol unit. One such function is the Crime Scene Investigation Unit (CSI), the personnel of which normally process crime scenes for latent prints and other physical evidence and who also photo record crime scenes. In Garden Grove, this unit is comprised of technically trained, plain-clothes officers who are normally dispatched to a crime scene at the request of the patrol officer handling the initial mobile response for called-for service. Under existing procedures, the Crime Scene Investigator acts at the direction of the patrol officer at the scene. When operating in the DPR mode, the Expeditor Unit will have negated the need for a mobile patrol response on many "cold" calls which may, however, require crime scene investigation and evidence processing.

In some Expeditor cases, such as vehicle burglary, the crime scene itself may be mobile. In these cases, when practical, the victim may be requested to drive the vehicle to the Police Department for evidence processing and/or photos. A scheduled appointment with CSI could then be made by the Expeditor.

During the preliminary test, necessary data collection was facilitated by use of our Computer-Assist Dispatch system which provides extensive management information. The computer program modifications designed for the preliminary test did not alter our ability to capture all Communications and/or field activity, including extensive audit information on all calls for service.

The primary data sources reviewed and used both during and after the preliminary test period included the print out of calls for service and a hard copy of computer tickets generated during the test. A hard copy of the calls for service list was printed twice daily and included those calls diverted to the Expeditor Unit. The print out was used as a control log by the Expeditors to determine what calls were pending and to note the ones completed during their tour of duty. The hard copy of dispatch tickets provides extensive information about the calls for service. These hard copies of tickets generated during the test were used for victim/informant call-back by the telephone survey personnel to determine the level of citizen satisfaction on those calls which were dispatched to mobile patrol units as compared to those which were handled by the Expeditors. The hard copy of the computer tickets also provide information as to the number, type, and disposition of offenses handled by each group.

In addition to automated data available, Expeditors were also required to keep individual logs of the personal activity.

By comparison, the activity levels during the five-day period between April 12 and April 16 were measured against the same five-day period in 1981 (April 13 through April 17) and include the total number of calls for service, the total number of reports taken with new case numbers assigned (Daily Reports or DRs), and the total number of persons arrested. The comparison between a similar period in 1981 and the preliminary test period was made to help control other variables which might affect the test results. There were no significant differences in the total number of calls for service or reports taken during the compared five-day periods.

(NOTE): *The calls for service are telephonic citizen requests only and exclude alarm board dispatches, field-initiated activity, citizen walk-ins, or animal calls.*

	4-13-81 through 4-17-81	4-12-82 through 4-16-81	CHANGE
Total Calls for Service	651	691	+ 6%
Total Number of Reports	344 DRs	298 DRs	- 13%
Persons Arrested	43	63	+ 32%

While the calls for service and number of formal reports taken tend to remain relatively constant for the compared period in 1981 and the preliminary test period, there appears to be a significant increase in arrests which may have a correlation with the fact that there was more available mobile patrol time during the test period.

- of the 691 telephonic calls for service during the test, the Expeditor Unit handled a total of 147 calls or 21% of all the calls for service;
- of the 298 DRs (formal reports initiated as the result of citizen requests during the test) 94 new reports were diverted to and handled by the Expeditor Unit for a total of 32% of all the new DRs issued.

The following is a breakdown of the type of reports handled by the Expeditor Unit during this period:

<u>NEW DRs ISSUED: 94</u>	
459	*Burglary reports =33
488	Petty theft reports =17
601	Runaway or delinquent = 6
487.1	Grand Theft reports =14
240/242	Misdemeanor assault reports = 1

	Officer/Incident Reports	= 6
653m	Lewd or Threatening Phone Calls	= 5
10852	Intentional Damage to Vehicles	= 7
INFO	Information Only reports	= 1
594	Malicious Mischief reports	= 4

**includes residential and commercial*

OTHER REPORTS HANDLED: 53

Supplement Reports	= 27
Miscellaneous Service Reports	= 15
Cancelled Request for Service	= 11

NOTE:

While not counted in the Expeditor statistics, an additional six (6) reports were taken by them from citizens who came to the Police Department to make a report;

- during the preliminary test period, there were 298 reports taken based on citizen calls for service. Of these 298 reports, the Expeditor Unit handled 147 or 49.3% of all reports made as the result of calls for service;
- during the test period, only two of the callers who were diverted to the Expeditor Unit made a "Citizen's Demand Override" insisting that an officer be dispatched to their location;
- the severity of cases handled telephonically by the Expeditor Unit ranged from a major commercial burglary with a safe haul-away to minor malicious damage to a vehicle;
- the most common action taken as an Expeditor response was to complete a telephonic report, either new reports or supplemental information on prior reports;
- of the citizens who were provided original services by the Expeditor Unit during this preliminary test and who responded to a special satisfaction survey, those in favor of the Expeditor system outnumbered those who had objections, by more than 2-to-1.

A post-preliminary test survey was designed to solicit input from field officers (on duty 3 or more days of the test), all dispatchers, and all Expeditors as to their evaluation of the preliminary test. The survey was also used to help measure opinions and attitudes toward the new changes and how the changes may have been perceived as having an effect on their workload.

"Plain-English" dispatching was a major procedural change which met with the most resistance, necessitating minor modifications of the procedure. The format originally designed for "plain-English" dispatching was found to be cumbersome, both to the dispatchers and patrol officers, and the relaying of adequate information to the field was hampered by the format. A new format was designed and tested during a pre-test held in July of 1982. The new format used specific incident descriptors rather than the broad event category descriptions which provided more specific and timely information to the field officers. From the field perspective, time spent on reports and more time directed at what is perceived to be more productive police activities became a strong selling point in line level acceptance of the total DPR program.

