A Guide for Newly Appointed Police Leaders

Police Chiefs
Desk Reference
Second Edition

A product of the
Smaller Police Department Technical Assistance Program
New Police Chief Mentoring Project

BJA **Bureau of Justice Assistance**

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LEADERSHIP AND MANAGEMENT

P R E F A C E :   L E A D E R S H I P   A N D   M A N A G E M E N T

Establishing strong leadership early in a new chief's administration is integral to a smooth transition and a healthy tenure.

This chapter contains extensive resources to help new chiefs prepare themselves and their departments for this transition. The order in which the topics are featured in this chapter is intended to address a new chief's most pressing and immediate issues first. However, each component of this chapter is essential to the success of new chiefs as they build their leadership and management skills.

Included in this chapter is advice from chiefs on how to be successful in your new position as well as major pitfalls to avoid. Also included is information from IACP's leadership training program and several Best Practices Guides.

Most importantly, this chapter concludes with information about ethics in policing; the foundation upon which a successful law enforcement agency is built.

Being appointed or elected as the executive of a law enforcement agency is a significant accomplishment. The first day on the job can be a challenging mix of emotions and activities that can quickly feel overwhelming. New executives are eager to establish themselves as strong and fair leaders, but it's important to remember that the first impression you make with your agency, governing body, and community can be long-lasting.

Experienced executives from smaller agencies have contributed the following tips for new executives to consider on their first day, week, month, six months, and year. This list of tips is not meant to be exhaustive, but rather a helpful starting point; keep in mind that every community and agency is unique. These tips are geared toward a new executive from outside of the agency, but many are applicable to internal hires.

First Day

Get settled in your office, but don't spend too much time there the first day. Walk around and meet with as many of your employees as possible. Attend roll calls and let them talk with you and ask you questions.

Ask questions about people and their duties that can help you remember something about them and their contribution to the organization. Take note of what works well and what needs improvement as you go.

Try to avoid talking about how things used to work in your previous agency. Remember, this is a fresh start for you and your new agency.

If you can help it, don't jump on any issues the first day, especially personnel issues. You need to take time to assess the environment.

Arrange for someone (like the mayor, town council, or county administrator, as appropriate) to organize a gathering of city officials and other department heads for an official introduction.

Look through the agency's policy and procedure manual to learn more about the organization. Start thinking about whether you will need to develop a committee to update the manual in the next few months.

If you are a new executive who has come from within your agency, on your first day you should also be mindful of the following:

Your staff already have an impression of you, so it's all the more important that you start to establish your style and expectations as the executive. Have discussions with your employees that offer an opportunity for two-way conversation regarding what this transition will mean for you and for them. Your role is very different now and it can be difficult to transition from a peer position to an executive position.

First Week

The first week for a new executive can be exhausting; it's easy to feel like you have more to accomplish than there are hours in a day. It's important to pace yourself and work on prioritizing which issues will get your attention; time management and delegation are skills you will need to start practicing.

Meet with your boss and get a list of items he/she would like to see addressed; build your understanding of what they see as priorities.

Begin to formulate your own observations about priorities for the agency and develop an internal survey to deliver to your staff (see below for additional resources). The simple exercise of delivering this tool will demonstrate your desire to tap into what they know as well as your value of their opinion.

Reach out to colleagues and stakeholders and get to know who the powerbrokers are. Begin building those relationships and ensure that they know you are a team player.
Hold a facilitated meeting giving the staff an opportunity to express what they know about the new chief, what they don't know, and what they want to know.
You have an opportunity to begin to set the standard for performance and behavior. Use your interpersonal skills, be professional, and set the tone for how you expect the organization to communicate and behave.

Start thinking about whether or not you want or need to restructure your command staff. Develop a plan and review it with the political leadership to build their support.

Outside groups will want your time and commitment to get involved. Resist joining any groups for at least a month; you should, however, start attending their meetings. Eventually, this will be an important connection to make with the community, but you want to start by focusing on internal relationships.

Identify a fellow executive who can serve as your mentor and confidant. Over time this individual (or network of individuals) will be invaluable in the guidance and support they can offer. Consider other ways to connect with executives and resources, including through membership in regional, state, and national/international chiefs and sheriffs associations.

If you are a new executive who has come from within your agency, in your first week you should also be mindful of the following:

Remember, the most challenging area of management is the employees. Your staff know you; good, bad, or indifferent. Be sure to meet with all shifts, reassuring them that things will either remain the same or improve.

First Month

After the first month as an executive of a law enforcement agency, you will be developing more confidence and familiarity with your agency, governing body, and community, and they are becoming more familiar with you. As you continue to develop and establish your leadership style, remember to strive for a balance of identifying and addressing the concerns of all of your stakeholders.

At this point, you should have a solid list of goals you want to address, through your meetings with your boss and your staff, as well as your personal observations.

Start/continue attending civic association meetings to get a better sense of how the community perceives the agency. Ask questions about service and trust of the police department. Consider partnering with a local college or university to conduct a community safety survey (see below for additional resources). Also start considering whether you want to join any of these groups or volunteer to sit on their board.

Demonstrate your approachability to your employees and the community. Spend time out on patrol, including with the midnight shift. Set up "meet the chief" meetings and consider an agency open house to let community members come in and visit.

Start regularly attending town/city/county council meetings. Be prepared to answer questions about agency resources as well as community safety. If you don't know the answer to one of their questions, tell them you'll find out and follow up with them promptly.

Deliver on as many of the "easy" changes that you see within the agency as you can. However, if you're making changes, even "easy" ones, make sure you formally communicate those changes to everyone in the agency. This will demonstrate your commitment to addressing your staff's concerns.

Address issues that come across your desk with the individual who has responsibility for the issue so that you can observe the way they use judgment, problem solve, and make decisions. Begin mentoring your employees.

Continue one-on-one meetings with employees, begin regular staff meetings, begin setting set up systems and expectations, and continue prioritization of issues and policy review, especially of high liability areas.

If you are a new executive who has come from within your agency, in your first month you should also be mindful of the following:

You may be ahead of the game when it comes to the list of issues you want to address; you've probably been making the list of things you would want to change or do differently for the past several years. Write them down and create a conservative time line for completion.

Implement a plan to internally and externally assess the department. You will probably find issues aside from the ones you are concerned about that need to be addressed. Once you have an assessment plan in place, communicate your strategy to everyone in the agency and the community.

Make sure to take appropriate time to meet with political bodies, community groups, and schools; they may know you already, but you're in a new role now and they will need to meet the new executive. Build a community base demonstrating your approachability that fosters confidence in you and your style of being the executive.

Sixth Month

The first six months with your agency have probably been spent gathering information and assessing the organization, as well as building political capital. You may now be at the point to enact some significant changes in your agency.

By now you should have an idea of where the political landmines are and know enough to avoid them, work around them, or if critical, at least how much political capital will need to be used to compensate for what you are about to do (see below)

Development of strategies, goals, vision, mission, and values should be in progress; engage a cross-section of the organization and community stakeholders.

Look at implementing a strategic planning process if one has not been done (see below). This will help you involve the community and the department in setting policing priorities for the coming years.

Establish a committee or assign an individual to review (or continue reviewing) the entire policy manual, focusing on those high risk/high liability areas.

Continue your assessment of the professional capacity of the department, including what training may be necessary. Consider holding a management retreat with staff to articulate your vision and expectations for each of them.

Compile all agency statistical data - this is critical. Knowing what crime is happening in your community, where, and when is vital to effective deployment strategies

First Year

After one year as the executive in an agency, you have probably experienced a variety of challenges and successes in implementing your vision. This entire year is one of opportunity. This is a good time to re-evaluate your goals and progress toward those goals. Also, take time to recommit to the enthusiasm you had on your first day.

Listen, listen, listen. Although you may establish the general direction of the department there is a lot of information available to help you get there by listening to other perspectives. Your responsibility to listen to the concerns of staff, the governing body, and the community will last throughout your career.

Assessment of command staff members should be complete; following policy, get the right people in the right seats on the bus (see below).

Formalize strategic planning (including timeline for implementation), review accomplishments of the year and goals for next year, continue to make personnel changes if necessary, policy revision, and strengthen community relationships. Don't forget to revisit the strategic plan on a regular basis; it won't do you or the agency any good if all it does is take up space on the bookshelf.

Develop and reinforce the desired organizational culture and manage the change created by it. Hold people accountable for doing the right thing for the right reasons. Develop a cohesive team and work together to create a positive organizational climate. Conduct a lot of after action review sessions around tasks, issues, and calls for service.

Celebrate the organization's successes, and challenge the organization to be its best. Recognize, publicly if you can, the successes of individual staff members, which reinforce the behavior and standards you expect.

Common Pitfalls to Avoid

During the leadership transition there are many pitfalls to watch out for. Experienced executives from smaller agencies have contributed the following tips for new executives to consider avoiding throughout their leadership transition. This list of tips is not meant to be exhaustive, but rather a helpful starting point; keep in mind that every community and agency is unique.

- Don't create immediate change, unless there are serious organizational or ethical issues. The organization, as well as the community, needs to get comfortable with you and you need time to understand the organization and community.
- Don't make sweeping changes or make decisions based on input from only a few.
- Don't act like a know it all, come off as arrogant, or condescending. Make sure that you demonstrate a positive and effective management and leadership style to your staff.
- Don't assume you know everything; success requires teamwork and commitment from others. If you lead every conversation and make every decision you will have a group of followers and no leaders to help you move the organization forward.
- Don't jump into solving other people's problems for them.
- Don't over promise or make promises just to be accepted.
- Don't try to make the organization your former organization, if your came from outside.
- Don't criticize the previous administration or personnel.
- Don't play favorites - everyone starts at the same point and earns their reputation. Especially if you're from within the organization, don't hold on to old grudges.
- Don't expect that every idea you implement will be readily accepted. You probably will be met with some resistance.
- Don't start out with an adversarial relationship with the press. Rebuilding this relationship may take years and the media can be a helpful ally.
- Don't take things personally.
- Don't forget to enjoy, appreciate, and share credit for the successes of your agency.

S U C C E S S   F O R   T H E   S M A L L E R   A G E N C Y   C H I E F

By Chief Paul Schultz, Lafayette Police Department, Lafayette, CO

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To successfully navigate the professional and political landscape, new police chiefs require a detailed map, a quality compass, and often a seasoned guide to help them reach their destination—a long, secure tenure as chief. In addition to acquiring sound advice from an experienced police chief mentor, there are a number of key strategies for anchoring the top law enforcement executive's position. Implicit in these principles are certain qualities that the new chief must embrace to chart a clear course through uncertain terrain.

BE HONEST WITH ELECTED OFFICIALS

The relationship between the elected officials and the police executive is critical to the chief's success and tenure. The community's elected officials look to the police chief for the unvarnished and unembellished truth at all times. They should hear information from the chief first, if at all possible, rather than from the news media or through the "grapevine." Briefing elected officials in a timely manner communicates an important message that the chief is on top of things and respects their position and their need to know.

A friendly, professional rapport with elected officials should be cultivated and maintained, but not at the expense of fairness and impartiality; the chief must be able to politely say no if asked to complete an inappropriate or illegal task. Building long-term, positive relationships with elected officials and maintaining one's integrity are not mutually exclusive goals.

SEEK CONTINUAL PERSONAL AND PROFESSIONAL DEVELOPMENT

One of the most demanding jobs in local government is chief of police. The issues, challenges, and demands chiefs face are seldom encountered by other government officials. To be able to address these highly complex problems, chiefs must be life-long learners. A state-of-the-art response five years ago may be outdated today. Earning additional college degrees, attending advanced training, presenting at conferences, participating in professional associations, or teaching a college course are a few of the ways to keep up with current information and practices.

SERVE THE COMMUNITY

Chiefs should be strongly invested in service to the community and constantly seek new ways to positively interact with it. Keeping a finger on the community's pulse is critical. The importance of seeking out and identifying new challenges facing the community and the ability to develop fresh and innovative solutions cannot be overstated. Maintaining visibility through interaction with service clubs, youth programs, crime prevention efforts, and school programs conveys the important message that the chief cares about the community and is committed to improving quality of life. Wearing the police uniform at public events reinforces this message. Chiefs who do not stay visible usually do not enjoy a long tenure.

STAY CLOSE TO THE OFFICERS

The importance of focusing on the needs of the officers cannot be overstated. Methodologies to identify and address those needs include, but are not limited to, attending departmental briefings, developing formal and informal internal communication systems, riding along with officers on occasion, and stopping by after normal office hours to chat with them. These meaningful interactions allow the chief, in a personable way, to make an in-depth assessment of the officers' needs and may lend some clues as to how to address them. In this respect, it pays to actively listen to the officers. Acknowledging the sacrifice that officers make by working around the clock and on holidays goes a long way in gaining the officers' respect. It helps them feel appreciated and makes that time spent away from family a little more palatable. Dropping them a note for a job well done and for their departmental anniversary are but a few ways to stay in touch and strengthen these important relationships.

MANAGEMENT BY WALKING AROUND (MBWA)

The dynamics and demands of the position may entice the chief to be restricted to the physical confines of the chief's office; it is imperative, however, that the chief resist this draw and make a concerted effort to visit various units, observe operations, and speak directly both with police officers, regardless of rank, and civilian personnel. Aside from escaping the proverbial ivory tower, Management by Walking Around (MBWA) accomplishes several objectives. For one, it allows the chief to move beyond the abstract and concretely measure how well the department accomplishes its stated mission, goals, and objectives. Further, MBWA affords the chief the opportunity to determine if there is any dichotomy between the department's formal policy and procedure and how it is translated into reality. More importantly, MBWA lets the officers see the chief. No longer a detached entity, the chief is personified and becomes very real and tangible to the officers, allowing them to identify with the chief as a fellow police officer.

BE A ROLE MODEL

Chiefs are the ultimate role model for the police department and as such are under constant scrutiny. Every action, no matter how seemingly inconsequential, is examined down to the smallest minutiae. Subsequent reactions may have a profound effect on the entire department with serious consequences. For this reason it is essential that the chief follow the strictest guidelines in conduct, demeanor, and work ethic.

Here is a litmus test to determine whether the chief is leading by example and being a proper role model:

- Do you obey traffic laws?
- Is your demeanor always professional, on AND off duty?
- Do your officers look up to you?
- Do you get to work BEFORE your start time and stay AFTER your end time?
- Are you seen at the station occasionally on weekends and after hours?
- Is your work product free from common mistakes?
- Is your personal life appropriate?

Role modeling your expectations not only improves departmental efficiencies but also increases your tenure.

DEVELOP A FIVE-YEAR PLAN

Strategic planning is essential for long-term success. This plan should be researched and developed using departmental committees, task forces, and assigned groups necessary to accomplish this vital task. The amount of groups and personnel and the degree to which they are involved in the process may vary according to the size of the department and its organizational attributes. The chief of a large department may employ a vast array of personnel and resources, whereas the chief of a smaller department may be the sole architect of the strategic plan. Regardless of size, however, the plan should not be developed in a vacuum. Knowing where the chief is taking the department and having input into that process is something every department employee wants; so do the community stakeholders. Gaining their insight, empowering them to participate in the process, and communicating the end result of that effort, the five-year plan goes a long way toward anchoring the chief's position in the department.

MAXIMIZE INTERNAL AND EXTERNAL COMMUNICATION OPPORTUNITIES

All of a police chief's best efforts and greatest accomplishments may be lost to poor or nonexistent communications. Therefore, to maximize one's potential for longevity, chiefs should cast the widest net possible and construct a communications strategy that employs a broad selection of internal and external communication tactics:

- Develop a chief's electronic employee newsletter.
- Create a community E-Mail ALERT System (it is easy to develop and use).
- Stay in touch on both internal and external issues and developments.
- Write articles occasionally for the city newsletter and serve as the department's Public Information Officer.
- Implement a departmental Employee Advisory Committee.
- Know your employees. Have an open door policy and invite them to visit. Consider meeting annually with each to aid their professional growth. Have a fair department commendation program and put it in writing.

By employing these and other efforts, new chiefs strive for an optimal communications flow that gathers useful information for analysis while disseminating important data to the department and the community.

WEAR THE UNIFORM

New chiefs especially should don their uniforms and wear them in public often. City council sessions, school board meetings, and community events to which the chief has been invited are excellent opportunities. The chief's frequent appearance in uniform makes the chief's image synonymous with the department. Implicit in this imagery is the statement that the chief takes pride in the conduct and quality of work of the police department. Members of the department and the community will appreciate and respect their chiefs for this. By doing so the chiefs continually show that they are a part of the department—not apart from it.

CREATE A PROFESSIONAL AND ETHICAL CLIMATE

It is important for new chiefs to set the tone from the onset of their administration that excessive force, lying, sexual harassment, and general incompetence will not be tolerated. By establishing the right professional and ethical tone from the very beginning, chiefs may prevent problems rather than engage in ex post facto remediation.

COOPERATE WITH FELLOW DEPARTMENT HEADS

New chiefs should invoke a strategy that defines them as a team player. As part of the city management team, chiefs will be encouraged to compromise and assist in areas where they may not want to venture. Chiefs' tenures may be influenced by what peers think of them; therefore they are advised to treat their colleagues with respect and dignity even if there are strong differences between them. Chiefs are encouraged to always provide excellent service while maintaining the integrity of their position.

HAVE A PROFESSIONAL AND CONTEMPORARY POLICY MANUAL

Often your competence as chief will be linked to your policy manual. Devote the time and energy it takes to keep your department policies current.

DEVELOP PERSONNEL

Instituting a well-thought-out training program for all employees is fundamental. Employees want to be trained well and will respect the chief for aiding them in their professional development. Managerial personnel are no exception; chiefs may want to consider a management development plan for supervisors and managers. Better supervisors and better managers are often linked to well-tenured chiefs. A better-trained staff also equates to fewer mistakes and fewer law suits—the inverse of which can be linked to a short tenure.

THINK STRATEGICALLY

New chiefs should always try to develop community partnerships, politically and with allied law enforcement agencies. In addition to expanding the amount of resources available to the department, such allegiances also build a greater foundation of support for the chief's as well as the department's goals and objectives.

ALWAYS DO MORE THAN WHAT IS EXPECTED

There is a saying that chiefs are retained at two-week intervals—after every city council meeting. Although perhaps a little overstated, this aphorism underscores the importance of the degree to which political leaders have confidence in the police chief. Chiefs are expected to provide input on diverse issues at city council sessions and community meetings, and new chiefs especially have the opportunity to cement a solid reputation by delivering work on time, creating a high-quality product, and giving more than what is expected of them. Not only for the length of one's tenure but also for the good of the department, there is great value in the cultivation of a reputation that when the chief does a project it is always thorough.

About the Author

Chief Paul Schultz has 40 years of experience in law enforcement, with the last 20 years as the Chief of Police for smaller departments in Nebraska and Colorado. Chief Schultz served as an Advisory Board Member to the Smaller Police Department Technical Assistance Program for the IACP. Chief Schultz has also served as President of both the Police Chiefs Association of Nebraska and the Colorado Association of Chiefs of Police and as the director of the Colorado POST.

TOP TEN MISTAKES OF NEW POLICE CHIEFS

By Chief Mark A. Chaney, New Albany Police Department, New Albany, OH

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New chiefs often step into their new role inadequately prepared for the challenges ahead. Police chiefs need an array of tools to help them succeed. A major part of achieving this success is side-stepping the more common pitfalls into which many new chiefs stumble. The following, in no particular order of importance, is a Top Ten list of the most common errors police chiefs commit that may threaten their tenure, as identified and passed on by experienced mentor chiefs. Armed with this knowledge, new and experienced chiefs alike may be more likely to enjoy long and successful careers.

FAILURE TO LISTEN

Listening skills are critical to a new chief's survival. New chiefs should spend time with employees throughout the organization and hear what they have to say. Chiefs in smaller departments have the opportunity to meet with each employee and listen extensively. Taking the time to listen is especially important if the new chief comes from an outside agency. The outside chief faces an uphill battle in learning the department's history, culture, values, and problems. This takes time, a commodity that a new chief will be sorely lacking.

One technique to facilitate listening is to ask employees two questions: "If you were the new chief, what is one thing you would change immediately?" and "What one thing keeps you working here?" Answers should be listened to carefully and written down. The responses are often surprising and may provide the new chief with a catalyst for change. Another technique is to schedule a departmental meeting within the first 60 days of tenure. A week before the meeting, employees are asked to write anonymously their top three problems or concerns about the agency. Second, and most importantly, each employee should develop a solution to their concern. This is a good launching point to discuss broad issues that many employees have in common. An important follow-up to listening to concerns is to then act on the information gathered.

FAILURE TO LEARN BUDGETING

Some people are naturally good with numbers, others are not. If a new chief is not comfortable with numbers or prepared for the process, budgeting can be challenging and frustrating. Whether or not a newly appointed chief has experience in budgeting, new chiefs' ability to obtain funding, or a lack thereof, can directly affect their success as chiefs.

There is no need to panic, however. Learning from the past is a good place to begin. Studying the prior administration's fiscal budget, noting its successes and shortcomings, is a useful way to start constructing a new budget. Does the previous administration's budget meet the agency's needs? Are funds lacking in a particular area? Are there sufficient fiscal provisions for the replacement of old equipment? Cultivating allies, like the finance director, can prove to be a great asset. The finance director may provide an approximate budget amount to aid in proposing and presenting a balanced budget and may also assist the new chief in identifying hidden costs and writing grant proposals.

FAILURE TO CREATE A STRATEGIC PLAN AND VISION

There is an old adage: If you do not know where you are going, any road will get you there. This is true in life and in police agencies. Creating a road map that guides the agency to its intended destination—a strategic plan—is critical to a chief's success. The strategic plan should take the agency one year, three years, and five years down the road. A rule of thumb in policing: An officer needs to look ahead one week, the sergeant one or two months ahead, and the lieutenant (or middle manager) six months ahead, whereas the chief needs to be looking well ahead into next year.

FAILURE TO DEAL WITH POLITICS

Politics is not an intrinsically dirty word, but its application can be. Police chiefs, merely out of survival, need to be politically astute. This does not mean that they have to be backroom political mavens, but they should at least know the first names of their elected officials and attend council meetings. It is far easier for chiefs to ask for new cruisers or weapons when they are not a stranger showing up once a year to ask for something. This will also make it easier when things go awry in the agency. If chiefs have developed relationships with local political officials, they are better able to defend their agency against negative allegations.

FAILURE TO LEARN, CULTIVATE, AND MANAGE THE ORGANIZATIONAL CULTURE

It takes approximately three years to change an organization's culture. For better or worse, the new chief has inherited the department's culture and must learn, cultivate, and carefully manage it. If the chief does not, someone else will. Part of managing the culture includes standing up for what is right and challenging the status quo. Another important component is developing and instilling strong organizational values. If a new chief does not develop formal cultural values, then informal values, good or bad, will develop on their own. New chiefs need to take the initiative to ensure that the organizational culture reflects their values, not someone else's.

FAILURE TO MEET COMMUNITY STAKEHOLDERS

Every community has its movers and shakers. These are the people who get things done. It is important to identify who these people are and become acquainted with them. One manner of introduction is to attend chamber of commerce or service club meetings. These include organizations such as Rotary Club, Veterans of Foreign Wars (VFW), Optimists Club, Lions Club, and others. By attending chamber of commerce events and speaking at various club meetings, chiefs can both positively promote their agency and meet community stakeholders. The best time to meet these individuals is in an informal setting over breakfast or lunch where the chief can speak one-on-one with them.

FAILURE TO PROPERLY ASSESS THE TALENT POOL

Chiefs should ask themselves a series of questions: How talented is my agency? What are their professional capabilities? Can they handle a major crime scene or hostage scenario? Would there be need to call in assistance from other local, state, or federal law enforcement agencies? Chiefs who came to their position from within the agency possess a good feel for the agency's expertise in different areas and can make a relatively rapid assessment of needs. The challenge is greater for external candidates to quickly and accurately assess the talent pool.

After deficiencies are found, the decision must be made on whether to develop mutual aid agreements with agencies that do possess this specialty or to budget and plan to train agency personnel to develop these special talents. New chiefs do not want to find themselves explaining to the local media why their agency lacks the expertise or knowledge to solve a crime or, worse yet, botched a major case investigation.

FAILURE TO CHOOSE WORDS CAREFULLY

From the moment his or her appointment is announced, a police chief is on a well-lit platform, and every word uttered is amplified and studied. Even things said in private are often later exhumed and examined under the microscope of public opinion. The chief must heed that internal editor, choose words wisely, and filter out verbiage that is insensitive, biased, or unprofessional.

The rule of thumb for chiefs, newly appointed or seasoned veteran, to follow is simple: Say nothing, public or private, that you would not want to have printed in the local paper or repeated on the evening news. Keep in mind that chiefs represent not only their police departments, but also their local government and their communities, and therefore their words carry a special weight relative to the average citizen. Hence, they must choose their words carefully and be mindful of their impact on every member of the community.

FAILURE TO TAKE TIME TO ASSESS

There is a strong tendency to want to change things right away when one is appointed as a new chief. Some new chiefs think that this demonstrates true leadership skills. Chiefs are strongly encouraged to wait at least six months to get a feel for the agency before implementing any major changes, barring any extenuating circumstances that require immediate action. This is especially true for new chiefs who were external applicants for the position.

Those first six months are better spent getting to know the department and the organizational culture. The personnel have just gone through a major change themselves—getting a new chief—and are probably a little apprehensive of what is coming down the road. Wholesale changes only add to this apprehension and make relationship- and trust-building even harder to establish. Many brilliant ideas have been left in the dust simply because the people that make up the organization were not adequately prepared to accept major changes in their professional environment. Taking time in the implementation of change will pay dividends in the future.

FAILURE TO DEVELOP RELATIONSHIPS WITH LOCAL MEDIA

Establishing and maintaining a positive working relationship with the local media is essential. It is highly recommended that new chiefs take a course in media relations during their first six months of tenure. Even if a chief's predecessor did not have an open or working relationship with the media, the new chief must reach out to establish one. Failure to do so impedes the new chief's and the agency's progress and may weaken their standing in the community.

In some respects, the media is like an animal that must be fed. If the chief does not take the time to develop a good working relationship, the media may feed off of the chief's or the agency's bad news. By taking the time to develop a good relationship, the chief can feed the media positive stories about the agency. Chiefs should consider submitting guest columns with the local newspaper to get the agency's good work into print and in the public's eye. Chiefs are advised to be mindful of the fact that when the public reads a story in the newspaper or sees a television news report, the agency is being graded. They should make sure that they know the local reporters so that when negative news does happen, they are not stuck cold-calling media representatives or, worse yet, being heard or read stating the dreaded "No Comment."

FINAL COMMENTS

Although the above list is by no means all inclusive, it does give new police chiefs a starting point from which to launch their new careers. Although experience may be a good teacher, it is better to learn by heeding the words of those who have been in that position and have experienced the hardship and avoiding those mistakes in the first place. By listening to the advice of others who have overcome similar challenges, new police chiefs increase the possibility of their longevity for the benefit of their community.

About the Author

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AN ORGANIZATIONAL STRATEGY GUIDE FOR AN EFFECTIVE POLICE DEPARTMENT

By Chief Larry M. Hesser (Ret.)

PART I: INTRODUCTION

Chiefs, as leaders, have the responsibility of creating an environment in which the agency's most valued resource, its employees, will spend more than half of their waking hours working. Will it be an environment open to ideas and personal and professional growth, and where relationships can thrive and succeed? Success as a chief is dependent on the trust and relationships that a chief develops and nurtures within the organization and in the community that the agency serves. It is challenging to accomplish organizational goals alone. Chiefs need to be able to call upon other leaders in their departments that are identified and dispersed at all levels—sworn and civilian personnel.

You may be a chief that was promoted from within or coming from outside the agency. In either case, before you bring about substantive change you must learn and determine whether the current organizational culture coincides with that of the community it serves. Each and every organization and community has its own unique identity or culture. What needs to be determined is whether the current structure accurately reflects the needs and expectations of the community or is one that needs to be changed.

Police leaders, at any level in a police organization, can use principles to design and build a police organization that operates effectively and efficiently in any community, even when the environment is characterized by change and uncertainty. Influencing the tasks, people, and organizational structures and processes so that they are consistent with each other and with the environment is difficult, but leaders who can do so will develop the adaptive cultures necessary for long-term effectiveness. Constantly monitoring organizational structures and processes can be time-consuming, but the benefits in terms of effectiveness are worth the effort.

Changing an agency's culture or organizational structure can be a daunting task, especially in policing, which has many complexities. There are no easy answers or formulas in which to achieve positive change. The organizational design presented in this document incorporates several different approaches from around the country and can be adapted to the circumstances in any police department. The concept is value-driven, geared to desired results, and based on the tenet that, in partnership with the community, the police can substantially curb criminal activity, disorder, and fear. This is not intended to be "the answer" to designing an effective police department, but rather food for thought and a guide for the process of designing a police department that meets the demands of our challenging society.

OVERVIEW

There are changes taking place in our society that are creating issues and concerns that drastically affect the policing profession, including the following:

- Shifting of, and uncertainty of, public financing of policing
- New migration and immigration trends
- Concerns for "quality of life," such as

  · Safe and clean physical environment, free of crime and fear of crime
  · Appreciation of racial and cultural differences
  · Reduced unemployment and poverty

- Balance of power and influence
- Functional families—responsible parenting and responsible youth
- Responsive and challenging school environment
- Meaningful recreational resources
- Jobs for youth
- Healthcare
- Adequate housing

- Great influx of information and data, requiring methods of processing same
- Impact of narcotics and substance abuse on families, communities, business, industry, and crime rate
- New high-tech crimes
- Trend toward collaboration versus cooperation in response to criminal matters
- Homeland security

The multitude and the complexities of the changes facing policing are creating many challenges for police agencies. The traditional design of police departments is proving inadequate for managing change and maintaining organizational stability and effectiveness. Organizational improvement is too slow in transition.

To paraphrase Ed Tulley in his article, "The New Future Implications for Law Enforcement," *FBI Law Enforcement Bulletin*, July 1986, our challenge is to create a management system and leadership environment that foster the growth of people and offer them the freedom to fully apply their mental talents to the problems at hand. In essence, policing must experience a reformation to effectively perform its purpose in the future.

A police department represents a substantial public investment directed toward the preservation of peace and order in any community. Citizens expect a full return for their annual investment of authority and multi-million dollar assets. Faithful and wise execution of this tremendous public trust is no trivial matter. It requires wise executive stewardship.

Police departments have battled with the age-old problems of improving effectiveness, improving the quality of service to the public, responding to the ever-changing environment, and improving the quality of life in the workplace while living with long-term resource scarcities. The staff of each police department, working with members of the community, should put together a plan to address these issues. As recommended in this publication, the staff should conduct comprehensive reexaminations of the overall department and the subdivisions within the department. For each of these reviews, staff should identify problems that need to be addressed and formulate statements that cover the following areas: purpose, mission, values, philosophy, principles, processes, staffing, goals and objectives, success areas, and success factors. This review process will result in the development and adoption of an organizational strategy as the foundation of short-term and strategic (long-term) planning.

The optimal organizational strategy should be advantageous for both the police and the community being served. All members of the police department should be familiar with and consistently help to implement the strategy developed. This strategy explains to employees and citizens what is important to the department, what the department proposes to do, and how it proposes to do it. A major purpose of designing the department's organizational strategy is to decrease uncertainty and minimize organizational dysfunction.

The organizational strategy for an effective police department operates in three areas:

1. **Strategic:** The organization's overriding philosophy
2. **Tactical:** That philosophy in action
3. **Personal:** The philosophy manifested in the behavior of each employee

The organizational plan is not designed or intended to control employees. Instead, it gives them permission to do what they do best, resulting in their courage and confidence to act.

The organizational strategy for an effective police department, developed in partnership with the community and made public to the citizens, helps eliminate the veil of mystique the policing profession sometimes projects. It is the obvious framework for generating awareness and developing a common understanding between the community and the police. It is believed that if the department's overall plan is developed and accepted by departmental personnel, civic leaders, and the community at large, with a deep commitment to its implementation over an extended period of time, the vision of the department will become a reality.

In pursuit of a vision, the most important function of the police department's executive staff becomes the continuous process of examining the department's plan, assessing it against its present and future internal and external environments, and redesigning its components as appropriate by setting, revising, and achieving established goals and objectives.

It is important for people to realize that redesigning the department for optimal effectiveness is an evolving planned-change process. The effort is a working, growing, incremental process, instead of an act not completed. The process is continuous and dynamic and will never be completed.

COLLABORATION WITH CITY/TOWN GOVERNMENT

Clearly, such a reformation is not solely the responsibility of police services. In order for the basis of empowerment and service delivery to be established by the police, the culture of the police department must be developed from and congruent with the mission, vision, values, and guiding principles of the city or community being served. The city's mission statement follows this paragraph. It is from this global community mission that the police department mission, presented in Part II, was developed.

CITY MISSION STATEMENT

The Mission of this City is to initiate action that will continually enhance the quality of life and the city's unique character by preparing for the future in the following areas:

Preservation of the city's rich heritage and natural resources

Promotion of well-planned development, cost-effective professional management, and competent, friendly services

Protection of its citizens, the environment, and all other assets.

The mission statement of this city is developed in conjunction with its agreed-upon values and principles. The units of government within that jurisdiction, including the police department, must be in sync with the global values and principles of the city as well as with its mission statement. A statement of the values and principles of this city follows this paragraph.

CITY'S VALUES AND PRINCIPLES

We, the employees of this city, share a dedication and commitment to:

TRUST
A high level of trust between our community and each other. By accepting accountability, acting reliably and responsibly, and demonstrating loyalty, we preserve an environment that supports sincerity, honesty, and ethical behavior.

COMMUNICATION
The use of effective communication through listening and understanding, with care and compassion, to the diversity in our community and our organization. By maintaining and projecting an approachable, open-minded attitude and respecting appropriate confidentiality, we ensure open, two-way communication.

TEAMWORK
The effectiveness of teamwork in achieving our common goals. With flexibility, support, competent leadership, fairness, and respect for cultural and social diversity, we cooperate in an atmosphere of interdependence. While always respecting the value of the individual, we recognize the importance of the common good of our community and organization over that of any one of its members.

PROFESSIONALISM
A high standard of professionalism, which begins with dedication to friendly service through the empowerment of competent, well-trained employees. We encourage innovative ideas and solutions, growth of self-esteem, and pride in our work and accomplishments. Our demonstrated integrity provides positive role models for our community.

QUALITY OF LIFE
Improving the quality of life by maintaining an equitable balance between work and family, promoting the democratic process, and treating our fellow employees and citizens with the respect and providing them with the support that we, in turn, expect. We work to preserve the rich heritage and tradition of our community, to protect the health and safety of, and advocate justice for, all its members. With a positive attitude, respect for others' time and priorities, and use of appropriate humor, we ensure an attractive work and living environment.

THE POLICE DEPARTMENT'S GLOBAL VIEW

Overall Mission, Purposes, Values, and Vision

Edgar H. Schein, in his book *Organizational Culture and Leadership*, defines an organization's culture as a pattern of shared basic assumptions that the group has learned as it solved its problems of external adaptation and internal integration, that have worked well enough to be considered valid, and that are, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems.

It is the role of an organization's leader to influence the desired culture by creating it, sustaining it, or changing it. The desired culture is shaped by the organization's mission, specific purposes, core values, vision, and philosophy and must be congruent with the culture of the city or town being served. The following mission, specific purposes, core

values, and vision of this police department are written to be consistent with this city's mission, core values, and guiding principles presented in the previous section.

Mission and Purposes

The mission of the police department is to protect and serve the community's quest for a peaceful and safe existence, free from fear, and with democratic values applied equally to all citizens.

The specific purposes of the department are as follows:

- To contribute to accomplishing the broad goals of the city
- To prevent and control conduct widely recognized as threatening to life and property (serious crime)
- To aid individuals who are in danger of physical harm, such as the victim of a criminal attack or disaster
- To protect constitutional guarantees, such as the right of free speech and assembly
- To facilitate the safe movement of people and vehicles
- To assist those who cannot care for themselves: the intoxicated, the addicted, the mentally ill, the physically disabled, the old, and the young
- To resolve conflict, whether it is between individuals, groups of individuals, or individuals and their government
- To identify and work collaboratively to resolve problems that have the potential for becoming more serious problems for the individual citizen, for the police, or for the government
- To interact with the community to generate mutual understanding, thereby facilitating public support and involvement

Core Values

Values are the most fundamental beliefs by which the organization operates, and they serve as a basic foundation on which leadership and management are provided and decisions are made. The Organizational Strategy of the police department articulates the policing or law enforcement value structure in terms of the values of the city.

In formulating its organizational strategy, this police department has defined a value as that which is important and fundamental to life and to the organization. The values established by this organization are non-negotiable, are teachable, and are constantly held before the employees and the community. The value areas that this department identified, with a brief description of each, are as follows:

- Human life: believing that every life is precious
- The principles embodied in our Constitution and the authority of federal, state, and local laws: believing that democratic values apply to all
- The person: believing that being valued is a basic individual need
- The strength of personal character: believing that integrity is integrating beliefs with behavior
- The community we serve: believing that a competent community can develop and maintain a peaceful and tranquil environment in which to live and prosper
- Individual leadership: believing that each employee is a leader in the department and in the community
- Quality of life in the workplace: believing that if employees enjoy working for the police department, they will provide quality service to each other and to the public

The Vision

After identifying its mission, principles, and values, the department developed this vision statement that concisely encompasses all of those elements:

COMPETENT COMMUNITIES THROUGH STEWARDSHIP

ORGANIZATIONAL DESIGN AND FUNCTIONAL AREAS

Organizational Design

To assure quality internal and external results, the police department embodies a systems approach to designing and managing the organization. A systems approach, for this purpose, is defined as "interacting processes networking together utilizing information in a logical manner for rational decision making to achieve desired results." To support the systems approach, the police department is organized into five subsystems:

1. **The Organizational Subsystem:** That which provides the integrating influences necessary to keep the Information Management, Human Services, Administrative, and Operational systems on track.