As experienced police officers, the Expeditor Unit realized the positive impact of the program on the field operation. They also expressed a feeling of accomplishment and believed they had provided a courteous and professional level of service to the citizens.

Totally new procedures and responsibilities as a result of the preliminary test impacted on the dispatchers most dramatically. All felt that the new procedures made it easier for call classification but more difficult on dispatching procedures, zeroing in on the "plain-English" dispatching. Minor modifications currently being used alleviated call taker/dispatcher anxiety as to "plain-English" dispatching.

The Garden Grove DPR preliminary test experience was extremely beneficial as a phase of preparation for the actual Field Test. The utilization of procedures directed toward the major goals of DPR validated most of those procedures and/or pointed to minor problems where further revision was necessary.

CONCLUSIONS:

- *the value of planning, training, and the development of training aids for the test placed this department in a better position to make the transition to Differential Police Response.*
- *the real-life utilization of procedures directed toward the major goals of Differential Police Response has validated most of the procedures and/or pointed to those areas where further development and clarification was required.*
- *preliminary results related to citizen satisfaction appeared to be very positive; these results were expanded upon and published by Research Management Associates.*
- *the Expeditor Unit and its apparent impact on field activity and resource utilization has demonstrated the significant advantages of this Unit.*

CHAPTER V
IMPLEMENTATION OF DIFFERENTIAL
POLICE RESPONSE

CHAPTER V
IMPLEMENTATION OF THE
DIFFERENTIAL RESPONSE MODEL

Implementation of the Differential Police Response Field Test involved three elements: (1) generating support for the program; (2) training of personnel; and (3) monitoring the activities of Communications personnel and the Expeditor Unit in administering the Differential Police Response system.

The Test Design described the activities required for each element. The *first element* required that departments undertake appropriate activities to facilitate acceptance of the program by personnel within the departments. This involved briefing all command personnel and units within the police department on the scope of the program and the resultant changes in operating procedures.

The *second element* was to provide training to call takers and dispatchers, staff of the Expeditor Unit, and first line supervisors of patrol officers. Dispatchers were to receive training on the evaluation design procedures for assigning the appropriate type of response to calls, and on communication skills to assure that citizens are provided with adequate explanations of the designated response. The training of Expeditor Unit personnel was focused on report writing skills and communications skills. Training first line supervisors of patrol officers was necessary to ensure that they had a clear understanding of the types of calls which were to be handled by field officers under the new procedures.

The first and second elements were completed prior to the implementation of the actual Field Test and are discussed in Chapter III of this Executive Summary.

The *third element* was to implement the Differential Response System. During this period, call takers/dispatchers were required to evaluate each

citizen-initiated call for service in terms of the dimensions of the call classification scheme in order to assign the call to the appropriate classification category and determine the appropriate response.

In July and August of 1982, two months prior to implementation, program activities concentrated on a pre-test of the experimental procedures. During this two-month period, necessary modifications in the call classification scheme, response alternatives, and random assignment procedures was made. Following the pre-test, departments were required to provide supervision and in-service training to ensure that Communications personnel and staff of the Expeditor Unit adhered to the new call classification and response procedures.

The supervisor of the Communications Unit was to periodically monitor call takers' conversations with citizens to ensure that citizens were provided adequate explanations of the response alternatives. In-service training was to be provided to address any problems which might arise. On-going supervision of the Expeditor Unit and in-service training was required to ensure that the staff of the Unit had adequate telephone communications and report writing skills and adequate knowledge of the existing referral agencies' procedures.

The Garden Grove Police Department recognized that the Test Design required the implementation of a wide array of alternative response methods. Only through the careful examination of these response methods could documentation be obtained which will support the transferability of the Differential Response concept to other community law enforcement agencies.

The Garden Grove Police Department's implementation phase started on September 1, 1982, and contained the following factors:

- *Implement Differential Response System.* Ensure that internal support is accomplished through prior training and periodic updates;
- *Manage the test design,* ensuring that accurate data is collected and supervision is sufficient to guarantee that test objectives are met;
- Periodically, *review progress* of the test;
- *Financial review* to ensure proper accountability of NIJ funds.

A. CALL CLASSIFICATION AND CALL INTAKE PROCEDURES

The call classification and call intake procedures during the Field Test were closely monitored by the Project Staff which involved Communications personnel adherence to the new call classification scheme and experimental procedures for assigning response alternatives as indicated by the percentage of calls which received a response which deviated from policy guidelines.

All incoming telephone calls to Communications are answered by dispatchers. As the caller describes the situation the dispatcher determines the correct event category. He/she then moves across the Matrix asking questions which will enable him/her to develop a four-digit classification code. The code is entered into the computer with the location of the incident. The computer displays a prioritized ticket enabling the dispatcher to complete the ticket by asking pre-designed questions. The answers to these questions are typed into the note section of the ticket in the same order as they were received.

Upon completion of the ticket, the priority assigned the ticket tells the dispatcher how the ticket is to be processed. Priorities 93 through 99 are sent to the dispatcher. Priority 92 tickets fall under the Grant criteria of which 50 percent are assigned to field personnel and 50 percent are assigned to the Expeditor Unit.