2. **The Information Management Subsystem:** The automated systems or techniques that supply the information necessary to manage and improve the delivery of police services.

3. **The Human Services Subsystem:** The human resources and all related actions needed to create, staff, and maintain all the subsystems.

4. **The Administrative Subsystem:** That which provides the support for managing the purpose of the organization.

5. **The Operational Subsystem:** The branch of knowledge and operations that produces the desired product or service to the public.

All concerns and issues addressed by the police department are approached according to and through these five subsystems. Therefore, the organizational structure is designed accordingly.

Five Functional Areas

The products to be provided by the police department are divided into five functional divisions of work.

1. **Organizational Services:** Charged with the responsibility of providing the integrating influences necessary to keep the other divisions on mission

2. **Division of Administrative Services:** Charged with the responsibilities of planning, budgeting, procuring, employee compensation, and personnel management

3. **Division of Information Management Services:** Charged with the responsibilities of collecting, retaining, and analyzing information and providing feedback and data necessary to manage the department and resolve problems related to public safety

4. **Division of Professional Standards:** Charged with the responsibilities of assuring quality customer service through employee recruitment and selection, internal investigations, employee development, promotion and transfer processes, employee recognition, directives, audits, and surveys

5. **Divisions of Patrol Services and Special Operations:** Charged with the responsibilities of responding to emergency calls, managing calls for service, conducting initial investigations, developing relationships and partnerships with the people living and working in their assigned areas of responsibility, identifying and resolving problems, and minimizing criminal activities through directed activities, problem solving, and successful prosecution of criminal offenders

Parts III through VII of this document provide more in-depth information on each of these major divisions, including each division's purpose, functional goal and objectives, philosophy, guiding principles, processes, and success measures.

PART II: THREE LEVELS OF STAFFING

In a police organization, major elements hold certain roles and responsibilities that are essential to the success of the organization. In many police organizations, the roles and responsibilities are divided into three primary interdependent levels: **Executive**, **Management**, and **Service Delivery**.

Although police organizations are involved in a team effort, individuals are regularly held accountable for fulfilling the specific roles and responsibilities of their assigned levels. Roles and responsibilities in this document speak to the proper action of a person, not to the function or purpose for a unit to exist. In addition to roles and responsibilities, activities important for success are listed here for the three levels of staff in the department. Four general categories of activities (planning, organizing, controlling, and leading) apply to each staffing level. What varies, as shown here, is the detail of the activities in each level.

There are some factors that apply to all three levels of staffing and those include:

Authority: The philosophy of authority subscribed to in the department is that of three levels:

- Report before acting.
- Act, then report.
- Provide complete authority (meaning, be responsible for the overall results).

The level of authority can move from reporting to complete authority as individuals exhibit the ability to accept responsibility.

Participation: Effective management, supervision, and service delivery include the active participation of all department members in the development of purpose, values, philosophy, principles, and strategy design and implementation. Each of these organizational levels must provide a process, utilizing the department's organizational philosophies and principles, which encourage employees and citizens to become involved.

Guiding Principle: The overall guiding principle relevant to staffing roles, responsibilities, and activities is to manage processes and provide leadership to the people involved.

EXECUTIVE LEVEL: CHIEF OF POLICE

Role

To develop values, philosophies, principles, policies, and strategies that are supported by the community and the department and that afford the department the capacity to fulfill its agreed-upon mission.

Responsibilities

The following list includes values, philosophies, principles, policies, and strategies that are supported by the community and the department:

- View the organization as a total entity operating in a larger environmental setting.
- Accurately assess the climate of the organization and the community.
- Establish a vision and clearly define the mission and goals based on today's needs and future forecasts.
- Recognize and adapt the department to internal and external forces for change.
- Formulate and update the ongoing overall strategies of the department on an as-needed basis.
- Establish goals for implementing department values, philosophies, and principles that provide for an improved quality of life in the community and in the workplace.

- Assure a structure and systems that address division and community needs; define management objectives, responsibilities, authority; measure performance; and utilize feedback to enhance results.
- Establish mechanisms that recruit the most competent personnel to join the department team, increase the competence of all employees, develop and promote our own personnel to higher levels of responsibility, and recognize employee and team contributions to the organization's success.
- Provide an atmosphere that encourages teamwork and mutual support, recognizing that achievement of department goals is a higher priority than a self-centered work product.
- Establish a climate that facilitates an open sharing of information and resources while encouraging creative and responsible risk-taking with accountability.
- Assure and hold employees accountable to standards of conduct and performance that have foundations in sustained professional excellence regardless of adverse internal or external conditions.
- Within the governmental system, to the extent possible, provide the resources necessary to achieve department objectives (in terms of personnel operating expenses, equipment, and capital assets).

Activities

Planning: Analyzing external climate, data, and information; forecasting; establishing goals; scheduling; budgeting; establishing the mission, values, philosophy, and principles; and developing policy at the department level.

Organizing: Developing department structure, establishing relationships, and delegating responsibilities and authority.

Controlling: Establishing performance standards, measuring performance, evaluating results, and correcting undesirable performance.

Leading: Influencing others, initiating projects, decision making, communicating effectively, motivating employees, selecting people, and developing personnel.

MANAGEMENT LEVEL: DIVISION COMMANDERS

Role

To turn the values, philosophies, principles, policies, and strategies into some form of action to achieve desired results.

Responsibilities

- Communicate accurately the values, philosophies, principles, policies, and strategies of the department while at the same time being sensitive to the needs, issues, and concerns of employees through positive interaction and communicating them to the executive level.
- Translate the values, philosophies, and principles into strategies that ensure quality service delivery through achievement of operational objectives.
- Coordinate the work efforts of staff and peers to achieve desired results.
- Organize and assign all available resources for optimum results.
- Requisition resources when needed and ensure that they are used effectively to accomplish unit objectives.
- Be sensitive to work and people conflicts and proactively seek solutions to resolve any conflicts.

Activities

Planning: Analyzing internal climate, supporting data and information, forecasting, establishing objectives, scheduling, budgeting, developing strategies, developing systems, and establishing procedures at the division level.

Organizing: Establishing staffing levels, balancing resources, delegating responsibilities and authority, and identifying needed skills and skill levels.

Controlling: Establishing performance standards, measuring performance, evaluating results, and correcting undesirable performance.

Leading: Influencing others, initiating projects, decision making, communicating effectively, motivating employees, selecting people, and developing personnel.

SERVICE DELIVERY LEVEL

First Line Supervisor
Role

The first line supervisor's role is to translate the values, philosophies, principles, and strategies into on-the-job compliance.

Responsibilities

The supervisor's responsibilities are to

- Mediate between management and service delivery staff.
- Coach, direct, and control methods, techniques, and technical skills that deliver the services necessary to fulfill the mission and specific purposes of the department.

Activities

The supervisors of the service delivery staff are engaged in a number of activities:

Planning: Analyzing operational data and information, forecasting, developing recommendations for constructive changes, establishing operational programs and strategies, scheduling, and budgeting at the service delivery level.

Organizing: Balancing resources, delegating responsibilities and authority, and maintaining relationships.

Controlling: Measuring performance, evaluating results, and correcting undesirable performance.

Leading: Influencing others, initiating projects, decision making, communicating effectively, motivating employees, and developing personnel.

Service Delivery Staff
Role

The service delivery staff's role is to provide the services that fulfill the mission and specific purposes of the Department.

Responsibilities

The service delivery staff has numerous responsibilities, including the following:

- Afford all citizens highly efficient and professional protection and service.
- Accept responsibility for crime prevention and awareness, recognizing that it is more desirable to deter crime than react to it.

- Investigate crime and incidents impartially using every legal means and make the truth known.
- Strive for voluntary compliance to laws and ordinances through the use of enforcement, public education, and role modeling.
- Promote an attitude of friendliness, helpfulness, tact, understanding, and caring in the performance of assigned duties.
- Communicate cooperatively and openly with the community.
- Communicate openly within the organization; be a team player and offer mutual support to facilitate the accomplishment of higher goals of community protection and service over individual accomplishments. This same spirit of interorganizational cooperation is carried further to cooperate with other law enforcement agencies and other governmental units.
- Identify problems, develop solutions, and implement strategies that attain desired results to address crime, fear, disorder and incidents of concern brought to the attention of the police.

Activities

The service delivery staff is engaged in a number of activities.

Planning: Analyzing issues and concerns; forecasting; and developing strategies and scheduling at the point of serving the community in terms of emergency calls, calls for service, directed activities, and problem solving.

Organizing: Establishing partnerships, balancing community resources, and delegating responsibilities around issues and concerns in the community with appropriate community resources.

Controlling: Establishing performance standards, measuring performance, evaluating results, and correcting undesirable performance around community issues and concerns.

Leading: Influencing others, initiating projects, decision making, communicating effectively, and motivating employees.

The roles and responsibilities described in the three interdependent levels of staffing listed above are true to Organizational, Administrative, and Operational functions of the department. These functions are described in more detail in **Parts III, IV, and VII**.

PART III: DIVISION OF ORGANIZATIONAL SERVICES

PURPOSE

The Division of Organizational Services is congruent with the Office of the Chief of Police. It is a division in its own right with the responsibility to oversee all organizational services throughout the department. Being the Office of the Chief of Police, it also serves an umbrella function, overseeing the other divisions in the department (see **Parts IV through VII**) to ensure that they are on track.

Thus, the primary purpose of this dual-role division is to provide the integrating influences necessary to ensure that the Divisions of Administrative Services, Information Management, Professional Standards, and Operations are effectively fulfilling their responsibilities.

FUNCTIONAL GOAL AND OBJECTIVES

Goal

The functional goal of the Organizational Services Division is to create and maintain an organizational culture where the leadership treats employees as customers and views them as local experts in the pursuit of quality police services, with the expectation that the employees will do the same in their relationships with the public.

Objectives

To accomplish this goal for the Organizational Services Division, the following functional objectives were developed:

1. Develop and maintain an organizational culture characterized by change, flexibility, self-management, and continuous improvement while maintaining stability and security.
2. Create team spirit and harmony among divisions, sections, units, and individuals.
3. Turn the mission statement into a guiding force for the entire organization.
4. Get the employees aligned with a strategy so that everyone in the organization is as committed to the strategy as those who formulated it.
5. Unleash the creativity, resourcefulness, talent, and energy of the employees and the community.
6. Assure honest and ongoing feedback for course correction in pursuit of the organizational mission.
7. Avoid the failures of the past in our profession.
8. Attract and keep quality personnel through job satisfaction, motivation, and performance.
9. Enhance employees' opportunities to participate in decision-making processes.
10. Improve communication in working relationships between divisions, sections, units, and individuals.
11. Afford all employees self-management opportunities.
12. Assure that the systems and processes are relative to the chosen values, principles, and philosophies and are effective toward quality services.

Philosophy

The police department's philosophy for keeping the systems of the organization in tune with the internal and external environments is based on the idea that policing is the management of information for a result that is of value to the individual customer and the public at large. Being responsive to the demands of the day means focusing primarily on processes (whole pieces of work) rather than tasks, jobs, people, or structure.

We believe that motivating people through ethical leadership and enabling them to manage themselves achieve the best results.

We believe in individualism that is continually and strongly balanced with the concept of "competent community." The competency of a community can be measured through the application of sound principles that have proven effective over time. A competent community can be actualized through the attitude of stewardship.

Guiding Principles

As the employees in this police department reviewed the framework of the department and of each division, they adopted "guiding principles" relevant to each environment. They identified a number of principles that serve as guides to the actions and behaviors in the units being reviewed:

- Many problems facing police departments result not from the departments' organizational structure but from their structure of systems and processes and the absence of dispersed leadership.
- Employees look beyond functional units to a set of activities that, taken together (a process), produces a result that is of value to a customer.
- When establishing missions, programs, or tasks, the objectives, standards of success, and duration are predetermined.
- Processes are developed in terms of performance, quality, service, speed, and cost.
- In order to meet the policing demands of quality, service, flexibility, and low cost, processes must be kept simple.
- Viewing policing as information management does not necessarily change what we do but means rearranging what we do and how we do it.
- Employees actually perform a whole job, a process, or a subprocess that by definition produces a result that somebody cares about.
- Employees perform whole processes where knowledge, skills, and time permit.
- The focus of employees is on customers—and satisfaction is their aim.
- Employees are permitted and required to think, interact, use judgments, and make decisions.
- Employees are self-directed within the boundaries of their roles and responsibilities within the department, agreed-upon timelines, goals and objectives, and standards of success.
- Employees work best within a supportive working environment.
- Employee participation in the decision-making process increases their freedom and improves the quality of the decisions. At the same time, holding employees accountable for the decisions they make is critical to sustained superior performance.
- Valuing the person is a basic truth of life that seeks to apply a universal principle to the workplace: "People function best when the environment in which they live and work incorporates the values of **Acceptance** (affirmation), **Dignity** (appreciation), and **Respect** (recognition)," (Alderson 1983). Woven into every human relationship, whether in the workplace or in another area of life, is the need to have others acknowledge and affirm our presence, appreciate us as persons, and recognize and respond to the contributions we make.
- For police-public partnerships and cooperation to flourish, the police must respect the citizens and the public must trust the police. This is best ensured by the personal character and competency of each employee and optimum openness of the

department in its operations. A general perception and reality of openness must pervade the police organization.

- The ability of the police to effectively perform their duties is dependent upon ensuring public approval of police existence, actions, and behavior as well as securing and maintaining the public's respect.

- Primarily, service delivery personnel perform the tasks for which police organizations were created. They are the operating professionals. Supervisors, managers, and executives exist to create and maintain a quality of life in the workplace that is necessary for service delivery personnel to accomplish the police mission.

- The evaluation of supervisors, managers, and executives should be based on the improvement of staff, structure, systems, and strategies in the achievement of the department's pursuit of fulfilling its public value.

- The ability of a police agency to perform its functions in an effective and efficient manner is based on its ability to establish and communicate the values, principles, mission, and philosophies of the organization and its ability to align the organization's structure, systems, and strategies with those values, principles, philosophy statements, and mission.

- Because employees are greatly influenced by decisions that are made and strategies that are established, it is important for them to be able to share their thoughts and ideas in a process utilized to solve problems and reach decisions. However, employees will have to accept that the decision will ultimately be made by the individual(s) with appropriate responsibility and commensurate authority.

- The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police; the police are the only members of the public who are paid to give full-time attention to duties that are incumbent on every citizen in the interest of community welfare.

- For many reasons, some specialization of work is necessary. Specialization should be created only when vitally necessary and when the mission, goals, and objectives can be clearly defined. When specialization is created, the organization should ensure that the specialists and generalists who serve the same citizens work closely together on the common problems. This will tend to ensure a unity of effort, resources, and the effective service to a common goal.

- A well-informed citizenry is vital to the effective functioning of a democracy. Police operations profoundly affect the public and therefore arouse substantial public interest. Likewise, public interest and public cooperation bear significantly on the successful accomplishment of any police purpose. The police should make every reasonable effort to serve the needs of the media in informing the public about crime and other police problems. This should be done with an attitude of openness and frankness whenever possible. The media should have access at the lowest level in a department to personnel who are fully informed about the subject of a press inquiry. The media should be told all that can be told that will not impinge on a person's right to a fair trial, seriously impede a criminal investigation, imperil a human life, or seriously endanger the security of the people.

PROCESSES

Structure

Because of the complexity of the issues facing the police department and because effective communication between functions is critical to the services we provide, the structure of the department is established around the idea of **product** and the **processes** that produce

the desired result. The structure is grouped in terms of responsibility toward a specific service or product. The **product** orientation of the structure enables the department to

- More easily respond to the increased environmental uncertainties.
- More effectively process the increased amount of information and data necessary to make decisions.
- Manage and apply the ever increasing knowledge base of our profession and the multiple and complex skills demanded of us.

Five Functional Areas

The products to be provided by the Police Department are divided into the five divisions of work defined in Part I: Organizational Services:

- Division of Administrative Services
- Division of Information Management Services
- Division of Professional Standards
- Divisions of Patrol Services and Special Operations

Each of these functional areas is further discussed in **Parts III through VII**.

SUCCESS MEASURES

Success Areas

To determine whether the organizational function is achieving desired results, we look at qualities that we call success areas and determine the level to which they are present. The department's success areas that can be measured by this division are Competency, Confidence, and Trust.

Success Factors

The division further chooses specific issues or items of interest to measure as indicators of success. These success factors might include the following.

- Personal commitment to self-development through increasing knowledge and improving skills
- Loyalty
- Kindness and courtesy
- Seeking first to understand
- Keeping promises
- Clarifying expectations
- Being willing to admit our mistakes and make up for them
- Accepting feedback
- Leading and teaching by example, on and off duty

PART IV: DIVISION OF ADMINISTRATIVE SERVICES

PURPOSE

The primary purpose of the Division of Administrative Services is to provide the support for managing the mission of the department.

FUNCTIONAL GOAL AND OBJECTIVES

Goal

The functional goal of the Administrative Services Division is to enable the department to be change-oriented, flexible, and adaptive in overcoming problems in pursuit of our goals with minimum organizational instability.

Objectives

To accomplish this goal for the Administrative Services Division, the following functional objectives were developed:

- Effectively manage the resources and operations of the department relative to the city's goals and objectives through the budget process.
- Effectively manage the planning process.
- Accurately measure and report our progress toward our goals and objectives.
- Assure that management retains critical management rights in regard to personnel issues in order to direct the department effectively.

Philosophy

The police are not autonomous. The public gives us tax dollars and authority by law to fulfill our purpose. We must remain accountable to both the citizens and the law. The police department is held to account through the planning, budget, policy, and feedback processes. Full accountability is best assured through combined public and police participation processes.

Guiding Principles

The following principles serve as guides for the actions and behaviors in the Administrative Services Division:

- Developing the budget, reflecting operational expenditures, investing in improvements of future performance of the organization, and measuring organizational activities and accomplishments are critical to controlling the resources and operations of the department and accounting to external authorities.
- An effective planning process is systemic and based on the values of the organization.
- Planning is essential to effective change.
- Decision making is improved by bringing together the expectations about the future and data/information from the past.
- The team approach is essential to effective planning.
- Accepting all people as valued individuals and treating them with dignity and respect are important factors to keep in mind as policy and strategy decisions are made.

PROCESSES

The Division of Administrative Services identified the following processes:

- Planning (one-year, three-year, and five-year planning)—Facilitate the development of department goals, objectives, strategies, and measures and provide oversight to the annual citywide reporting process.
- Budget—Provide overall management of the department budget process and procure all purchase of supplies and equipment in cooperation with requesting employees.
- Employee Management—Provide management and oversight for all compensation issues to include salary, benefits, and FLSA issues.
- Directives—Provide organizational oversight and management of the Organizational Strategy. Write and publish all personnel orders as necessary for all personnel actions in the department.
- Support—Purchase, improve, and provide maintenance for all department facilities and equipment.

SUCCESS MEASURES

Success Areas

To determine whether the administrative function is achieving desired results, we look at qualities that are called success areas and determine the level to which they are present. This department has identified the following success areas to be measured by the Administrative Services Division:

- Stability
- Improvement through change
- Problem solving

Success Factors

Each division further chooses specific issues or items of interest to measure as indicators of success. The success factors for the Administrative Services Division are as follows:

- The allocation and deployment of resources and programs in operation are effective.
- The planning process is effective.
- The progress towards our goals and objectives is accurately measured and reported.
- The quality of service to the public is by and large acceptable.
- The quality of service to the employees is by and large acceptable.
- The salaries and benefits are fair and equitable.

PART V: DIVISION OF INFORMATION MANAGEMENT

PURPOSE

The purpose of the Division of Information Management is to provide the automated systems or techniques that supply the information necessary to manage and improve the delivery of police services.

FUNCTIONAL GOAL AND OBJECTIVES

Goal

The functional goal of the Information Management Division is to facilitate the acquisition, storage, analysis, and utilization of data and information necessary to manage the department and resolve community problems related to public safety.

Objectives

To accomplish this goal for the Information Management Division, the following functional objectives were developed:

- Provide the best possible configurations and operation of the system given the level of resources allocated.
- Provide information appropriate to the tasks in a complete, accurate, and timely manner.
- Provide for the exchange of accurate information about crime, the community, and policing.

Philosophy

We believe that there are three levels of information important to managing a police department: strategic, management, and service delivery. We further believe that effective decisions are dependent upon relative, timely, accurate and readily accessible data and information.

Guiding Principles

The following principles serve as guides for the actions and behaviors in the Information Management Division:

- The best decisions are made when data and logic, not emotions, drive the decision.
- Decisions are only as good as the information upon which they are based.
- The impact of computers on effective decision making is the quality of information produced as well as the quantity.
- Systems planning and integration are critical to effective information management.
- The foundation for an effective information management system must be built on and relative to the chosen philosophy for delivery of police services.
- The information provided by an information management system must match the information required to accomplish desired tasks.

PROCESSES

The Division of Information Management identified the following processes for all data and information relative to the delivery of police services:

- Collection
- Retention
- Retrieval

These processes apply to two levels in the organization:

- **Management Information:** that is relative to the administration of the department in support of operational services
- **Operational Information:** that is relative to the delivery of direct services to the community in two areas:
  - Call management
  - Problem solving
- **Analysis:** in terms of data and information as to time, place, and activity as well as knowledge (or relationships) as to place, persons, activity, gangs, vehicles, and weapons
- **Feedback:** in terms of operational and management information

SUCCESS MEASURES

Success Areas

To determine whether the information management function is achieving desired results, we look at qualities that we call success areas and determine the level to which they are present. This department's success areas that can be measured by the Information Services Division are

- Quality of information
- Planning and integration
- Information relative to policing philosophy

Success Factors

The division further chooses specific issues or items of interest to measure as indicators of success. The success factors for this division are as follows:

- The appropriate information is available for strategic planning.
- The appropriate information is available for management of resources and service delivery.
- The information acquired, stored, analyzed, and utilized is relative, timely, accurate, and readily available.

PART VI: DIVISION OF PROFESSIONAL STANDARDS

PURPOSE

The purpose of the Division of Professional Standards is to assure quality police services through the human resources by managing all related actions needed to create, staff, and maintain all of the divisions.

FUNCTIONAL GOAL AND OBJECTIVES

Goal

The functional goal of the Division of Professional Standards is to directly affect the desired department culture through balancing and aligning the human resource system and processes with the other systems and processes of the organization.

Objectives

To accomplish this goal, the Division of Professional Standards developed the following functional objectives:

- Assure that all EEOC guidelines are followed and that all Affirmative Action issues are properly addressed.
- Hold employees personally accountable, through the chain of command, for their actions or inactions.
- Assure due process to all employees in matters of discipline.
- Assure fair and equitable career development processes to include training, transfers, and promotions.
- Fill vacant positions in a timely manner while ensuring the employment of quality people.
- Audit and report on the quality of our services to our employees and the public.
- Develop and publish the approved policies, procedures, and rules of the department.

Philosophy

The police department's philosophy for assuring quality police services is based on the belief that the overall effectiveness of the department is directly related to the manner in which our employees sustain superior performance.

Therefore, we believe that the people that we employ are our most important resource. We continually strive to maintain a positive working environment that encourages all individuals to continually produce their highest quality of service or product. Quality products or services benefit the employee, the department, and the customer.

Guiding Principles

The following principles serve as guides for the actions and behaviors in the Division of Professional Standards:

- The effectiveness of a police department is directly related to the **recruitment and selection** of quality people, the competency levels maintained by police department employees through quality integrated **training** programs, and the **promotion** of the most competent personnel.
- The four basic minimum requirements of a **quality police officer** are
  · Integrity
  · Civility and courtesy

- ∙ Effectiveness
- ∙ Health and physical fitness
- If a police department is to have the trust and confidence of the community it serves, it must establish clear standards of behavior for its employees. Employees must know, unequivocally, the standards to which they will be held accountable
- The police department must handle citizen complaints promptly and impartially. There must be acceptable and thorough procedures for investigating citizen complaints, no matter what the source, and those procedures must be perceived as unbiased.
- Planning for how future personnel needs are to be met is critical to human resource management.
- Human resource processes should reinforce the values, principles, and philosophies identified in the other four organizational systems.
- Every manager and supervisor shares the responsibility for recruiting, developing, and retaining quality individuals.
- All processes within the Division of Professional Standards are free of intentional and unintentional bias.
- The organizational **discipline process** must be aligned with the department's value system and translate into commitment, professionalism, and individual responsibility.

PROCESSES

The Division of Professional Standards identified the following processes:

- **Employee Recruitment and Selection:** Develop and conduct all employee recruitment and selection processes ensuring that the demographics of the department reflect the demographics of the community we serve.
- **Directives:** Research, write, publish, and maintain the original working files on all Department General Orders, Special Operating Procedures, and Special Orders.
- **Citizen Complaints:** Review all citizens' complaints, assign all complaints for proper review and action, and assure that all complaints are processed in a timely manner and in compliance with all written directives. Maintain all files referencing citizen complaints.
- **Internal Investigations:** Provide oversight and management of internal investigations, conducting only those investigations as provided for in the internal investigations directive.
- **Quality Review:** Conduct annual audits of all organizational strategies and programs in terms of effectiveness and efficiency. Conduct an organizational leadership and management survey every three years and conduct a community survey every three years.
- **Recognition:** Assure proper and appropriate recognition of employees through fair and equitable promotional processes, department awards programs, the City Employee Recognition Program, and outside authority recognition.
- **Personnel and Training Records Management:** Maintain accurate and up-to-date personnel and training records, conducting employee review of each record on the employee's employment anniversary date.
- **Employee Development:** Ensure the career-long development of all employees, civilian and sworn, through an employee career tracking process, continued education, the integrated need-based training program, training manuals, and training bulletins.

- **Necessary Knowledge Base and Skills:** In order to fulfill the roles and responsibilities necessary to execute our philosophy, personnel assigned to the executive, management, and service delivery levels of the department need to be able to demonstrate the following skills, provided in a need-based training program:
  - Develop employees by identifying and providing adequate and thorough training on the appropriate issues of the times.
  - Appropriately use the network of informal leaders at the operational level to institutionalize the Organizational Strategy.
  - Measure police successes and accurately report the status updates.
  - Utilize non-traditional police leadership methods that encourage problem solving and decision making rather than traditional authority and control methods.
  - Balance efficiency and effectiveness.
  - Resolve conflicts.
  - Facilitate group processes.
  - Persuade others effectively using reason and logic.
  - Appropriately utilize individual strengths to solve problems with a team approach.
  - Delegate work effectively and hold self and others accountable.
  - Manage time around what is important.
  - Remove barriers and coordinate efforts across watches, beats, districts, units, and outside agency boundaries.
  - Demonstrate positive attitudes toward the success of others while at the same time allowing for failure.
  - Base decisions on facts after effectively analyzing problems and data.
  - Influence others, coordinate their efforts, and direct them to proper personal and professional goals in such a way as to ensure their motivation, job satisfaction, and high performance.
  - Foster teamwork supporting the systems that drive the organization or work positively to change the system.
  - Perform the skills pertinent to the profession and related to an assigned function.

SUCCESS MEASURES

Success Areas

To determine whether the professional standards area is achieving desired results, we look at qualities that we call success areas and determine the level to which they are present. This department's success areas that can be measured by the Professional Standards Division are

- Fair and equitable treatment of all employees
- Employee success
- Employee job satisfaction
- Employee motivation
- Employee commitment to the ideals and practices of the department

Success Factors

The division further chooses specific issues or items of interest to measure as indicators of success. These are the success factors for the Division of Professional Standards:

- The absence of EEOC, Affirmative Action, and Due Process complaints
- Employee success at assigned roles and responsibilities
- Reduced negative turnover with positive turnover at the top
- Fair and equitable adjudication of complaints
- The policies, procedures, and rules are aligned with the values, philosophies, and principles of the organization
- The discipline is administered and perceived as fair and equitable

PART VII: DIVISION OF OPERATIONAL SERVICES

PURPOSE

Purpose of the Division

The purposes of the Division of Operational Services are to produce the desired policing products or services to the public as defined in the department's mission and specific purpose and develop partnerships with the citizenry. Each of the two subsections of this division, the Patrol Services and the Special Operations Services, has a more specific purpose.

Patrol Services Purpose

Patrol Services fulfill the department's responsibility to respond efficiently and effectively to the public's initial requests for services. Where time, knowledge, and skill permit, to perform follow-up investigations; problem solve through education, prevention, and intervention strategies; and successfully prosecute criminal offenders.

Special Operations Purpose

To fulfill the division's responsibility to conduct follow-up investigations; conduct special investigations; perform directed enforcement activities; problem solve through education, prevention, and intervention strategies; and successfully prosecute criminal offenders.

FUNCTIONAL GOAL AND OBJECTIVES

Goal

To provide the community with a total spectrum of policing, spanning a full range of services to include the responses to emergencies, responding to calls for service, directed activities, and problem solving with a human touch that only police and community interaction can offer.

Objectives

To accomplish this goal, the Division of Operational Services developed the following functional objectives:

- Assure public and officer safety during police operations through the application of police tactical best practices.
- Make the police an integral part of the community.
- Provide the community with an increased sense that the police care.
- Establish trust and harmony between the community and the police.
- Utilize the community as a major resource with enormous problem-solving potential and actively engage the community in the resolution of crime, fear, and disorder problems.
- Establish and improve communication in working relationships between departments, divisions, sections, and units.
- Devote time and energy, by department initiative, to prevent or reduce community problems that contribute to crime, fear, and disorder.
- Effectively manage the responsibilities of responding effectively to emergencies, responding to requests for service, directed activity, and problem solving.
- Respond to the problems of crime and policing activities through efficient utilization of department and community resources.

- Enhance employees' opportunities to participate in the decision-making process, utilizing their creative problem-solving and decision-making skills in resolving public safety problems.
- Increase information flow from the police to the community and from the community to the police about crime, the community, and policing.

Philosophy

The police department's philosophy for delivering police services is based on the belief that we are a department consisting of individuals who are paid to give full-time attention to duties that are incumbent on every citizen in the interest of community welfare.

We believe that policing should be an interactive, results-oriented process between the police and the community. The process is information-driven and should create partnerships between the police employees, the department, and those we serve; identify problems that affect the quality of life in the community; devise strategies to address those problems; and work collaboratively to solve them by utilizing all resources available.

The goal of the process is that the community we serve be competent in the pursuit of peace and tranquility.

Guiding Principles

The following principles serve as guides for the actions and behaviors in the Division of Operational Services:

- Police officers are first and foremost full-fledged law enforcement officers, armed symbols of leadership and authority visible within the community. Our officers have the added commitment to address community problems contributing to crime, fear, and disorder in ways that may not require engaging the rest of the expensive criminal justice system.
- Employees produce something of value for another (a product).
- Service delivery teams made up of individuals with specialties deliver police services.
- In service delivery, the first priority must be given to situations that threaten life.
- In the use of force, only that force which is necessary and justified given the individual circumstances at the moment is acceptable.
- The police and community must work closely together to find new ways to solve the problems of crime, fear of crime, and disorder.
- Putting our officers in direct daily face-to-face contact with the public decreases isolation and fosters mutual trust.
- Because crime is a social phenomenon, crime prevention is the concern of every person living in society. The police are responsible for interacting with the community to generate mutual understanding so that there may be public support for crime prevention. The prevention of crime remains as a basic obligation of society, to the degree that when it becomes necessary to rely on police action to secure compliance with the law, society has failed in this responsibility.
- All of the citizens of this community receive equal protection and service.
- Creativity, innovation, and experimentation are hallmarks of our philosophy. Officers are encouraged to try imaginative solutions to community problems.

- The proactive results-oriented element is in addition to the reactive role the police traditionally play in responding to calls for service. It embraces the need for a quality product delivered to the community, not more time.
- Police officers accept a leadership role in the community networking process that applies the resources of other public and private agencies to resolve community public safety problems.
- All elements of the organization are directed toward achieving specific results.
- Accountability in the police department implies that the geographical area commanders are responsible for public safety problems occurring in their areas during their tour of duty, and that the remainder of the organization is accountable for supporting them in their efforts.
- Geographical area commanders, patrol commanders, and beat officers develop and maintain a knowledge base regarding the problems, characteristics, and resources of assigned geographical areas.
- Problem identification and problem solving can only occur when the police share with the community accurate information on local crime problems and the results of ongoing efforts to address them.
- Problem-solving processes can be applied to whatever type of problem is consuming police time and resources.
- The problem-solving process is reliant on the expertise and creativity of employees to collaboratively study problems and develop innovative solutions.
- The keystone of the problem-solving process is the "crime analysis model."
- Officers must ask far more questions than usual and in a more logical sequence to develop a comprehensive picture of the problem and provide information in a systematic/comprehensive fashion.
- The process requires officers to collect information from a wide variety of sources beyond the police department.
- The process involves narrowly identifying problems and systematically analyzing information about those problems.
- A problem is the basic unit of police work rather than a crime, a case, a call, or an incident. A problem is a group or pattern of crimes, cases, calls, or incidents, or it can be a single incident that has the potential for long-term negative consequences.
- A problem is something that concerns or causes harm to citizens, not just the police.
- Addressing problems means more than quick fixes; it means dealing with conditions that create problems.
- The effectiveness of new responses is evaluated so the results can be shared with other police officers and so that the department can systematically learn what does and does not work.

PROCESSES

The Division of Operational Services identified the following processes:

- **Reactive:** The responsibilities of police officers that are critical to maintaining order and combating crime. The product is usually the result of responding to needs of the customer after the fact. Activities include answering calls for service, arresting offenders, conducting initial investigations, and enforcing traffic laws and ordinances.
- **Proactive:** The responsibilities of police officers that are critical to developing directed or structured policing strategies in response to identified service, crime, disorder, and fear of crime problems that exist within neighborhoods or geographical areas. The product is usually the result of intervening before the fact.

Activities include preventive patrol, directed patrol, tactical planning, crime analysis, and follow-up investigations.

- **Coactive:** The responsibilities of police officers that are critical to active outreach and systematic engagement between the police and the public to identify and address causes of fear of crime and disorder. The product is usually the result of short- and long-term planning. Activities include problem solving, strategic planning, self-directed activities, police and citizen partnership.

Service Delivery Strategies within the Processes

- **Education:** To provide the knowledge in order to persuade or condition people to believe or act in a way that reduces crime, fear, and disorder
- **Prevention:** Steps to be taken to keep crime, fear, and disorder from happening
- **Intervention:** To compel or prevent an action or to maintain or alter a condition of persons or circumstances in order to prevent undesirable behavior that leads to crime, fear, and disorder
- **Treatment:** To care for or act upon one's behavior
- **Law Enforcement:** To effectively apply and prosecute federal, state, and local laws and ordinances

SUCCESS MEASURES

Success Areas

To determine whether the operational services area is achieving desired results, we look at qualities that we call success areas and determine the level to which they are present. This department's success areas that can be measured by the Operational Services Division are

- Quality of life in all neighborhoods, as jointly defined by citizens and police
- Reactive response strategies
- Proactive response strategies
- Coactive response strategies
- Citizen satisfaction

Success Factors

This division compiled the following issues as possible items of interest to measure as indicators of success. Each year the division selects a number of these issues to measure as determined by the current issues of priority in the community and budget constraints:

- The absence of crime
- The absence of disorder
- Absence of fear
- Safe conditions
- Quality initial investigations
- Calls for routine service effectively managed
- Calls for emergency service handled effectively
- Effective on-view criminal interventions and disorder interventions
- Crime analysis success
- Number of cases and incidents chosen to continue to resolution
- Number of cases referred to non-enforcement resolution
- Effectiveness of tactically planned operations

- The effective resolution of identified problems
- Effective crime prevention efforts
- Desired results through strategic planning
- Quality citizen and police partnerships
- Acceptable cost of police services
- Elected officials' awareness of the efforts of the police and approval of and appreciation for their efforts
- Community support of the department's activities and programs by a substantial majority
- Community support of police behavior and judgments by a substantial majority

PART VIII: DEVELOPMENT OF ORGANIZATIONAL STRATEGY CONCLUSION

Law enforcement, or policing, is about organizational content that drives our relationships with each other and those we serve. Organizational content is about the organizational character.

> Ethics are an essential element to the execution of an organizational strategy.

Politics, economic conditions, technology, best practices, and the psychological and sociological makeup of each jurisdiction served by a police organization will shape the package in which the police services are delivered.

Police agencies across the country must also be aware of the importance of organizational character. The character of a police department is the quality of being approved by the citizens we serve and by the employees in our organizations who serve the community. This approval is paramount to the success of the department as a whole and to its five divisions (or functional areas of the department described here), as well as its sections and units.

The type of character throughout the department is a defining factor in the quality of the services provided. All departments should make it a priority to strive for an organizational character that is well-respected in the community and to develop an effective organizational strategy as detailed here.