If the call is to be sent to the field units, the radio dispatcher will dispatch the call in *plain-English*. No codes are utilized in an attempt to summarize the situation to the field officer. The assigned unit and his/her follow-up unit are given the facts obtained by the call taker as the call taker receives answers to the pre-designed questions.

Upon completion of the call, the assigned officer is required to clear the call by giving the dispatcher the Penal Code section or Radio Code section which accurately describes the events which occurred at the scene. It is anticipated that an accurate disposition placed on the ticket will enable police managers to properly deal with crime trends and community problems. It will also provide the evaluation team with data regarding the accuracy of the classification of calls sent to the field units by comparing the classification with the resultant disposition.

During the Field Test, the following calls were classified as Grant

criteria calls. These incidents were diverted to the Expeditor Unit and to the field units:

<u>Event Category</u>	<u>Type of Report</u>
Crimes Against Persons	cold report and no injury or cold report and minor injury
Disturbances	cold reports only
Assistance	cold reports only
Crimes Against Property	cold reports (includes burglary)
Traffic Accidents	cold reports only
Suspicious Circumstances	cold reports only
Public Morals	cold reports only
Miscellaneous Service	cold reports only
Alarms	all alarms handled by mobile response

**cold report:* time of occurrence of incident is more than 15 minutes prior to a request for police service; *and/or* the suspect is not at the scene or in the immediate area; *and/or* rapid response by a mobile police unit would not aid in the apprehension of the suspect or in securing evidence at the scene.

The Garden Grove Police Department has been faced with an increase in the number of reported gas thefts from filling stations and convenience stores—petty theft. These crimes have been classified as "just occurred" and "in-progress". Calls of this type will not, generally speaking, demand an immediate response. It is anticipated that all of the above listed incidents will continue to be handled by the Expeditor Unit once the Field Test is completed.

B. RANDOMIZATION PROCESS

The randomization process involves the random assignment of non-critical calls for service to traditional and new response alternatives in order to determine the effect of the program on police practices and citizen satisfaction.

All calls for service which are classified into categories which require an *immediate response* are referred to the dispatcher. The remaining non-critical calls for service are randomly assigned to receive either the new response alternatives or traditional response alternatives. Calls that are classified as Grant criteria calls are processed by sending 50 percent to field units and 50 percent to the Expeditor Unit. For those calls that are to receive a *delayed response* by the Expeditor Unit, the call taker/dispatcher informs the caller of this alternative response and the expected time of contact by the Expeditor Unit. For those calls which are *delayed mobile response*, the call taker/dispatcher informs the citizen of this response and the expected time of arrival of the field unit and refers the call to the dispatcher, who then dispatches a field unit within the designated time frame.

Calls classified into categories which are eligible for *non-mobile response* will receive either the appropriate non-mobile response option or the department's traditional response. For those calls which are handled by the non-mobile response options, the call taker informs the citizen of the appropriate procedures, and where, appropriate diverts the call to the Expeditor Unit. For those calls which will receive the traditional response, the call taker/dispatcher informs the citizen of the designated response and refers the call to the radio dispatcher.

It was anticipated that citizens might refuse to receive the response alternative designated under the call classification system. In these cases, the call taker/dispatcher provides the response alternative requested by the citizen, either an immediate or delayed response, by utilizing the "override" section on the Matrix.

The Garden Grove Police Department Project Staff developed a system for randomization of calls during the Field Test so that 50 percent of the Grant criteria calls would be handled by the field units and 50 percent of the Grant criteria calls would be handled by the Expeditor Unit. The system included a check off list of non-critical calls coming in to each of the call takers.

This system proved to be unsatisfactory in that it placed the burden on the call taker/dispatcher to make the decisions as to which calls should be assigned to the Expeditor Unit. This randomization process was cumbersome and considered to be not accurate enough for comparison and evaluation purposes.

With the assistance of Research Management Associates, procedures for implementing a new random assignment of calls was designed. We contacted Community Technology requesting that they develop a programming change for our Computer-Assist Dispatch system which would allow us to automatically randomize calls through the use of the computer.

Community Technology designed a program with the capability of having every incident pass through a selection process which automatically diverts a pre-selected percent of the calls to the field or to the Expeditor Unit. This system allows us to select all, fifty percent, or no calls to be diverted in this manner.

With the utilization of the new call classification system and the randomization process an average month's activity revealed that almost 50 percent of the calls are handled by a delayed mobile response. Over 60 percent of the calls are handled in a response mode other than an immediate response.

*Calls for Service by Response Mode
December 1982*

<u>Type Response</u>	<u>%</u>
Immediate-Injury	5.8%
Immediate-Crimes Against Persons	5.2%
Immediate-Crimes Against Property	25.2%
Delayed Mobile	44.9%
Non-Mobile	18.7%

(Figure 8)

C. EXPEDITOR UNIT

The Expeditor Unit handles the calls for service which have been screened by the call takers/dispatchers as appropriate for their Unit. At a minimum, this includes telephone reports and referrals which cannot be processed by the call taker. Depending upon departmental procedures for each incident, the Unit also handles calls eligible for mail-in reporting, walk-in traffic for reporting purposes, and appointment scheduling, generally a delayed non-mobile response.

The Expeditor Unit is staffed by two experienced police officers who man the Unit Monday through Friday, between the hours of 0800 and 2230. Calls for service received during the remaining night time hours when the Expeditor Unit is not on duty, are placed in the computer and held until an Expeditor returns to duty on the following day.

At the beginning of the Field Test, the Expeditor Unit was also staffed from 0800 hours to 2230 hours on Saturday and Sunday, however the low volume of calls during those time periods caused us to reconsider our manpower staffing as personnel from the field were utilized on the week-ends. To prevent "stripping" the field of much-needed personnel, the Expeditor Unit hours on the week-ends were reduced to three hours in the morning and three hours in the early evening. The Expeditor Unit is now staffed on the week-ends as follows:

Saturday	1000-1300 hours
	1900-2200 hours
Sunday	0900-1200 hours
	1700-2000 hours

These hours were selected after studying the volume of calls and determining that the greatest volume was received during the above hours. Grant criteria reports taken on Saturday and Sunday are normally call back by appointment type response.

A procedure was also developed whereby Crime Scene Investigators (CSI) became involved as a part of the alternative response system. When a Grant criteria call is handled by the Expeditor but requires scene processing, the Crime Scene Investigator is contacted and provided with the victim information. CSI then contacts the victim and sets up an appointment for scene processing.

CSI is provided jackets that clearly label them as police officers. This is done to instill in the victim that he/she is dealing with a sworn officer. If CSI is made aware of additional information he will complete a Supplemental Report of the incident. If the victim is still gathering information about their incident, the victim is given the Supplemental Report form and instructed to send it to the Expeditor Unit upon completion.

During the times that the Expeditor Unit is not staffed, and a Grant criteria call is received, the call is held in the computer for the Expeditor Unit and CSI is dispatched for scene processing in specified burglary and grand theft cases and on all commercial burglaries.

In the on-going effort to involve department personnel in the Field Test, we continued throughout the Field Test to train patrol officers in the duties and responsibilities of the Expeditor Unit. The officers are selected by their respective Team Commanders and are utilized for the week-end hours of the Expeditor Unit and when one of the permanent Expeditor personnel is unable to report for duty.

The patrol officers selected for the Expeditor Unit rotate every six to eight weeks as we currently have 32 officers trained to staff the Unit. This rotation has been extremely beneficial to both the officer and the department as the officer does not experience a "burn out" phase which results in a higher productivity level from the officer.

Those officers selected as Expeditors have expressed a liking for the Unit and have voiced few complaints while staffing the Unit. The Unit has been of benefit to these officers in that they have an opportunity to work with the Communications personnel and "see the other side of the coin". A desired result would be that patrol officers and Communications personnel would develop a stronger working relationship as a result of the Grant project.

As a direct result of the project, we have made significant improvements in the area of environment and training in Communications:

- a *lead dispatcher position* was developed to provide supervision of co-workers, work with Watch Commanders to ensure proper functioning of the Communications center, and act a training coach. Salary increase—5%; uniforms are different;

- developed a *Communications Procedural Manual*;
- developed a *Communications Training Manual* which commits the department to a formal, structured training program;
- *out to bid* on installation of a 4'x8' exterior bulletproof window for Communications room;
- *added environmental items* such as pictures, air filters, increased cleaning by maintenance crews;
- *in-progress work* on installation of indirect lighting to reduce glare on CAD screens and improve overall lighting conditions;
- *developed formal training schedule*—currently meeting monthly to discuss Grant procedures and other pertinent issues.

D. COMMUNICATIONS TRAINING MANUAL

One of the Garden Grove Police Department's major goals during the Differential Police Response Field Test was to design and utilize a Communications Training Manual for new employees. This Manual would commit us to a formal training program for all new Communications Division employees and would provide standardization of the training procedures. The Manual was designed and developed by Lt. Donald Antoine, Communications Manager, Garden Grove Police Department. The Training Manual model was the Field Training Officers Training Manual currently used to train and evaluate probationary patrol officers.

"In an era of rapid technological advancement in Communications equipment coupled with an ever present need for a mature professional staff of public safety dispatchers who must possess both technical skills and the innate abilities required to cope effectively with a broad range of emergency radio and telephone traffic, it is fundamental that a solid training foundation be implemented.

In many organizations, the new employee proba-

tionary period amounts to little more than the passage of time and a satisfactory social adjustment. The responsibilities associated with emergency services dispatching dictate that the probationary period be utilized to the fullest in order to provide valid job-related training and objective evaluations based on the real-world expectations and articulated standards demanded of the dispatcher position. The Garden Grove Police Department Dispatcher Training Guide has been developed with this concept in mind."

.....Lt. Donald Antoine

The Communications Training Guide was designed to ensure valid comprehensive training as well as an objective evaluation of new Police Dispatchers by formalizing and standardizing procedures and processes directed toward maximizing employee development during the probationary period.

The goals of the Probationary Dispatcher Training Program include:

- *to provide a standardized training package for all new probationary police dispatchers;*
- *to provide necessary guidelines and a uniform methodology of training new personnel for those dispatchers selected as trainers;*
- *to establish and define the role and responsibilities of the trainer and trainee;*
- *to establish and define the role and responsibilities of the Communications Sergeant in relation to the Dispatcher Training Program;*
- *to establish a job-related evaluation process to objectively measure the progress of probationary police dispatchers which will effectively keep the probationary dispatcher apprised of his/her progress and reinforce expected standards of performance.*

The weekly observation report completed by the dispatcher/trainer at the end of each work week provides the essential documentation to ensure that relative progress is being made by the probationary dispatcher.