The task of creating an organizational strategy requires

- Facilitation skills
- Time
- Commitment
- Perseverance

Developing an effective organizational strategy (or organizational content) will result in the following benefits and is well worth the effort:

- A shared vision and values
- An understanding of and commitment to the mission at all levels of the organization
- A strategic direction or an effectively developed strategic path
- Improved alignment between shared vision, values, structure, and systems
- An organizational structure (functions, roles, responsibilities, and levels of authority) and systems that serve and reinforce the strategies of the department
- A management philosophy that is congruent with shared vision and values and a style that consistently embodies the vision and values of the mission statement
- Employees whose knowledge, skills, and attitude match the desired style
- High trust among staff that results in open communications, effective problem solving, and the presence of cooperation and teamwork
- Personal integrity in that the values of the organization and the habits of individuals are integrated

PART IX: SAMPLE ORGANIZATIONAL STRATEGY GUIDE

CLIMATE SURVEY

The Climate Survey identified external and internal environment issues that need to be addressed as identified by employees and members of a Citizens Advisory Committee. The comments of the employees are from one-on-one interviews and are grouped by the five functional areas of the department.

Issues Identified by Employees

(From one-on-one interviews; not listed in any particular order)

Organizational System

- The command staff needs to speak with one voice.
- The culture of the police division and the style of policing require change.
- There is an absence of guiding values and principles in the division.
- Department managers need to accelerate development of their managerial skills.
- Roles, responsibilities, and functions need to be defined.
- The organizational structure needs realignment.
- The vertical and lateral communications within the department need improvement.
- Morale problems exist because of lack of direction and leadership.
- There is a lack of consistency in the carrying out of established procedures.
- Too many procedures exist from custom.
- There is a lack of consistency in addressing problems and issues within the division.
- There is a lack of follow-through on commitments and promises.

Professional Standards System

- The need for promotions to be made.
- Communications.
- Patrol (corporals and sergeants).
- Resolve the issue of making investigators sergeants.
- Need for better and more appropriate training.
- Training for dispatchers.
- Cross-training for records clerks.
- High turnover rate.
- Employees not treated right.
- Minimum staffing needs to be increased.
- The need for fair and equal treatment of all employees.
- The internal affairs process is not working.

Administrative System

- Staffing levels are too low (budgetary).
- Officers want more options in the weapons they carry (budgetary).

- The manner in which employee time is tracked needs improvement.
- Pay scale—no incentive to stay for long time (budgetary).
- Image problem in city hall.
- Image problem in community—especially the African-American community.
- Need to be proactive relative to city growth.
- Mandatory handcuff policy.
- Lieutenants need training on budget process.
- Workspace not adequate—getting cramped (budgetary).
- Too much specialization.
- Need to combine resources and efforts with the Sheriff's Office and other agencies in the county.
- Lack of rotation policy and opportunities for detectives.
- Some desire to change leather gear to web gear.
- Some officers want to see tinted windows enforced, which requires a tint meter.
- Some officers desire that the off-duty weapons policy be changed.
- Some officers desire that CID work closer with patrol on surveillances.

Information Management System

- The report-writing procedures and process need changes for effectiveness and efficiency.
- Duplication of effort, too long to assign reports to detectives, case clearance procedures, and report-writing skills.
- Need for better and more appropriate training.
- CAD needs to be brought online.
- PCs needed to be upgraded and added to different positions.
- The telephone system needs to be upgraded.
- 9-1-1 needs to be taught to the public.
- Minimum staffing needs to be increased.
- There is a need for a process to facilitate problem solving within the division.
- Managers need to be developed.
- Personnel records and training records need to be reworked, separated, and automated.
- Training for dispatchers needs to be improved.

Operational System

- Rookie officers are not getting necessary direct supervision and leadership.
- Sergeants are not customer-oriented and not team players.
- Supervisors are not willing to carry load and assist in handling calls.
- Not all sergeants and lieutenants are approachable.
- Not all officers are satisfied with the weapons they are authorized to carry.
- Too many officers are taking part in medical assists when not needed.
- Alarm company cancellation procedures need to be revised.
- Abandoned vehicles—only tagged by code enforcement (operational issue for another city department).
- The restrictions on off-duty employment need to be loosened.
- Notice of Family Violence Cards are not in stock and need to be replenished; same with flares.

- Officers are being held accountable to a lot of unwritten rules.
- Each shift in patrol is operating differently and often inconsistently with department mission and philosophy.
- Warrants are not being served consistently over time.
- The only contact patrol has with the community is negative.
- The mandatory handcuff policy needs to be revisited.
- Too often CID doesn't respond when called out.
- There is a lack of teamwork, including turf issues.
- The employees are not expected to, or encouraged to be, self-managed.
- There is a need for employee incentive programs.
- There is a lack of experience.
- The hiring process is too slow in filling vacancies.
- The dedicated employees are not recognized.
- There is a lack of trust between employees.
- Supervisors and managers are not dealing with personnel issues timely and effectively.
- The department is not dealing with problem employees timely and effectively.
- There are employees with poor work ethics.
- There is a lack of teamwork among executive staff.
- There is a need to develop managers.
- There is an absence of in-service training. Not meeting 40-hour mandates.
- Core courses for intermediate certificates are not available.
- There are no remedies for employee complaints about systems and procedures.
- Lieutenants need training on budget process.
- The rumor mill is having a negative effect on the division.
- Overworked staff because of a tremendous amount of overtime.
- The internal affairs process is not working.
- Lack of rotation policy for detectives.
- There is a need for physical training for officers.
- There are dual standards—Good Ole Boy System.

Issues Identified by Citizen Advisory Committee

- Desire city to support zero-tolerance policy in school district.
- Desire effective truancy enforcement.
- Resolve the curfew issue.
- Effectively handle the runaway problem.
- Develop many more Neighborhood Watch Programs.
- Utilize volunteer police officers.
- Develop ways (community functions) for citizens to meet beat cops.
- Cops should set a good example.
- Conduct Citizen Police Academies.
- Conduct directed activities to curb undesirable behavior of youth.
- Develop a bike patrol program for improved public relations.
- Regionalize 9-1-1 Communication System.
- Bring a ''scared straight'' type program to youth.
- Increase number of Spanish-speaking officers and dispatchers.
- Provide officers and civilian employees with cultural awareness training.

- Develop a sound policy in regard to officers making contact with complainants and officers' misconduct.
- Deal effectively with issues in city parks (vandalism, speeding, holiday celebrations).
- Employ more women and minority officers.
- Develop trust between minority communities and police officers.
- Inconsistent policing—favoritism toward particular community members by officers.
- Officers setting bad examples (running red lights and speeding).
- Deal effectively with drug trafficking.
- How can cops interact with families to help parents enforce household rules?
- Improve policing through technology.
- City to provide places for youth to spend their time.
- Enhance youth services.
- Develop partnerships with the community.
- Citizen group to study the Organizational Strategy.

DIVISIONS' FIRST-YEAR WORK AND ACTION PLANS

Following the administration of the survey, each division (functional area) of the police department prepared a work plan. The following are the first year's work plans for each of the divisions.

Divisions of Organizational and Administrative Services

1. Develop the police department's Organizational Strategy for Effective Policing:
   - Organize a group of citizens and department employees to develop the department's mission, values, philosophy, principles, goals, and objectives.
   - Develop the organizational structure, roles, responsibilities, activities, authority, success areas, and success factors.
   - Develop goals and objectives.
   - Develop Division Action Plans.
   - Teach and publish the results.
2. Organize an active Citizen Advisory Committee:
   - Integrate the police department with the community and work in partnership with the community to facilitate the problem-solving process.
3. Participate in the city-wide Year of the Family initiative. "A Greater Community through Neighborhood Wellness":
   - Integrate the initiative into the Neighborhood Watch Program.
4. Develop and implement an Employee Bridge Team.
5. Enhance the Volunteer Program.
6. Assure that the systems and processes are relevant to the chosen values, philosophies, and principles and are effective.
7. Increase the sense that the police care:
   - Participate in community activities.
   - Develop a planning process that is conducted prior to the budget process.
8. Improve the salaries and benefits of employees.
9. Review and make appropriate changes in the disciplinary process.
10. Address in a timely and meaningful manner the internal and external issues and concerns that arise as a course of doing business.

11. Increase and improve workspace to meet organizational needs.
12. Procure staffing levels per division necessary to manage workload.
13. Purchase equipment and uniforms necessary to meet organizational needs.
14. Increase the professional development skills of the managers and supervisors.

Division of Information Management

1. Define and evaluate the present Information Management System:
   - Improve the use of technology.
2. Develop and implement strategies for integrating the information processes in the department:
   - The report-writing process.
   - The supervision and management processes.
   - Crime analysis process.
3. Evaluate current records management technology and software in order to make them more effective and compatible with the citywide system.
4. Upgrade personal computers to improve office productivity and decision making.
5. Convert to and utilize the city's 800 MHz radio system.
6. Address, in a timely and meaningful manner, the internal and external issues and concerns that arise as a course of doing business.
7. Promote 9-1-1 presentations in the school system, special events, and neighborhood meetings to help the citizens save time and lives in emergencies.
8. Provide timely and accurate information on police activities, referencing our mission and specific purposes.
9. Increase the sense that the police care.
10. Improve staffing and distribution relative to workload.
11. Develop and implement the process for managing the serving of warrants on file.
12. Present a more professional appearance by having communication specialists wear uniforms.

Division of Professional Standards

1. Increase the professional development skills of the staff.
2. Develop and implement a Need-Based Training Process.
3. Develop and implement a Quality Review Process.
4. Review and make appropriate changes to the citizen complaint process.
5. Review and make appropriate changes to the internal affairs investigation process.
6. Review and make appropriate changes to the personnel recruitment and selection processes.
7. Conduct an audit of the directives of the department and rewrite the directives to align its policies, procedures, and rules with the values, philosophies, and principles as established in the Organizational Strategy.
8. Develop Training Bulletins for specific training needs.
9. Separate and improve the employee Personnel and Training records systems.
10. Integrate the police department with the community and work in partnership with the community to facilitate the problem-solving process.
11. Conduct Citizen Police Academies on a regular basis.

12. Enhance the promotional process.
13. Participate in community activities.
14. Develop a written process for employees to request training.

Division of Operational Services: Patrol Services

1. Effectively manage the responsibilities of responding effectively to emergencies, responding to requests for service, directed activity, and problem solving.
2. Enhance the staffing allocation and distribution processes:
   · Assign patrol officers to specific beats for long periods of time.
   · Establish realistic and acceptable staffing levels.
3. Address, in a timely and meaningful manner, the internal and external issues and concerns that arise as a course of doing business.
4. Integrate the police department with the community and work in partnership with the community to facilitate the problem-solving process:
   · Implement a Police Reserve Program.
   · Develop and implement a pamphlet program for new arrivals to community.
   · Conduct Neighborhood Watch meetings to address area issues.
   · Identify and resolve problems by beats utilizing appropriate community resources.
5. Increase the community perception that the police care.
6. Participate in community activities.
7. Provide sponsorship, support, and assistance to youth programs, activities, and organizations.

Division of Operational Services: Special Operations

1. Reorganize the Criminal Investigation Division (CID) to address a more generalized, problem-solving approach.
2. Improve the Victim Assistance Program.
3. Develop service delivery strategies to meet the needs of the community in terms of crime, fear of crime, and disorder.
4. Create a runaway investigation program that treats runaways as victims.
5. Develop and effectively manage responsibilities of directed activities and problem solving with Patrol Services and in partnership with the community.
6. Address, in a timely and meaningful manner, the internal and external issues and concerns that arise as a course of doing business.
7. Improve public awareness through public education:
   · Expand DARE program.
   · Promote public safety.
   · Promote crime prevention.
   · Improve Neighborhood Watch.
   · Conduct a Police Fair.
8. Provide the community with timely, accurate information about police activities, crime, and disorder.
9. Participate in community activities.
10. Provide sponsorship, support, and assistance to youth activities.

POLICE DEPARTMENT'S FIRST-YEAR ACCOMPLISHMENTS

Organizational Services

1. Organized Citizens Advisory Committee.
2. Developed and taught Organizational Strategy:
   - Mission statement
   - Values
   - Principals
   - Structure
   - Functional goals and objectives
   - Success areas/factors
3. Developed volunteer program.
4. Established administrative function in the chief's office/administrative assistant.
5. Developed and implemented Volunteer Chaplains Program.

Administrative Services

1. Resolved Federal Standards Labor Act (FSLA) issues of both civilian and sworn personnel.
2. Involved the management team in the annual budget process.
3. Corrected concerns of the Victim Assistance Program per audit.
4. Restructured the salary grid.
5. Conducted Audit of Special Account in CID.
6. Raised issue of paying jail cost for municipal court violations.
7. Rearranged and remodeled offices on second floor of the Operational Services Division.
8. Provided all field officers with pepper mace and training.
9. Resolved the issue of Statement of Elected Officers with Secretary of State.
10. Vaccinated all employees wanting Hepatitis B vaccinations.
11. Brought online new generator large enough to power the building in case of emergency.
12. Increased staffing level with two dispatchers and three police officers.

Information Management

1. Identified and developed priority list for Information Management Division issues.
2. Participated in county-wide training efforts.
3. Developed and promoted team leaders in Records and Communications.
4. Resolved the records check issue with the city and the Department of Public Safety.
5. Chose to discontinue effort to bring old Computer Aided Dispatch online.
6. Implemented call card process until new CAD can be brought up online and eliminated the radio log.
7. Developed the maintenance program for the reel-to-reel recording.
8. Changed the policy of dispatcher handling walk-in traffic during day watch.

Professional Standards

1. Improved citizen complaint and internal affairs process.
2. Developed new employment process for officers and civilians.
3. Developed new promotional processes for sworn and civilian personnel.
4. Developed Use of Force policy and reporting process.
5. Rewrote the Field Training Evaluation Program.
6. Developed and implemented four hours a week of in-service training from May through September.
7. Developed and taught the Problem Solving Process for new patrol officers.
8. Resolved TECLEOSE certification issues with Dispatchers.
9. Revised the Internship Program.
10. Trained three corporals as field training officers (FTOs).
11. Restructured the Directives Manual and rewrote several General Orders.
12. Started the Need-Based Training Program.
13. Got the police department certified for training for CAPCO.
14. Reorganized all Internal Affairs files.
15. Trained several personnel on PC use.
16. Conducted Cultural Awareness training.

Operational Services

1. Resolved manpower and distribution issues in patrol.
2. Developed new CID case clearance policy and procedures.
3. Developed procedure on handling Brady Bill implementation.
4. Resolved issues with Municipal Court.
5. Conducted a study on runaway juveniles in the city.
6. Implemented corporals as FTOs and acting watch commanders.
7. Enhanced training for Canine Unit l; purchased new uniform for unit.
8. Established a workstation in the lobby to accommodate volunteers.
9. Redirected the efforts for Safety City to non-management personnel.
10. Implemented a new process for municipal court warrants.
11. Rewrote the Neighborhood Watch Program.
12. Got crosswalk on Austin Avenue at the High School.
13. Provided for two three-on-three basketball tournaments.
14. Completed pilot POP project.
15. Restructured the beat system by workload.
16. Resolved issue of wreckers at accident scenes.
17. Conducted major drug investigation and raid with ten defendants.
18. Wrote Explorer Post manual.
19. Set up new evidence processing room.
20. Purchased two police bicycles and implemented a Bike Patrol Program for Special Events.
21. Resolved hospices issue/general order.

DIVISIONS SECOND-YEAR WORK AND ACTION PLANS

Divisions of Organizational and Administrative Services

1. Revise old Orders and Procedures Manual to fit new Directives Manual and align old policies, procedures, and rules with the new values, philosophies, and principles as established in the Organizational Strategy.
2. Continue participation in the city-wide Year of the Family initiative: "A Greater Community through Neighborhood Wellness."
3. Assure that the systems and processes are relevant to the chosen values, philosophies, and principles and are effective in providing quality services.
4. Continue to integrate the police department with the community and work in partnership with the community to facilitate the problem-solving process.
5. Continue management training for division commanders.
6. Enhance the department's ability to work on drug problems in the community through law enforcement.
7. Work with Development Services to prepare the Facilities and Services Plan Element of the City Century Plan.

Division of Information Management

1. Promote E911 media programs for the school system, special events, and neighborhood meetings to help the citizens save time and lives in an emergency.
2. Continue to upgrade the personal computer system for office productivity and decision making.
3. Improve the report-writing process manually prior to automation.
4. Develop a crime analysis process.
5. Purchase and begin to use Public Safety software that will enable Communications to dispatch the appropriate units to all types of emergencies in an expeditious and accurate manner.
6. Improve productivity of Information Services Director by employing an Administrative Specialist to provide support services.

Division of Professional Standards

1. Develop and organize a Division Training Plan by implementing the Need-Based Training Program.
2. Develop and implement Quality Review Processes.
3. Implement a quarterly reporting process for the Internal Affairs Investigation Summary Report.
4. Conduct a Citizen Police Academy on a regular basis.
5. Improve office design and productivity of Administrative Specialist by providing modular furniture.

Division of Operational Services: Patrol Services

1. Conduct Neighborhood Watch meetings to address area issues and transition to the Neighborhood Wellness concept.
2. Integrate the police department with the community and work in partnership with the community to facilitate the problem-solving process.
3. Implement a Police Reserve Program.

4. Increase the community perception that the police care.
5. Improve productivity of Patrol Services commander by employing an administrative specialist to provide support services (to be shared with Information Management).

Division of Operational Services: Special Operations

1. Ensure prompt, quality service delivery by employing a civilian Property/Evidence Custodian, thereby being able to return two-thirds of one detective's available hours for investigations.
2. Enhance the Victim Assistance Program through follow-up contact and support.
3. Enhance the service delivery strategies to meet the needs of the community in terms of crime, fear of crime, and disorder.
4. Improve communications in working relationships among departments, divisions, sections, and units.
5. Improve Youth Services.
6. Continue working with the youth to reduce the number of runaways reported each year.
7. Develop the Neighborhood Wellness concept around the Neighborhood Watch Program.
8. Expand employee involvement in targeted youth activities.

GLOSSARY OF TERMS

Accountability	Subject to giving a reckoning or explanation for one's actions.
Authority	Power to influence or command thought, opinion, or behavior.
Competent Community	The application of sound principles that have proven effective over time.
Functional Goal	The long-term end toward which effort is directed by an organizational bureau, division, section, or unit.
Functional Objective	The shorter-term end toward which effort is directed by an organizational bureau, division, section, or unit.
Leadership	In a police organization, the process of influencing human behavior to achieve organizational goals that serve the public, while developing individuals, teams, and the organization for future service.
Mission	A specific purpose with which an organization is charged. It comprises the What, How, and Why.
Organizational Character	All those qualities that make a group or organization what they are and different from others. The qualities that garner approval of the group or organization. The character of a police department and its sub-units is the defining factor of the delivery of police services.
Organizational Strategy	An organizational design that is most advantageous for the police and community served and is shared and held in common by all members of the organization.
Philosophy	A system of ideas concerning a particular subject. A system of principles for describing the desired conduct of a police organization.