Acceptability or non-acceptability by Dispatcher Program standards is

evaluated on the basis of observed behavior and demonstrated skills necessary to satisfactorily perform the duties and functions of a novice on-duty dispatcher acting in the capacity as call taker and/or radio dispatcher within the City of Garden Grove.

In that the dispatcher is also subject to periodic evaluation, a high standard of professional and personal conduct is expected in the trainer-trainee relationship. The dispatcher/trainer should also possess and recognize the need to possess a degree of pride and idealism related to his/her work. The trainer must subscribe to the ethic that the image of police Communications and its future effectiveness is substantially dictated by the quality of personnel who are selected to staff this vital position—personnel whom they will have responsibility to train and whom they will recommend for permanent status.

Prior to completion of the Training Guide, two new full-time dispatchers were hired to fill existing vacancies in Communications. The evaluation forms designed for the Dispatcher Training Program are currently being utilized for the two new probationary dispatchers. The entire program is in effect for new part-time probationary dispatchers.

E. IMPLEMENTATION PHASE STATISTICS

During the first six months of the eight-month implementation phase, the Expeditor Unit handled 2,555 calls taking 2,325 formal Crime Reports. The Expeditor Unit, while in effect during the Field Test period, handled 18% of the new Crime Reports for the Department. It is anticipated that with the completion of the implementation period, and the establishment of the Expeditor Unit handling 100% of the non-critical calls for service, the percentage should approach 40% of all new Crime Reports being handled by the Expeditor Unit.

The statistics listed below are Expeditor Unit Reports by Category:

	Number of Reports	Percentage of Total
1. Crimes Against Persons	99	4.3%
2. Disturbance Reports	77	3.3%
3. Assistance Reports	108	4.7%
4. Crimes Against Property/Theft	1324	56.9%
Crimes Against Property/Burglary	536	23.1%
5. Traffic Collision Reports	137	5.9%
6. Suspicious Circumstances Reports	13	.6%
7. Public Morals (Lewd Conduct)	8	.3%

(Figure 9)

Simple assaults comprise the majority of Crimes Against Persons, although cold reports including such crimes as purse snatch and strong-arm robbery were also diverted when there was a significant time delay by the victim before reporting the incident.

Traffic collision reports were virtually all walk-in reports in which a driver involved was instructed to report his traffic accident to the Police Department. Included in this total are hit-and-run accidents involving minor damage in which the victim could drive his/her vehicle to the police department or relate circumstances over the telephone and the Expeditor determined that a mobile response by a field officer was not necessary.

During the implementation period, Police Cadets were used to supplement police officers assigned to the Expeditor Unit. Police Cadets are non-sworn, part-time employees who work for the police department while attending college. The Police Cadets handled 26% of the total number of reports referred to the Expeditor Unit.

The statistics listed below demonstrate that the majority of diverted calls were handled over the telephone. Mail-in reports accounted for only a small percentage of the total calls for service and as previously stated, officers dislike utilizing this alternative method of response.

*Expeditor Unit Reports
by Response Mode*

Telephonic Reports	72% *
Walk-In Reports	24% *
Mail-In Reports	4% *

*includes reports scheduled by appointment

Theft, burglary, and assaults comprised the majority of the diverted calls. Initially, the Department felt that failure to respond to the scene of crimes, especially residential and commercial burglaries, would result in a decrease in clearance rates. The statistics listed below indicate that clearance rates increased in all areas except theft, where it remained the same.

	Sept. 1981- Feb. 1982	Sept. 1982- Feb. 1983
Assault	61%	90%
Burglary	12%	18%
Theft	17%	17%

Another important area of interest to the Department and the Project Staff was the field officers' response to the amount of free time they experienced during the implementation phase as a result of non-critical calls being diverted to the Expeditor Unit. Statistics were gathered that compared Arrest Reports and Crime Reports taken during the implementation phase with the same types of Reports taken during the same period one year previous.

Patrol Activity
Statistics

Activity	Sept. 1981- Feb. 1982	Sept. 1982- Feb. 1983	% Change
Calls Dispatched (citizen-initiated calls for service)	27,397	21,901	-20%
Non-Arrest Reports Taken/ Dispatched (citizen-initiated calls dispatched to patrol, resulting in a Crime Report with no arrest)	9,655	6,496	-33%
Non-Arrest Reports Taken/ Field Initiated (incidents discovered by police officers resulting in a Crime Report with no arrest)	731	907	+19%
Arrest Reports Taken/ Dispatched (citizen-initiated calls for service that resulted in at least one person arrested)	988	1,038	+ 5%
Arrest Reports Taken/Field Initiated (incidents discovered by police officers that resulted in at least one person arrested)	556	928	+40%
Field Interview Cards	3,041	3,560	+15%

(Figure 10)

The statistics indicate that field officers have utilized their free time to increase self-initiated, non-dispatch productivity. The following statistics compare the number of persons arrested for Part I Crimes by type during the Field Test period with the same period one year previously:

	Sept. 1981- Feb. 1982	Sept. 1982- Feb. 1983
Homicide	4	2
Rape	13	10
Robbery	53	50
Burglary	159	185
Vehicle Burglary	20	16
Grand Theft	50	37
Petty Theft	269	232
Vehicle Theft	18	27

The total number of persons arrested for Part I Crimes decreased 2% during the Field Test period, however the number of persons arrested for burglary increased 7.5% during the Field Test period. Robbery arrests showed no significant change.