Principle	A basic truth that is used as a basis of reasoning or a guide to action or behavior.
Process	A series of actions or operations used in making or achieving something.
Product	Something of value for another.
Responsibility	Something for which one is held accountable.
Role	An expected behavior pattern determined by the position occupied in the organization.
Stewardship	The attitude of managing something for another, that is, the community, the next generation.
Strategic Planning	Developing long-term directions in order to achieve something.
Success Areas	What you would look at to determine whether the organizational function is achieving desired results.
Success Factors	Specific issues or items of interest chosen to measure at a given time.
Success Measures	A point of view for determining the achievement of desired results.
Systems	Interacting processes networking together utilizing information in a logical manner for rational decision making to achieve a desired result.
Task	An assignment to produce a specified output (including quantity and quality) within a targeted completion time, with allocated resources and methods and within prescribed limits (core values, principles, policies, procedures, and rules).
Value	That which is important and fundamental to life and the organization. Fundamental beliefs by which the organization operates. A state of being.
Vision	An imaginative insight into a subject or problem; foresight and wisdom in planning.
Work	What the person has to do in order to achieve the task; use judgment, discretion, and make decisions in overcoming obstacles.

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About the Author

Chief Larry Hesser (Ret.) is the former chief of police of communities in Georgia, Colorado, North Carolina, and Texas as well as the former President of the North Carolina Police Chiefs Association. Chief Hesser served as an Advisory Board Member to the Smaller Police Department Technical Assistance Program for the IACP.

A Best Practices Guide for Strategic Planning: Building Police-Community Partnerships in Small Towns

By Chief David L. Kurz, Durham Police Department, Durham, NH

MOTIVATION FOR THE STRATEGIC PLAN

When the police department in Durham, New Hampshire wanted to develop a strategic plan, there was an acknowledgement that the approach must be different from those of larger police agencies who could focus more resources to complete the task. While the number of demands upon the smaller department and their limited personnel could legitimately justify not even exploring the topic, there was awareness that the department still needed to establish long-term goals and develop a strategy that would ensure success. The excuse of being a small agency did not negate the need to plan for the future. The Durham strategic plan project is comprised of three separate phases, 1) a survey of citizen satisfaction with police services, 2) a SWOT (Strengths, Weaknesses, Opportunities, and Threats) exercise of all department personnel, a one-day SWOT exercise and planning session attended by police officers and later by community leaders, and 3) Fiscal planning, since as diverse as ideas may be, funding will ultimately determine the level of services that the organization can provide. At the conclusion of the analysis, the agency has an evolving set of goals and corresponding plans to reach them. It also has the renewed support and cooperation of the community it serves.

BENEFITS OF THE STRATEGIC PLAN

1. The Durham Police Department decided to treat its constituents as partners and customers; like any good business, it needed to find out what its customers wanted.
2. Community members have questions about police services and how they are delivered; it behooves police chiefs to provide the answers.
3. The responses to the department's SWOT taught the chief much more about his police officers' views than what he could have learned otherwise.
4. Officers report that they are getting more respect and better cooperation from residents since the department launched the strategic plan initiative.

POLICING DURHAM

Though the crime rate in Durham is among the lowest in the state, the town's police department has its hands full. With 20 sworn officers and 5 support staff, the CALEA® accredited police department serves a fluctuating population comprised of full-time citizens and 14,000 students of the University of New Hampshire. The unique policing environment demands a balance between supporting the desires of the permanent residents and allowing responsible flexibility from college students. In many ways, the community is dominated by the UNH school year. Policing in this environment becomes extremely demanding, commencing at school opening, and lasting until Homecoming Weekend in late October. During this time 3,500 in-coming freshmen come to realize that Mom and Dad aren't around to tell them when to be home nor will they be checking their sobriety when they return. Many of Durham Police Department's clients are strangers to the area, have never been away from home, do not know their classmates, often make bad decisions with strangers, and ultimately abuse a variety of substances.

Experimentation with alcohol dominates the social scene. In many ways, the officers are challenged with the dilemma of allowing students the flexibility to gain life experiences, living through those experiences, and simultaneously responding to the concerns and demands of permanent residents.

Durham residents have come to expect a professional and personal response to their calls for service and the department has long maintained a good relationship with the community. But there was reason for concern when a citizens' group told the new police chief that the residents saw the department as distant from the people it served. And perception is reality; as law enforcement executives must learn early in their careers. If the department wanted to improve the community's impression of the police, an event needed to be created where the community and the police, together, would determine the direction of the agency. In other words, the department committed to treating its constituents as partners and customers and, like any good business, it needed to find out what its customers wanted.

TREATING POLICE CONSTITUENTS AS VALUED CUSTOMERS

One value of embracing a business philosophy for a police agency is that it makes the public the ultimate arbiter of what constitutes quality policing. Isn't this a component of community policing? In the truest sense of the term, community policing is a philosophy and not just a program. It is a philosophy that calls for police and community cooperation to determine the problems and desires of the community and develop a strategy of partnership that will address those needs.

Community policing also reinvigorates the community's sense of responsibility for maintaining law and order. Law enforcement is ultimately responsible for protecting the public, but good community policing empowers citizens to do their part in sharing the responsibility for the collective community. While it is appropriate that we trust mechanics to fix our cars, we are not excused from our responsibility to check the oil every once and a while! Citizens today routinely question government and their police managers about what services their police departments provide, and how they deliver them. It behooves police chiefs to take the lead in providing these answers. An environment that encourages discussion and allows for community feedback is the foundation of any community policing initiative. The development of a strategic plan helped the Durham Police Department create such an environment.

THE STRATEGIC PLANNING INITIATIVE

Unsure of how to launch a strategic planning initiative, the Durham Police Department began by doing some research. Several excellent resources are found at the Office of Community Oriented Policing at the Department of Justice, www.cops.usdoj.gov, and at the Community Policing Consortium, www.communitypolicing.org, where there are a host of community policing suggestions. Most of the literature on the subject suggested that strategic planning was time consuming, sapped limited human resources, and appeared too much for a small police agency like Durham to initiate. Nevertheless, the department felt that strategic planning would help to reveal the proper direction that the organization should take.

The department embraced some basic principles of the business world, such as:

- Soliciting and valuing customer comments
- Monitoring performance
- Promoting continuous improvement
- Inviting worker participation

Certain these methods could help the police achieve higher levels of customer satisfaction; the agency launched its strategic planning initiative with a community survey which hopefully would eliminate what the police may *think* the community wanted in police services.

PHASE ONE: COMMUNITY SURVEY

Police executives frequently ask themselves and their agencies, how do citizens perceive crime in the community and how does it affect them? How is the agency delivering service and how does the community perceive the department? Community surveys offer a significant opportunity of finding out. Several effective and cost-saving strategies that the department has employed to ease the challenges of development, distribution and analysis of the responses include:

- **Existing Surveys:** The IACP has a number of examples of public safety and internal agency surveys on line at http://www.theiacp.org/International-and-Community-Surveys. Durham ultimately arrived at a product that employs fifty questions to gauge customer satisfaction with the police force and concerns about crime and quality-of-life problems. To ensure that the responses will allow for conclusions, it is important that agencies employ mechanisms that are easily measured such as a scale rating of 1 to 5 with 5 meaning very good, yes or no, or true or false, etc. If questions allow for diverse answers, quantifying the responses will be extremely difficult and time consuming.

- **On-line Surveys:** In this information driven age, the vast majority of our citizens have a computer or access to one. There are a host of free or inexpensive instruments that can be utilized to provide citizens with the opportunity to provide feedback to the police. An online search for "free online surveys" will offer a host of tools such as SurveyMonkey. However, police chiefs should be cognizant of the sophistication of the survey instrument and ensure that the survey tool allows for only one submission per IP address. Every agency has their supporters and detractors, and the question that there is potential skewing of the data negates the entire process. Expending even limited funds for a more robust product should be contemplated. Additionally, many instruments have the capacity to provide analyzed responses saving significant time and energy in correlation of the received data.

- **Mailing:** The tried and true method of using the U. S. Mail has many benefits. To conserve limited funding, Durham's initial survey was distributed as an insert in the annual town report. Other possibilities may exist in your community by inquiring from other municipal departments as to upcoming community-wide mailings. To encourage returns, the questionnaire is designed to be folded so that the pre-paid and self-addressed card further simplifies the process. Checking with the Post Office about bulk mailing charges led to a significant savings with subsequent mailed responses. Recognizing that not all surveys will be returned and not wanting to place an expensive stamp on each, Durham chose an option whereby only those surveys mailed back would be billed. While the postage was about 20% more, the agency only paid for mailings that provided value to the department.

- **Enlisting Help:** There are untapped resources in every community that are more than willing to assist you in this process. As host community to the University of New Hampshire, Durham gained the assistance of Professor Andrew E. Smith and students at the UNH Survey Center in the development, distribution, and analysis of the survey. There are often active retirement associations willing to offer assistance with mailings and correlating survey data. Working with an active retirement association or a political science class at the local high school will not only provide an excellent resource but also create a very different and unique opportunity for interaction with community members.

Rate of Return: Durham's initial survey resulted in only 17 percent of the 1,700 surveys being completed and returned for analysis. When the department repeated the survey several years later, there was a concentrated attempt to better inform the community of the arrival of the new survey. The use of the local government's television broadcast and the local media to market the mailings and inform the community of the survey's repeat appearance was designed to increase the rate of return. The television and newspaper pieces emphasized the results of the previous survey, and the programs that had been implemented due to the citizen's opinions gleaned from that survey. It was important for the community to see that their suggestions were implemented into action, and to recognize that this was not just an exercise in public relations, but also a real desire to learn from the returned surveys. As a result of these efforts, the return rate vaulted dramatically to over 47 percent when mail-ins of this type historically have a 25 to 30% return rate.

The community survey asks respondents to rate the department as excellent, good, fair, or poor. Fully 96 percent of respondents rated the department as good or excellent. Other questions included in the survey were: whether they would hesitate to call the Durham Police Department for assistance, whether the department is responsive to residents' needs, whether they have considered moving from Durham because of crime, and whether they have changed their activities due to fear of crime.

The survey also measured how safe residents felt home alone at night, walking downtown at night, walking through their neighborhood at night, and walking through their neighborhood during the day. They were asked whether they feel crime has decreased, increased, or remained the same during the past year.   The survey also gives respondents the opportunity to identify their level of concern about specific crimes and issues during the day and at night.

According to survey results in 2003, Durham citizen's greatest concerns included children's exposure to drugs, home burglary, and the overall safety of children. Topping all other areas in the questionnaire were the concerns relating to the heavy use of the downtown area by pedestrians who saw jaywalking, parking/traffic, and speeding in the downtown area as significant problems.

Ultimately the questions considered for your survey should reflect the issues facing your community. If you have a seasonal population, ensure that their unique concerns are queried. If there is a topical event or project looming, include some reference to these nuances that a may impact resident's concerns as they pertain to policing. Don't forget that simply asking the question demonstrates the agency's understanding of the challenges.

PHASE TWO: SWOT EXERCISE/INTERNAL SURVEY

During the early variations of the strategic plan some officers expressed concern that "no one is asking us our opinion." The importance of empowering the employees whose hard work would determine the success of the initiative was immediately recognized. Inspired by an internal survey from a neighboring community, a design was adapted to garner the opinions and perceptions of the Durham staff.

The internal survey is similar to the community initiative except that it focused upon the employee's perceptions and opinions of the agency. Every shift supervisor was instructed to give employees an opportunity to complete the document while on-duty. Anonymous submissions encouraged candid responses that offered the police administration greater value. The survey was placed on each of the department's computer desktops allowing the document to be completed and neatly printed.

The survey asked officers to consider each of the following agency functions separately: administration, first-line supervision, patrol operations, vehicle and equipment maintenance, computerization, and accreditation. Officers rated each component's effectiveness, philosophy, leadership, policy development, and support to other components. The survey also invited officers to write narrative explanations of the ratings and make suggestions for improving the department in response to questions such as: What would you change about this function if you were the chief of police? What challenges does this function currently face and what challenges will it face in the future?

The responses to the survey were more instructive than any conversations with officers could have been. While there were a number of concrete suggestions and ideas, the exercise also informed the chief of certain misperceptions some of his staff had about administrative issues.

Over the years as the strategic plan was updated and refined to reflect the changing dynamics of the department and the community, an alternative method to garner employee input via the use of a SWOT exercise was implemented. A SWOT analysis is a structured planning method used to evaluate the **S**trengths, **W**eaknesses, **O**pportunities and **T**hreats of a project or business venture. However, a SWOT analysis has significant application in the public sector as a tool to identify positive and negative factors within the organization, community, and the broader society that promotes or inhibits successful implementation of change efforts. Additionally, it has the benefit of being adaptable for use with employees as well as with community members. Before developing goals and objectives for a program design or implementing an organizing strategy. The SWOT analysis is a part of the planning for social change process and will not provide a strategic plan if used by itself. After a SWOT analysis is complete, a social change organization can turn the SWOT list into a series of recommendations to consider before developing a strategic plan.

PHASE THREE: ONE-DAY COMMUNITY PLANNING SESSION

Engaging Constituents: The third phase of Durham's strategic planning initiative was a one-day planning session, which brought police officers together with community leaders and citizens for a candid conversation about police services. There were several goals for the session, including teaching officers the value of asking the community what it wanted from its police force and showing the townspeople that the department valued their opinions. The department also designed the program to give civilians a clearer picture of the services the department provides and to provide officers an opportunity to improve their skills as public speakers and facilitators.

The Design: The department wanted to reach the widest possible audience and at the same time limit the group to a reasonable size. Invitations were sent to the members of the town council, the chamber of commerce, the school board, the ecumenical council, and the high school's student senate. Also invited were the district court judge; chairpersons of town boards; members of organizations with a history of community commitment, including the Lions, the Rotary Club, and the Knights of Columbus; and area clergy, defense attorneys, business leaders, and media representatives. Because the community is so connected to the University of New Hampshire, student senators and officials from the university were also invited to participate. The group included 25 active participants.

Agenda Overview: The morning meeting featured presentations by officers responsible for drug enforcement, juvenile investigations, school resource officers, training, patrol, and accreditation. Support staff talked about the idiosyncrasies of record management, accident reports, parking ticket appeals, and ancillary budget items highlighting their important roles in the organization. A newly hired officer who had previously worked for another agency discussed the selection process in Durham and emphasized how the field training officer (FTO) program emphasized the agency's commitment to the community.

Presenters were charged with presenting a thumbnail sketch of their duties and of the problems they have faced as they carry out those duties. Wherever possible, they were to highlight the ways they had creatively resolved those problems. Officers volunteered to be presenters. The chief, acting as emcee, welcomed attendees and introduced each officer, being sure to mention something unique about each officer's professional and personal lives. The personal touches served to remind everyone that officers are human beings, too.

ONE-DAY PLANNING SESSION SAMPLE AGENDA

8:30   *Strategic Planning Participants Networking Session and Continental Breakfast*

                Welcoming Presentation by Chief David Kurz

9:00 – 12:00   **Presentations**

Topic	Presenter
1. *Adopt A Cop Program*	*Sgt. David Holmstock*
2. *Use of Force*	*Sgt. Frank Daly* *Ofc. Kathryn Lilly*
3. *Selection Process/FTO*	*Ofc. Joe Gagnon*
4. *Investigations: The "Snipper" Case* *Evidence Preservation and Handling*	*Det. Mike Bilodeau* *Det. Gabe Tarrants*
5. *Drug Enforcement*	*Det. Sean Dolliver*
6. *School Resource Officer/Juvenile Matters*	*Sgt. Ed Levesque*
7. *Parking Enforcement*	*PEO Dick Martin*
8. *Patrol and Traffic Enforcement*	*Ofc. Ed Pike*
9. *The Front Office*	*Mrs. Jen Johnson*
10. *Accreditation*	*Lt. Sean Kelly*
11. *Prosecution*	*Mrs. Dawn Mitchell* *Dep. Chf. Rene Kelley*
12. *School Opening and Closing* *Red Sox and Patriots Preparations*	*Dep. Chf. Rene Kelley*

12:00 – 1:00   *Lunch*

1:00 – 3:00   SWOT Exercise   Chief David Kurz

Among the morning's highlights was a presentation on the nuances of DWI enforcement that included a video of a traffic stop, field test, and arrest. The officer explained what indicators of intoxication he is trained to look for and how he handles various elements of the traffic stop. Another highlight was a video and discussion of the "celebratory riots" following sporting events, which involved more than 5,000 college-aged students. There were significant discussions about the police preparations necessary to deal with large disruptive crowds including the importance of mutual-aid assistance from agencies in several surrounding communities.

During the lunch break, the officers offered tours of the police facility allowing the townspeople to see how their tax dollars support a modern law enforcement complex. After lunch, the chief led the attendees into the SWOT exercise with a focus on the future of the department. Citizens shared feedback on police services and offered their views on what should be the goals of the department. While each chief may have a number of issues deemed important such as a structured equipment replacement plan, continuation in the accreditation program, and a commitment to diversification of the workforce, there should be ample opportunity to have free flowing dialogue to ensure that the CEO can hear the opinions and desires of the community.

As a token of its appreciation, the department gave each participant a golf shirt embroidered with the words "Durham Police-Community Partner." The shirts also turned out to be an exceptional public marketing tool. One business owner jokingly stated that he would never wear the shirt again while he was at work. His customers wanted to know more about what the police department was doing than buying items at his store.

The planning session made considerable demands on department resources. Everyone in the agency contributed to make the meeting run smoothly by setting up chairs, arranging for the delivery of lunch, coffee, and many other assorted details. In an endeavor such as this one, the employees who emerge to assume the greatest levels of responsibility will likely evolve as the agency's future leaders. Empowering every employee to take an active role in such an enterprise, as the chief of a small department must do of necessity, allows the chief to observe the capabilities, strengths, and weaknesses of the staff. In addition, each officer experienced some of the many nuances of leadership firsthand that will be beneficial as they evolve as leaders in this or another law enforcement agency.

PHASE FOUR: THE STRATEGIC PLAN

The model chosen for the plan includes: 1) Long & Short-term Objectives; 2) Performance Indicators; 3) Target Dates for Accomplishing Objectives; and, 4) Strategies to Accomplish the Objectives.