A review of the statistical information compiled during the six-month period of the implementation phase indicates that a significant number of reports can be diverted from the field without adversely affecting the efficiency of the Department. There is some indication that as a result of calls being diverted, patrol activity has statistically increased (arrests, field interviews, and patrol-initiated Crime Reports) and departmental clearance rates have not declined.

F. PROBLEMS AND ISSUES WITH IMPLEMENTATION

One of the major problems emerging during the first month of the Field Test was the uneven dispersal of dispatched calls versus Expeditor Unit calls. Several

reasons were brought to light: (1) the Expeditor Unit handled all walk-in traffic for reporting purposes which caused the Unit to receive more reports than the field units; (2) some of the call takers when receiving a call for service would contact the Expeditor directly rather than place the call for service in the computer, thus bypassing the automatic randomization process; (3) all Supplemental Reports were being handled by the Expeditor Unit and counted as Grant criteria incidents; and (4) when an error was made on the ticket and the call taker corrected the error and passed the ticket, the ticket was automatically returned to the dispatch field even though it may have been destined for the Expeditor Unit.

The *first* problem of the walk-in reports remained somewhat the same as the Expeditor Unit handled all walk-in traffic for reporting purposes only. Cadets were assigned to the front desk to handle all other walk-in traffic and some reporting.

The *second* issue with regard to the call takers bypassing the randomization process was resolved by retraining of all Communications personnel and instructions that the call takers were to originate each ticket and have the computer determine which calls should be diverted to the field or to the Expeditor Unit.

Supplemental Reports became the *third* issue inasmuch as they were counted in the final tally of the Expeditor Unit activity and were considered to be Grant criteria calls. By doing this, the randomization results were inaccurate giving far more calls to the Expeditor Unit than to the field. To resolve this issue, a new four-digit code for each category was developed to designate if the report was a Supplemental Report. By removing these reports from the field, we were able to achieve the goal of 50 percent to the field units and 50 percent to the Expeditor Unit.

The *fourth* identifiable problem with the randomization process was more difficult to correct as the human element came into play. Errors will be made by call takers which will cause the system to place more calls into the dispatch field than the Expeditor field. However, with some additional training and emphasis on more accurate classifications the majority of the problem was resolved and it occurred less frequently as the test progressed.

One unique problem arose during the first few weeks of the Field Test and for lack of a better description, one we chose to call a "reverse override". There were many citizens who demanded that a report be taken over the telephone, without any prompting from the call taker that this was an alternative to an officer responding to take their report. The Project Staff made a policy decision that a telephonic report would be taken if the citizen *demand*ed one, the citizen *lived out of the city* and it was not practical to send a unit to another city, or if a *significant amount of time had elapsed* between the occurrence and the reporting of the incident and the report was for insurance or information only.

The mail-out reports did not produce the anticipated results as Expeditor Unit officers preferred to handwrite the reports rather than spend the time in filling out the department's portion of the report and mailing the citizen the report form. An analysis of the "Citizen's Report of Property Crime" report statistics revealed that fewer than 50 percent of the reports were being returned by the citizens. With this in mind, a follow-up letter was designed and sent to each citizen who failed to return their report. The citizen was requested to complete the form and return it to the department as soon as possible.

The citizen was reminded that if the form was not submitted to the department, there was no formal record of their incident and their incident was not included in our monthly statistics, which are utilized to assist in determining an overall evaluation of the crime pattern in the City of Garden Grove. After the letter was sent out, a few of the delinquent reports were submitted, however, not enough to make a distinguishable difference in the statistics.

We are unsure at this point whether the "Citizen's Report of Property Crime" report is an effective alternative response. Further analysis will be conducted to determine if the form will be continued to be utilized for non-critical calls for service.

As in any study, there is one major consideration to be recognized: that of the *Human Element*. Particularly in the area of police service, the human element is more prevalent as those involved are committed to providing service to those citizens who depend on the police department for assistance.

The increase in the number of grant criteria reports sent to the field during the week-end was determined to be, in part, due to Communications personnel abusing the "citizen demand" portion of the Matrix. Personnel had also developed other means of bypassing the computer program which automatically randomized the Grant criteria calls. Although a problem clearly evident on the week-end, it also occurred with some frequency during the week when the Expeditor Unit was fully staffed.

A meeting was held with all Communications personnel in an attempt to analyze the problem and arrive at solutions to be more effective and efficient during the Field Test. The following reasons were given for bypassing the randomization system:

- *Empathy for the victim.* Employees described situations which they personally felt that the victim should have a police officer respond even though there clearly was no reason to send one.
- *Confusion as to matching responses with call classification.*

Prior to the Grant project, great emphasis had been placed on responding to the service needs of the citizens and the community. Some employees were unable to change their attitudes and subjectivity and permit themselves to step in line with the new call classifications and response alternatives. Comments were made such as "If this were my mother, I would want a police officer sent", "I could just picture the victim with her house ransacked, upset, and felt that a police officer should respond", and "How could I tell the victim that an officer would take her report over the telephone in approximately eight hours. She was so upset."

We hoped to eliminate this problem by monthly training sessions where employees were allowed to bring up unique situations to be discussed by the group. As long as there are people involved in making decisions about how to respond to calls, departments will always have the problem of the *Human Element*.

CONCLUSION:

Major credit as to the success of the Differential Police Response Field Test must be given to the men and women of the Garden Grove Police Department who have accepted the challenge of change and contributed their time and talents to this project.

We are encouraged by the initial results of Differential Police Response and stand ready to share in the mutual exchange of information with interested departments as we move toward full-scale adoption of the Differential Police Response Model.