Armed with the findings from the surveys, SWOT, and the planning session, the Durham Police Department set out to draft its strategic plan. The strategic plan is specifically designed to be revisited on an annual basis. The department describes its objectives in the introduction to the 2014 strategic plan:

> *The Durham Police Department 2014 Strategic Plan is designed to be an evolving document, constantly reviewed, updated and brought into line with the desires of the community. It is the culmination of a series of exercises all designed to ensure that the vision, mission, and objectives of the agency are successfully achieved. The plan ensures that the elements within this document are understood, supported and reflects the wishes of the community. An outgrowth of this process is the enhanced ability to effectively manage resources, provide accountability through measured results and adjust to change. Successful planning requires the fortitude to change course when opportunities and community demands arise. Ultimately, it is the planning process itself that keeps the agency focused on what the organization wishes to accomplish and the best route to ensure success.*

The Durham Strategic plan is comprised of eight long-term objectives. Each one identifies a performance indicator, which is basically the goal trying to be accomplished, target dates for the achievement of a series of short-term goals, which leads to the long-term objective, and finally lists strategies the department will employ toward achieving the objective. The Durham Police Department's eight objectives for the period beginning in fiscal year 2014 and ending in fiscal year 2018 are as follows:

- Reduce the incidence of crime

- Increase quality of service and customer satisfaction

- Increase availability of grants and alternative funding sources

- Maintain status as an internationally accredited law enforcement agency

- Comprehensive equipment replacement program

- Provide high-quality training for all agency personnel

- Increase diversity of agency personnel

- Maintain acceptable workload for police officers

The department distributes copies of the strategic plan throughout the Durham community. Each member of the town council receives a copy; one copy is posted for public viewing in the lobby of the Durham Town Hall, and another in the lobby of the police station. The department mails a copy of the plan and a letter of thanks to each of the participants in the one-day planning session.

EXAMPLE OBJECTIVE, PERFORMANCE INDICATOR, TARGETS, AND STRATEGIES

Objective: *Increase the quality of service and customer satisfaction*

The Durham Police Department defines customer service as any contact, whether passive or active, between an employee of the Durham Police and a customer that causes a negative or positive perception by that customer. The reality of our profession is that the potential of placing employees in negative light exists with each activity performed. After all, police officers are issuing traffic tickets and are often telling persons to do what they do not want to do!   However, the concept of positive customer service must be sustained by being ingrained into the fabric and philosophy of the agency.

Performance Indicator: A community survey was accomplished in cooperation with the UNH Survey Department during 2012 and completed in 2013. This is the fifth survey accomplished by the department. The agency and its' commitment to community oriented policing has been well received by the citizens which was demonstrated by a 96% rating of good or excellent. The enhancement of our partnerships with the Oyster River School District has had many positive attributes including the full-time assignment of a School Resource Officer to the District. We have enhanced the relationship with the University of New Hampshire Police Department and routinely partner to address mutual concerns. We remain very proud that the community continually turns to the agency as an organization that can and does solve complex problems. The agency's recent success in combating the phenomenon of "Celebratory Rioting" at the conclusion of sporting events was truly tested following the New England Patriots exciting win of Super Bowl XLIV in 2015. Such success and the department's commitment to continuous improvement equates to the fact that the agency has earned a higher level of trust within the community. If we as an organization remain focused upon meeting or exceeding all targets, the percentage of customer satisfaction will continue to reflect favorable attitudes toward the agency and its' members.

Targets:

2014   Utilize a mechanism that will allow email notifications to Durham citizens about current police events or community alerts

2015   Meet or exceed customer satisfaction levels as indicated by the survey

2016   Develop and submit a new annual survey in cooperation with UNH

2017   Meet or exceed customer satisfaction levels as indicated by the survey

2018   Develop and submit a new annual survey in cooperation with UNH

Strategies:
- Solicit input from internal (other Town staff) and external customers
- In cooperation with UNH, refine our survey methods ensuring relevancy and accuracy
- Develop a random sampling method that will also reach those arrested or ticketed
- Continue to utilize public forums as a mechanism that will offer suggestions and ensure the proper direction of agency
- Develop a mechanism that will sample apartments, dormitories and the UNH Campus
- Create an email server that will deliver notices and other information of interest to community members

From the Durham, New Hampshire, Police Department's 2005 Strategic Plan

Once the strategic plan is completed, the CEO must use the document to guide the agency in purchases and other significant matters. For instance, the Chief should articulate at budget hearings how the strategic plan may have identified radios, or weapons, as being due for a review to determine replacement and funding mechanisms during a specific fiscal year. The plan can also be utilized to anticipate when additional staff may be necessary to keep police response time within acceptable community limits. What is critically important is that this document be utilized to support the departments' initiatives demonstrating to your governing body that as CEO you have set up a timetable for action and a mechanism to get you there!

BUILDING A BETTER PARTNERSHIP

Thanks in large part to the strategic plan and the spirit of cooperation that marked each phase of its development, the town of Durham now has a better understanding of the mission, values, goals, and strategies of the police department. Remarks made on subsequent community surveys and during the one-day planning sessions have shown that townspeople appreciate and are more aware of how the police department functions and what police officers do. There is also more community support for the department and the officers.

Improved community partnerships and agency morale are indicators of the benefits of designing and implementing our strategic plan. The inclusive process to develop the strategic plan and the plan itself send the message that the department actively seeks to know the kind and quality of police services the town desires. It also makes clear that the department is committed to improving its approval ratings and meeting those needs. What's more, officers report that they are receiving a greater level of respect, acknowledgement, and cooperation from residents since the department launched the strategic plan initiative.

About the Author

Chief David L. Kurz has served in law enforcement since 1974 and as the Chief of Police in Durham, New Hampshire, since 1996. He obtained a Bachelor's Degree in Criminal Justice from the University of Southern Maine and is also a graduate of the FBI National Academy. He previously served as the chief of the Gorham, Maine Police Department, and as Deputy Director of the Maine Drug Enforcement Agency, Maine Department of Public Safety, from 1990 to 1996. Chief Kurz serves on the Smaller Agency Advisory Group, which assists the IACP in the formation of training and client needs assessment that may be unique to smaller police agencies in the United States. Chief Kurz serves as an instructor with the "Leading by Legacy" program, and routinely conducts training seminars for the IACP focusing upon strategic planning and personnel management. As a team leader for CALEA, he has reviewed the policies and procedures of over 50 police agencies seeking national accreditation and recognition. Chief Kurz is a contributing author to IACP *Police Chief* magazine, *Big Ideas for Smaller Police Departments* newsletter, and other periodicals on issues ranging from strategic planning, alcohol enforcement, promotional process, effective performance evaluations, and new technology acquisition.

A Best Practices Guide for Maneuvering Successfully in the Political Environment

By W. Dwayne Orrick

A recent survey of police chiefs identified the "most discouraging, dissatisfying aspect of their job as being frustrated by working in the political environment and dealing with politicians."[1] Some communities have found well-qualified, high-ranking officers choose to not seek or accept executive positions because of their perceptions of politics.[2] When most persons hear the word 'politics' negative images come to mind of questionable behavior, turf battles, back room deals, and hidden agendas. While it is naïve to suggest these events do not occur, it is not the norm. Politics is not bad in and of itself. Politics is the process of determining what governmental services are provided for our communities and how they will be funded. It is not suggested that police executives have to become involved in partisan politics to be appointed or succeed. However, to succeed as the leader of a police organization, the chief must be able to maneuver successfully in the political environment. The political environment is composed of more than just elected officials. This environment is composed of five interconnected components, referred to in this guide as five conceptual arenas:

- The police department (internal)
- The public (external)
- The media
- Other agencies (both police and community or state partners)
- Elected officials.

To survive and succeed in the political environment, the chief must develop strong relationships in each of these five areas. Networking with politicians is not a skill typically taught to leaders as they progress through police organizations. In many police agencies, 'being political' is frowned upon as being inappropriate. The perception in most departments is that persons who can perform operationally do not have to rely on political contacts to move ahead in their career. However, the skills required for police chiefs to excel are different than those of lower ranking positions. Those leaders who are able to work within the political system are more successful at gaining support and resources for their agencies. The better the relationships a police chief has in each arena the more influence the chief will enjoy. If a chief fails to maintain effective relationships in two or more of the five arenas, the ability to acquire the resources needed for the department will be severely limited, and the chief will be unable to rally support to achieve lasting positive change. Without a strong base of community and political support, any chief's tenure will likely be short, ineffective, and painful.

This guide is not intended to be a comprehensive review of politics in government. Rather, it is designed to serve as a primer for improving law enforcement executives' awareness and ability to maneuver successfully in the political environment. The traits and skills the individual must develop are identified in this guide. Each conceptual arena of the political environment, is dissected to identify behaviors and skills needed to develop successful relationships and enhance a leader's influence. Finally, strategies to prevent negative interference and to respond effectively when circumstances turn sour will be reviewed.

LEADER DEVELOPMENT

Police executives are immediately recognized as an authority because of the nature of their position. However, to sustain this impression the chief must demonstrate they have the skills, traits, and abilities required to lead their department, serve the community, and maneuver successfully in the political environment. Many of the same skills and traits leaders must possess to excel in the police organization are important for interacting in the political environment.

In order to influence behavior, the first step for a police leader is to recognize politics is a reality of working in governmental agencies. As public officials, everything a police department does falls somewhere on the political spectrum. For example, the enforcement of traffic along a specific road could result from complaints of speeders or dangers to children playing in the area. At the other end of the political spectrum, the decision to substantially increase a department's funding involves extensive interaction with and inquiry by elected officials.

Essential Leadership Skills

Political behavior occurs when "an individual attempts to influence others in order to achieve some end, either personal or organizational".[3] All organizations, particularly governmental agencies, are social organizations. Persons who are most successful working within organizations possess an inventory of personal characteristics that enhance their influence including emotional intelligence, interpersonal influence, networking abilities, and sincerity.

Emotional Intelligence: Emotional intelligence enables leaders to read non-verbal cues or signals from another person's mood, speech, and body language. Using this knowledge, they adjust their behavior to respond or pitch a proposal in the most acceptable manner. The emotionally intelligent can read the situation and determine if the timing is right to broach an issue. These individuals are more adept at building social capital that is needed when difficult or controversial issues arise.

Interpersonal Influence: Great leaders tend to rely on a variety of techniques to convince others to accept their ideas. To accomplish this, one must know the other person's interests, what they may want to hear, and how to meet this need. Great leaders are able to tell others what they *need* to know in the manner they *want* to hear it. This requires the individual to be flexible and open to alternative approaches to addressing the same issue.

Networking Abilities: The third essential skill required for a leader to maneuver successfully in the political environment is to be able to interact or network with as many diverse groups, friends, and alliances as possible. They achieve this by treating everyone with dignity and respect regardless of their position or what the individual can do for the leader. Having these contacts impacts the leader's ability to gather critical information, create and take advantage of opportunities, and levy pressure to achieve goals.

Sincerity: Finally, persons who are most politically adept are perceived as sincere in seeking what is best for the agency, community, and personnel. If others perceive a chief to have an ulterior motive or to be manipulative and self-serving, the leader will develop a poor reputation and be unable to gather support.

Traits for Credibility

To develop the trust and confidence of employees, the public and elected officials, police leaders must be viewed as being credible. Noted leadership researchers Kouser and Pozner have conducted over 75,000 surveys in a variety of organizations around the world. When responses are controlled for semantics, the same leadership traits consistently emerge as being desired: trustworthy, forward thinking, competent, and inspiring.4

Trustworthy: "If people don't believe in the messenger, they won't believe the message."5 The trustworthy leader is straightforward, honest, and does what he says. If he doesn't know something, he tells the person he doesn't know. Accountability is essential. When he promises something, he delivers it. If the leader can't do what is promised, he gets back with the individual or group and tells them why he can't do what he promised and why. Without follow-up, a person's accountability and trust is compromised.

Forward Looking: While organizational history is important, employees, citizens, and elected officials don't care where the agency was five or ten years ago, they want to know what the future holds for them. Leaders are expected to have a vision for the department and to keep others informed of what will be happening in the next one to three years. This is particularly true for Generation X and Y employees who prefer being informed and a part of decision-making.

Competent: While police chiefs may not be expected to be able to reconstruct an automobile accident or conduct a blood spatter pattern analysis, the community and police employees expect them to know how to perform the tasks required of a chief executive. The chief needs to be able to communicate the budgetary needs of the department, conduct public speaking, and establish relationships to achieve the department's goals.

Inspiring: Leaders are expected to be able to describe to their employees what the department is doing and why it is important, how the officers' and department's performance improves the lives of others and makes a difference in their community.

THE FIVE INTERACTING COMPONENTS OF THE POLITICAL ENVIRONMENT

Component One: Internal Environment of the Police Department

The police chief's ability to maneuver successfully in the political environment many times is directly related to the quality of relationships within their department. In short, the relationships that exist within the department, whether they are good or bad, will reflect how officers interact with the public, media, other agencies, and elected officials. If officers treat the public, media, partner agency representatives in a positive way, it will reflect positively on the entire department. If they are unable to maintain positive relationships, it eventually invokes legislative inquiry and oversight by the elected officials. While it may seem elementary, good leadership and management practices within the department are critical for achieving the department's mission of serving the community.

First, to build a strong foundation for the department, the fundamental core values and mission statement must be articulated. These documents are more than ideal statements in a policy manual or on a poster. The core values are the cornerstone of the department's operations. Too often law enforcement agencies espouse a belief only to have their officers routinely act in an entirely different manner. This conflict exists because the promulgated values are not representative of the organization's true values. The core values and mission should permeate every aspect of the department's operations including operational procedures, recruitment/selection, training, supervision, and discipline.

Second, the organization cannot be what the people are not. The quality of service provided to the community is directly related to the quality of employees with the department. Because of this, the effectiveness of the police department is directly related to the recruitment, selection, development, and retention of personnel who 'fit' with the organizational values. Leaders must establish high standards based upon character and ability. If the personnel employed do not possess the values, character, and ability required

for the job, they cannot be expected to perform at the proscribed level. The agency must not only have the right people on board, they must have them in the right places.[6] This allows the department to achieve the maximum benefit of its personnel's potential.

With solid core values and well-trained personnel in place, the police chief establishes the standard of performance as a role model. The staff continuously watch department leaders to see how they act. The relationship the administration has with line officers is oftentimes representative of the relationship between the agency and the public, press, partner agencies, and elected officials. If the chief treats staff in an honest, fair, respectful manner, officers are likely to respond in a similar manner with the others outside the department.

The chief must constantly work to establish and maintain a strong, positive, organizational culture. This culture should focus on serving the community and resolving community problems. Several key factors are critical for developing this culture. First, when attention is focused on the internal operations, it should be to enhance how the agency is serving the community. Training should be provided to improve the officer's ability to serve. Second, when seeking to make change in the department the chief must recognize they can only affect the amount of change that the community is willing to accept. Because of this, it is critical to follow a deliberate practice that involves staff and key partners throughout the community. Third, every officer in the department is a leader who is charged with working in the community, effecting change and improving the quality of community life. Most of the time, officers work without direct supervision. To empower staff to be more effective in facilitating positive change every officer in the department should be provided leadership training. Fourth, it is also important the department focuses its attention and measurement on key performance indicators. The leader demonstrates to officers what is important by the behavior on which they focus their attention. What gets measured is what gets done. For example, if the department closely evaluates the officer's use of force, interaction with the public, and vehicle pursuits, these activities will more often be done in accordance with established standards. If these duties are ignored, they will likely be performed below standard and in an inconsistent manner.[7] Inevitably there are individuals within the organization that will not rise to the established standards, struggle to maintain the continuity of mediocrity, or disrupt daily operations with their toxic personalities. The chief and other formal leaders within the organization must address undesirable behaviors. If the individuals are not willing to modify their behavior, steps must be taken to remove them from the department. Otherwise, they will be an impediment to the entire organization.

Component Two: Building Public Support with the Community

In many ways, political support for a department's operations is swayed by public opinion. An agency perceived to have a good image is likely to be successful in garnering political support. At the same time, an agency with a bad reputation will experience difficulty finding the support they need to accomplish their goals. The public's perception of law enforcement is their reality. It is influenced in a number of ways including: past experiences, rumors within the community, social media, television, movies, news programs, and websites. Unfortunately, the perception that is portrayed is often not accurate. In an effort to build public support for the department, leaders must develop community partnerships, market the agency's achievements, and maintain a positive relationship with the press.

Developing Community Partnerships

Officers tend to spend most of their time interacting with the eight percent of the public who cause 80 – 90 percent of the problems. Unfortunately, officers quickly begin to feel this group is representative of most people. This frequent, negative interaction leads officers to feeling cynical and pessimistic about people. Because of this perception, bridging the gap between officers and the community may be difficult. In reality the majority of citizens seldom have contact with officers, but respect, appreciate, and support their department and desire to have a closer relationship with officers.

Within any jurisdiction, there are a variety of 'communities' including business, youth, the elderly, schools, historical districts, and housing complexes. Some of these 'communities' may have subgroups, with each having specific needs. For instance, the

business community may be composed of a downtown business district, malls, financial institutions, convenience stores, and hotel/motels.

Developing partnerships with the community enables the department to accurately identify and resolve issues using comprehensive solutions. The benefits of police-community partnerships have been well documented including reduced crime, improved quality of life, and strong community support. This community-focused approach has its roots in community policing philosophy, one that emphasizes the police connection to community at all levels of the organization.

It is important to note that community policing is not soft on crime. In fact, more persons may be arrested when a department implements this philosophy in part due to tips from the public. There are abundant resources for assisting agencies with developing their community policing efforts including guides, training, and websites. However, implementing community policing programs should not be designed as a stand-alone program for a special unit. To truly be effective, community policing should be part of a comprehensive organizational approach to serve the needs of the community.

Marketing the Department

Everyday police departments around the country initiate innovative programs to make their communities safe that go unrecognized. This does not occur because of a lack of interest, but a failure to recognize the importance of publicizing the initiatives and their accomplishments. There are a number of inexpensive avenues to market the department in a positive manner.

- Department Web Site
- Social Media including Facebook, Twitter, and YouTube
- City/Department Newsletters
- Citizen Police Academy
- Annual Reports
- Newsletters (Schools, Companies, Chamber of Commerce)
- Town Hall Meetings
- Service Club Meetings (Kiwanis, Rotary, Lions)
- Community Access Television

Marketing the department in this manner provides a number of benefits. First, it increases the likelihood the department's positive accomplishments will be recognized. Using different methods to market the department increases the potential number of persons who will learn of the agency's achievements. As the same message is repeatedly heard, persons start to identify the program and accomplishments with the department. Sharing this information with the public builds public trust, educates future city leaders and other potential police department supporters.

Examples of programs to highlight the department may include:

❑ Any grants the department receives and how the funds or equipment will be used. Improving the department operations at reduced or no cost to the community sends the message department leaders are being good stewards of their tax dollars.

❑ Produce a public interest story about the department's school resource officer program. Having resource officers describe their purpose for being in the schools and achievements of the program demonstrate the department's concern for providing a safe environment for the children to learn.

❑ Offering educational programs including Law Enforcement Explorer Posts, DARE, GREAT, summer day camps, defensive driving, and hunter safety helps young people to develop the skills needed to avoid negative behavior. This can also promote future officer recruitment efforts.

❏   Officers regularly attend advanced training courses that administrators tend to take for granted. A press release describing officers' graduation from courses, skills developed, and how the department will be able to better serve the community, enhances the citizens' confidence in their department.

❏   New initiatives or programs designed to inform citizens how to protect themselves and avoid becoming a victim.