Garden Grove Police Department's DPR Model is an example of DPR which had been highly successful. Other departments may use a similar system, parts of the system, or may seek additional objectives which another form of DPR may provide. Advance consideration of different options and their budgetary implications may permit a police manager to try a form of DPR for specific political and organizational problems of his/her agency.

In April 1983, the Garden Grove Police Department completes the eight-month implementation phase of Differential Police Response and our formal obligation to the National Institute of Justice and the Project will be concluded.

However, our commitment to Differential Police Response will continue as we wait for the other two test sites to complete their Field Tests. We realized that we have a period of approximately four months available to us for further study and evaluation, as from a statistical standpoint, Research Management Associates indicated that enough data had been collected to determine the validity of the Field Test.

During the last few years, several exciting and innovative field tests have been conducted under the sponsorship of the National Institute of Justice encompassing, individually in most cases, Directed Patrol, Split-Force Patrol, and Crime Analysis. After consulting with RMA Staff and the National Institute of Justice, we have decided to combine all of the aforementioned tests, along with Differential Police Response for a four-month test period beginning May 1, 1983 and ending August 31, 1983. This test will be monitored by RMA and the planned program design is presented in Chapter VI of this Executive Summary.

CHAPTER VI
POST-IMPLEMENTATION
DIFFERENTIAL POLICE RESPONSE

CHAPTER VI
POST-IMPLEMENTATION
PHASE

The Garden Grove Police Department has completed an eight-month Implementation phase of the Differential Police Response to Citizen-initiated Calls for Service Field Test. Although a complete analysis of the Field Test is not yet available, initial findings indicate that 38 percent of all reports are capable of being diverted from patrol response *without* loss of citizen satisfaction. The diversion of non-critical calls for service will result in priority treatment for those calls requiring immediate police response. Additionally, field patrol units will have a reduced workload resulting in substantial amounts of free time for, what for many years has been called, *Random Patrol*.

Previous Field Tests conducted in Kansas City (1974), indicated that their Random Patrol was an ineffective use of patrol time. In response to this, some departments have created Crime Analysis Units and adopted various types of Directed Patrol schemes in an attempt to make the efforts of patrol officers more efficient, responsive, and effective.

As early as the mid-1960's, Bernard L. Garmire, then Chief of Police of Tucson, Arizona, began looking at utilizing *Split-Force Patrol* within the Police Department. Before he had an opportunity to implement this concept, Chief Garmire left the department. He has written extensively on the subject in the book, The Police and the Community, published in 1972.

The Wilmington, Delaware, Police Department field tested a Split-Force concept of Directed Patrol in 1975. The Split-Force concept is based on the recognition that the patrol division of a police department is primarily responsible for two of the four major police functions, namely the call-

for-service response and crime prevention functions.

It is then hypothesized that the two patrol functions could be carried out more effectively if each were assigned to a separate patrol force. Thus, the splitting of the patrol force into two groups allows each group to concentrate on a single patrol function. The Split-Force patrol concept is, in essence, an approach in patrol specialization.

Wilmington's Split-Force structured patrol program was more than just a directed force. The structured force became both a functional and a professional bridge between the response-oriented patrol force and the investigation-oriented detective force.

Wilmington Chief of Police Manelski wrote, "The Split-Force experiment has significantly increased the efficiency of the Wilmington's patrol force without any adverse impact on its effectiveness". An analysis of the Wilmington Police Department's Split-Force, Directed Patrol field test indicates that the benefits achieved during the field test exceeded those achieved in other police agencies implementing other types of Directed Patrol efforts.

In the development of this portion of the Differential Police Response Field Test, the Garden Grove Police Department recognized the fact that Directed Patrol did not adequately describe our organizational efforts at improving patrol productivity. Therefore, we have adopted the terminology of *Priority Patrol*, which is a concept of patrol management rather than an activity.

In mid-1981, each team area within the Police Department developed a Priority Patrol effort. The efforts, although at times successful, were severely limited by reduction in personnel, the failure to collect and distribute useful Crime Analysis data on a timely basis, and the inability to capture blocks of patrol time which would allow officers to impact on directed crime problems. This inability to capture blocks of patrol time was a result of the large number of citizen requests for police service.

The knowledge gained from implementing the Differential Police Response concept has enabled the Garden Grove Police Department, with cooperation from Research Management Associates, to design a Field Test that will:

- Compare the effectiveness of Split-Force, Priority Patrol and DPR with Random Patrol and DPR.

This portion of the Differential Police Response Field Test will be referred to as the *Post-Implementation Phase*.

On May 1, 1983, police Team areas I and III will institute a Split-Force, Priority Patrol scheme. The two teams currently represent 50 percent of the crime incidents in the City of Garden Grove. The remaining Team area, Team II, will perform Random Patrol. All three teams will benefit from diversion of non-critical calls for service. The implementation phase of the Post-Implementation period will be conducted from May 1, 1983 through August 31, 1983, with the program evaluation being completed November 30, 1983.

Priority Patrol requires a major restructuring of our current police service delivery systems. It causes some alteration in our highly successful Team Policing format and will integrate all operations of the Police Department toward specific goals and objectives.

The goals of *Priority Patrol*, during the Field Test, are:

1. To supply to the field personnel, the names physical descriptions, and other pertinent information on the people who are known to be engaged in criminal activity.
2. More effective utilization of man-hours through management control and direction of available patrol time.
3. Provide better correlation between identifiable crime problems or problem districts, priorities of the organization, and use of available patrol time.
4. To integrate all departmental operations in maximizing the effectiveness and efficiency of patrol operations.

The Garden Grove Police Department has specified seven objectives in support of the goals. These objectives include:

- replacing Random Patrol with field service activities directed toward specific crime and service-oriented problems;

- *developing a program* to enable patrol officers to perform pre-planned crime, traffic, or community service-related activities during periods when they are not specifically assigned to responding to calls for service or related functions;
- *developing a system* that will free up large blocks of available patrol time and resources;
- *developing a Crime Analysis Unit* that is fully integrated within departmental functions, ensuring utilization of the generated data;
- *increasing the ability* of patrol management to control the activities of the patrol force to assure that they are directing their resources toward the attainment of legitimate short and long-range Police Department objectives;
- *increasing the rationality* of the decision-making process of the patrol force through the development and utilization of analytical and quantitative data to support both long and short-term tactical deployment of patrol resources;
- *increasing the productivity of the patrol force* through the initiation of a program of directed activity that deploys patrol officers to those places and at those times where their chances of taking effective action against identified problems are the greatest.

Priority Patrol will require the following organization changes: (1) *Civilianization of field report writing*—Police Cadets currently assist the Expeditor Unit and have been responsible for writing 26 percent of the reports. During the Field Test, the use of Police Cadet report writers will be expanded to include mobile field response. These responses will be for traffic collisions, found property, parking citations, and crime reports—situations not requiring immediate follow-up or having reduced potential for suspect apprehension. The Expeditor Unit and Police Cadet Field Report Writing Units will be able to handle an estimated 60 percent of the reports previously assigned to sworn field officers.

(2) *Developing a Crime Analysis Unit*—The Crime Analysis Unit will be

comprised of both sworn and non-sworn police personnel. Utilizing data from the Computer-Assist Dispatch System and other computer programs, the Unit will provide Team I and Team III Sergeants with information which will allow for more meaningful Priority Patrol assignments.

The Garden Grove Police Department currently utilizes the following computer programs:

- *Alpha Program*: contains names of persons and businesses involved in a police report of any type.
- *Arrest File*: contains names of all persons arrested by the Police Department for any crime. Information from the arrest program "falls" into the Alpha Program.
- *Pawn Slip Program*: California law requires that all pawn slips and certain second-hand stores complete a state approved form when dealing with customers. This form contains a description of the property, name, description of the customer, and his home address. The shop must send copies of this form to the police jurisdiction where the business is located *and* to the police department where the customer lives.

When a pawn form is received at our police department, all information on the form is entered into the Pawn Slip File. Periodically, a print-out is provided to Detectives listing by name, individuals who have pawned articles and a specific description of the articles pawned.

When a Detective recognizes a subject known to be a drug abuser or an active burglary/theft suspect, the detective queries the computer file containing reported stolen property.

If a similar item is found, the victim is contacted and an attempt is made to identify the property as stolen. The Pawn Program has resulted in frequent recovery of stolen property and prosecution of individuals for possession of stolen property.

- *Event Program:* captures Method of Operation indicators, stolen property by type, and miscellaneous information such as time of occurrence, type structure, and type of commercial or residential area.
- *Field Interview Program:* information obtained by officers to complete the field interview cards is entered into this file. Data can be obtained by referencing any one of the information fields. This program has a Prior History File which contains information on individuals who are known drug abusers, repeat robbery suspects, and theft suspects. Information in this file comes from a wide variety of sources, including Detectives, patrol officers, and other jurisdictions.

Realizing the importance of providing Crime Analysis personnel with current updated information, the Post-Implementation Phase of the Field Test will require that a separate data processing group be given responsibility for all input. The goal is for reduced errors and 24-hour, or less, turn-around time on the entry of information. Currently, the data entry responsibility rests with the Records Division. This had resulted in a turn-around time of 72-hours due to various other responsibilities of this Division.

The Crime Analysis Unit, utilizing computerized information will identify individuals and groups involved in criminal misconduct, chart crime trends, traffic problems, and in general, provide Team I and Team III supervisors with

information that will allow for deployment of patrol officers to those places and at those times where their chances of taking effective action against identified problems are the greatest.

Selected Detectives will be assigned on a part-time basis to the Crime Analysis Unit. Detectives will assist patrol operations periodically in non-traditional functions such as manning line beats, target hardening projects, and high visibility police response in a specific area.

The Youth Services Unit (sworn officers) will continue to perform their duties which include handling law enforcement problems in their assigned schools. Teams I and III will continue to expand the program whereby the Youth Services Investigators randomly select one school day a week to patrol their assigned school district, locating truants and returning them to the schools for appropriate action. The Youth Services Unit will be available for special patrol assignments as are the Detectives.

The Police Reserves' role will be expanded in Teams I and III to include specific functions or activities previously handled by field officers. These include, but are not limited to, transportation of arrestees to the County Jail; working with a field officer to provide a two-man unit; and assisting on stakeouts.

ANALYSIS OF THE POST-IMPLEMENTATION PHASE

Although the data collection requirements of Research Management Associates have not been finalized at this time, it is anticipated that information concerning patrol effectiveness, citizen satisfaction, and patrol officer satisfaction will be measured.

Comparisons between the test group and the control group should reveal useful information which will be made available to those organizations considering the implementation of Differential Police Response and/ or Directed (Priority) Patrol concepts.