These simple ways of telling the department's story effectively informs citizens about the positive and community-oriented aspects of the police department. It builds good will with the community and city decision-makers to benefit the agency in the future

Component Three: Maintaining a Positive image in the Media

Never before has information been more accessible to the public. The internet and social media have radically changed how we research, evaluate, and judge issues. The advent of 24-hour news programs have caused even greater competition between reporters to obtain a unique angle on every story. This evolution is requiring law enforcement leaders and organizations to change how they react to high profile incidents and build their brand images. To accomplish this, leaders will be required to continue developing a greater footprint in social media outlets.

In the past, many department agencies maintained a reactive stance when dealing with the press and allowed them to tell the department's story. Too often the story being told was not accurate nor in the department's best interest. The first step for agencies is to recognize the need to be highly responsive in communicating information regarding any high profile incident. Second, assume there are no secrets. Any and everything done by the agency is susceptible to inquiry. Third, understand that the media has a responsibility in our nation of informing citizens and holding officials accountable. Because of this, the department must seek to develop a transparent relationship with the media. The only way this type of relationship can develop is to have open communications on both sides. When each party is aware of the others' frustrations, business needs, and position on issues, everyone can work together to build a professionally mature and positive relationship that supports both the media and the police.

Internally, the department must have an effective policy for dealing with the press. When developing a policy, allowing media representatives to have input ensures their needs are met in a manner that is acceptable to the department. This policy should ensure one person in the department is responsible for being the 'primary' liaison with the press.

As is common with 24-hour operations, high profile events frequently occur when the public information officer (PIO) is not available. When this occurs, selected employees should be authorized and trained to release limited information to reporters. For example, officers at incident locations should be authorized to make a statement describing the situation and its current status. Dispatchers or clerks can be provided a template to assist them with making preliminary press statements when called upon. This approach helps reporters to make tight deadlines, builds a sense of cooperation, and ensures open and accurate communication.

Once the policy has been developed, *all* civilian and sworn staff should be trained on how to interact with the press. This training should emphasize the importance of having a good relationship with the press, how to interact with the media and one another at a scene, who is authorized to give statements, and what to include and not include in statements. In today's multi-media environment, it is important to discuss social media as well as traditional media, including guidance on what content staff may and may not post to the department's social media accounts as well as their own personal accounts. In some cases, the press may be invited to participate and present in the training and assist with practice newspaper and television interviews. Any person releasing information should be held accountable for releasing statements in the manner proscribed in policy and training.

The department may allow reporters to ride along with officers to see the challenges and risks the police face every day. As reporters ride with officers, they build a rapport that is based on professionalism and respect.

Producing a daily press release that is sent to all area media outlets keeps them informed of police activities and helps reporters to reduce their workload. Again this demonstrates that the department wants to maintain a cooperative, transparent relationship with the media. This release may also be used to highlight department programs and accomplishments such as officer training and certifications.

Police misconduct and the ensuing internal affairs (IA), and/or criminal investigations of officers are typically a flashpoint in police/media relations. Police leaders trying to do damage control run squarely into media representatives seeking more detailed information on the event, possible charges, and the officer(s) involved. Albeit a very difficult situation for police officials, it can also be an opportunity to exercise leadership.

When responding to media inquiries regarding police misconduct, IA investigations, or even criminal investigations, it is critical that the department and its leadership become immediately transparent in their management of information. There will be obvious legal, legislative, policy, union contract and other limitations on what kind of information, or how much of it, can be shared with the public. But even within these parameters, police leaders can and must step up to the microphone to make the following examples clear to the public:

- ❑ The department is very concerned about the allegations and intends on conducting a very thorough independent investigation.
- ❑ The department welcomes the input of any citizen in the community having information or perspective on the issue.
- ❑ The department is committed to quickly determining the need for any corrective action.
- ❑ The department will immediately address any criminal allegations against officers and will protect the public by reassigning the accused officers or putting them on administrative leave.

Clear-cut statements to the media at the beginning of any investigation vowing to identify and address any misconduct, is essential. The leaders must then live up to the 'transparent' commitment by providing additional information as is appropriate to city leaders, the media and the public.

Component Four: Other Agencies

Developing and maintaining strong relationships with other governmental agencies is critical for enhancing a law enforcement department's image, influence, and effectiveness. Police departments across the country are challenged with limited budgets, personnel, and authority. Developing partnerships with other organizations is critical for multiplying the departments' influence in the community and effectively addressing citizens' needs.

Local Government

Developing collaborative relationships with other municipal departments allows the community to better coordinate services. For example, code officials can assist with addressing dilapidated properties in blighted neighborhoods. Fire departments can offer unique expertise during arson investigations and serious automobile accidents. Maintaining good relationships with garage mechanics can ensure patrol cars are repaired in a prompt manner. Mechanics can also be valuable allies in developing a vehicle maintenance and replacement schedule.

Similarly developing relationships with the finance department is probably one of the most important tasks for a police chief. Explaining the department's unique challenges and involving staff from the finance department to develop proposed solutions increases the police department's support for funding requests to meet these needs.

If the community has a public relations or media affairs office, police department officials can partner with them to better highlight the agency's accomplishments.

Human resources have traditionally been perceived as an administrative processing unit. Today HR plays an integral role in the selection, development, and retention of personnel. Most departments spend approximately 85% of their budget on personnel services. Coordination of with HR officials can help to ensure that the latest techniques to recruit, retain and develop staff are available.

If the community has a public relations office, department officials can partner with them to better highlight the agencies' accomplishments.

Law Enforcement Agencies

Local law enforcement agencies are the primary provider of law enforcement services nationwide. Inevitably, police are faced with challenges for which they do not possess the resources to address. In a small community this could include a homicide investigation, fatality automobile accident, or officer involved shooting.

On a local level, agencies must work together to effectively maintain an open exchange of information and pool resources for common needs. Interagency rivalries only serve to diminish the capacity of each agency and enhance the criminals' ability to evade capture.

State and federal agencies are uniquely equipped to assist local agencies with complex investigations that cross community and state lines. The resources and expertise required to conduct these investigations exceed the scope for smaller agencies to develop and maintain. Similarly, contributions from child protective services, juvenile services, mental health, and prosecutors can help to guarantee comprehensive resolution to problems.

Leaders should not view the involvement of other agencies as an indictment of the department's abilities. Being able to capitalize on the availability of these services ensures every resource available is utilized to serve the community and minimizes inquiries or criticism that not enough is being done. Leaders should not wait until an incident occurs to find what services are available. State and federal authorities face competing challenges for their resources. Oftentimes, these agencies assume local communities are aware of the services they can provide. Meet with agency representatives to identify what services are available and how to access them. If they cannot assist with the problem, they can likely direct the chief to a department that can.

Component Five: Elected Officials

The three rules for working with elected officials are: Communicate, Communicate, Communicate!!! Frequent communication is the key to all good relationships. It is especially true when dealing with elected officials.

When elected, most officials have a limited background working in the public arena. Despite this, all elected officials generally have the same expectations for enforcement executives. First, police leaders are expected to represent strength, particularly in regards to moral integrity. Since the beginning of time, persons in leadership positions have been faced with ethical dilemmas. Community leaders need to know their police chief will always make the right ethical choice. To accomplish this, the chief must know what personal values and beliefs are not negotiable.

Second, the chief and the entire department are expected to treat everyone fairly and with dignity. As long as it can be said the chief was trying to be fair, critics will be unable to gain a foothold. One of the most important traits for ensuring any officer's success is the ability to treat everyone with respect.

Third, elected officials expect the police chief to be able to handle every situation, regardless of its gravity, in a calm, controlled, and confident manner. The police chief's demeanor is critical to reassuring the public that the department and community will be able handle a situation. In addition, the department's employees look to the chief for how they should react during times of trouble.

Finally, elected officials view the chief as their "servant" and want him to protect them. The police chief must exercise good decision-making and provide them the information they need to make good decisions.

When making proposals or presentations to elected officials it is easy to become defensive. This is particularly true when a program the department has worked hard to accomplish is being questioned. The chief should never argue, display anger or indignation toward an official. To avoid any confrontation, talk with potential opponents or critic prior to a public meeting. This informal conversation allows the chief to *listen* to the official then identify his questions and concerns. Using this information, sufficient answers to their inquiries or acceptable alternatives may be developed.

The chief's duty is to focus on addressing the needs of the department and the community it serves, not the personal ambitions of its decision-makers. During these meetings, leaders must never let pride or ego to get in the way of accomplishing their goals. Oftentimes, the input or questions by elected officials identify areas police did not consider and can help to develop a stronger plan.

The community's charter establishes the formal lines of authority for police executives and the elected officials' to whom they may report. In some communities, the police chief may report to the Mayor, City Manager, or the entire Council. Knowing who hires and fires the chief is important, particularly when turbulent times arise. It is best if the chief understands these lines of authority before agreeing to assume command.

In addition to supervision and lines of authority, every city has its idiosyncrasies, unique culture, and informal communications networks. Each community has processes for addressing issues that evolved over time. The chief must be aware of these differences and be flexible enough to ensure the channels of communication always remain open with superiors. For example, in some communities, the chief may be expected to keep every council member abreast of activity. In another community, the chief may be prohibited from speaking with elected officials.

The police chief should keep a global perspective. It is easy to develop tunnel vision and simply focus on the needs of the police department. However, the police department is only one part of the total operations of the community.

People don't trust people whom they don't know. Take time to talk with elected officials. Informal conversation helps identify the problems officials and their constituents have experienced or concerns they may have. When meeting with officials, the chief does not have to have an issue of concern to discuss, but it is important to build a relationship. When the chief needs to discuss concerns the foundation of trust will have been established.

Go to every council meeting even if not required. Attendance at the meeting keeps one aware of what is going on in the community and demonstrates an interest in the city's operations. Being present at council meetings ensures the chief is available to answer questions or address issues relating to the department. It is also important to recognize that it is harder to criticize a person if they are present.

Keep everyone informed. Inevitably controversial issues arise. Police executives do not like to be caught off-guard when these issues occur. The same is true for elected officials. Before incidents occur or become public, keeping elected officials informed of problems and the actions you are taking to correct them prevents the city official from being blindsided. When this occurs, the police leader is viewed as being a solution, not as a problem.

Be nice to everybody versus selected individuals. While some elected officials may be perceived as the 'movers and shakers,' aligning with specific elected officials at the expense of others can be devastating. Politics change and the people in position of authority change. The chief should always be viewed as an unbiased professional servant of the community, the elected leaders, and the department he leads. Always provide each official with the same respect and dignity. Politics makes for strange bedfellows. The individual opposing the department on an issue today, may be the department's strongest advocate tomorrow.

Never gossip, complain, or criticize to one official about another. This behavior will lead officials to believe that if the chief comes to them talking about another person, he is just as likely to criticize them to others. This kind of behavior is professionally immature and destroys support and confidence.

Little things police officers do provide for good feedback to council members. The public appreciates service related activities such as helping stranded motorists, resolving neighborhood complaints, and conducting security checks. The public communicates this appreciation to elected officials which, builds goodwill in the community and support for the department as a whole.

WHAT TO DO WHEN THINGS GO BAD

In smaller communities it is important to recognize that officers oftentimes have relationships with elected officials. In some cases, the officer may be a relative. In other instances, the individual may have intentionally developed the relationship to support his or her own agenda. This personal agenda may not compliment the chief's agenda. Unstable lines of authority and communication can severely impair the department's operations and its effectiveness. In other instances, new issues may occur regarding the department's response to a previous issue. If these issues are not resolved, they will likely result in the chief's resignation or termination. These situations are always difficult to traverse.

It is always best to maintain good communications and avoid negative incidents that may drive a wedge between the chief and an elected official, city manager, or another department head. Even in the best of circumstances, this may sometimes be unavoidable. When the police chief finds himself at odds with another city employee, the problem must be addressed as soon as possible. Allowing the situation to go unresolved allows the conditions to simmer and the problem to fester. Allowing feelings of anger, disappointment of being misled, or betrayed to continue, will only make the situation more difficult.

The following steps are recommended for addressing and improving damaged relationships.

❑ Develop the right mindset. Recognize that a resolution to the problem is possible and be committed to achieving it. When resolving a conflict, there is no place for ego. An open-minded, objective, professional approach is essential for developing an acceptable solution.

❑ Having established a positive attitude, call ahead to set up an appointment to discuss the issue.

❑ When meeting with the other party, be objective. As Covey explains in The Seven Habits of Highly Effective People, "To be understood, first seek to understand."[8] Look at the situation from their perspective. It is very likely a misunderstanding or miscommunication led to an inappropriate response. Taking time to see the issue from another perspective may reveal that the other person is right, has a better idea, or there may be a better way to respond.

❑ Throughout the conversation be sure to take good notes, particularly of issues of concern or questions that are posed. This demonstrates concern for addressing the problem. The notes will also trigger points needing clarification and serve as a reminder of issues to be addressed after the meeting.

❑ In more challenging instances, the other party may be resistant to working out the problem or be unable to articulate their position. In these circumstances consider talking with an individual who may serve as a mediator. In the most severe cases the mediator may sit with both parties and facilitate a resolution. However, in most cases, the mediator will be known to both parties, and will suggest methods to each on how they can resolve the issue amenably. For example, the mayor may know the chief is having a problem with a council member. The mayor may agree to talk with the council member to identify the problem and offer solutions.

❑ Finally, the chief must be willing to stand by his or her personal and professional ethical standards and determine the most appropriate course of action for the situation.

In closing, the police chief does not have to become involved in electoral or partisan politics to be appointed to a position or to succeed in that position. He does, however, have to interact in a political environment. Building strong relationships within the police department, with the media, the community, with other agencies, and elected officials, allows the chief to influence the political environment in which he works. This influence will pay dividends in the future when the police chief seeks to acquire the resources needed to support the department and effectively serve the community. While this decision may be difficult to make, violating ethical beliefs and standards can destroy any future career in law enforcement.

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Authors Note

INTERNAL AND COMMUNITY SURVEYS

Questionnaires are typically used for survey research to determine the current status or to estimate the distribution of characteristics in a population. The effective use of an agency's internal survey or a community safety survey can allow an agency to respond to their employees' and community's needs in ways that can improve satisfaction and support. Agencies can use the results of the survey as a catalyst for continued improvement.

Getting started can be daunting, but much of the questionnaire construction is common sense. Some ground rules to keep in mind when writing a survey include the following:

- Each question should relate directly to your survey objectives.
- Every respondent should be able to answer every question (unless instructed otherwise).
- Each question should be phrased so that all respondents interpret it the same way.
- Each question should provide answers to what you need to know, not what would be nice to know.

Objective

First, determine the objective of the survey. What do I want to know? Having a clear, quantitative survey objective helps you define the scope of your survey and measure its success following completion.

Attributes

Next, decide the attribute you want to measure. As with determining the objective, choose which attribute to measure based on your objectives to complement the data evaluation you plan to complete. Some attributes you may choose to measure include

- Attitude
- Knowledge
- Skills
- Behaviors and practices
- Perceptions of knowledge, skills, or behavior
- Goals, intentions, aspirations
- Demographics

Of course, it's possible you might measure more than one attribute, but the questions will be clearly different based on the information you are trying to gather.

Audience

Determine who your audience is. Are you seeking information from your department, the elderly, students, or citizens as a whole, for example? Identifying your audience will affect how you compose your questionnaire.

Measurement

Use scales that are appropriate for the audience and for the information needed. Some choices are

Fixed Response: (Quantitative):

- Yes-No
- Multiple Choice
- Rating scale/Continuum—A typical question using a Likert Scale might ask the respondent whether they are Very Satisfied – Satisfied – Neutral – Dissatisfied – Very Dissatisfied:

	Very Dissatisfied	**Dissatisfied**	**Neutral**	**Satisfied**	**Very Satisfied**
How satisfied are you with the courtesy of the officers?					

Rank Ordering: These questions ask the respondent to assign a ranking to a list of items:

What do you think are the current policing priorities of this Department? (Please rank the TOP THREE – 1 being the most important)

Responding to Emergency Calls

_____   Service Calls and Assistance

_____   Promoting Police-Community

_____   Crime Prevention

_____   Traffic Regulations and Enforcement

_____   Public Order Maintenance

_____   Drug and Alcohol Enforcement

_____   Encouraging Voluntary Compliance with Laws and Regulations

_____   Education

_____   Problem Solving

_____   Other: _____

These questions are quick to answer, which facilitates analyzing the results. Occasionally, however, fixed response questions may draw misleading conclusions because the respondent cannot qualify responses, for example, "Yes, but…" or "It depends" where only Yes/No are given as options.

Narrative Response (Qualitative): Narrative responses allow respondents greater freedom of expression. There is no bias due to limited response ranges, and the respondents can qualify their answers. On the other hand, these responses are time-consuming to code and the researcher may misinterpret (and therefore misclassify) a response.

Reliability

Finally, check the reliability of your survey before it is distributed. Conduct a test of a few respondents and analyze the results to determine whether you are receiving the information you need or the question(s) need rephrasing.

The Final Product

After you have a clear objective, you determine who will receive your survey, and the survey is written, you next must invite the respondents to participate. Communicate the

reason for the survey in the introduction. Identifying at least one tangible or intangible benefit to respondents for answering the survey will help you compose an invitation that encourages respondents to complete the survey. A tangible benefit could be in the form of money or a gift, whereas an intangible benefit is a chance to voice opinions or contribute to research they view as valuable. There are five main parts of an invitation:

1. Introduction
2. Why the respondents have been selected to respond
3. How long will the survey take
4. What benefit will they get for responding
5. How their responses will be used and confidentiality

This chapter features surveys used by the Durham Police Department, NH; Lexington Police Department, MA; and Geddes Police Department, NY. Each agency incorporated many of these strategies into their survey design. Some agencies used help from a nearby university. There are also many web-based survey instruments available to assist in this process.

DURHAM POLICE DEPARTMENT, NH

Chief Dave Kurz was hired from outside the department and given specific instructions by the Town Council to "be a change agent that would prepare the department for the new millennium." He saw his role as one that would guide the department to wherever the community wanted it to go. The tool that would contribute to the development of that road map would be the community survey.

Facts

The Durham Police Department had never used a survey that asked its client base their opinions pertaining to safety, programs that were desired or not, their perceptions of the department, and its responsiveness to these issues. As host to the University of New Hampshire (UNH) and 12,000 students, Durham can be two distinctly different communities. During the day, it is the quintessential New England college town, with students carrying backpacks with books; at night, the same backpacks contain alcoholic beverages. This unique environment had to be incorporated in the survey. Using the UNH Survey Department and a grad student looking for a real-life project, a 50-question sur- vey was sent to each property using the Town's Assessing Department's database for mailings. By working with the U.S. Post Office, bulk mail rates and a mechanism that allowed for only those surveys returned to be billed to the department saved considerable funds. Contacting the local media to produce an article about the survey as well as using the community's local access television acted as a marketing strategy resulting in a 47 percent return.

Organizational Benefits

The survey results allowed the organization to focus limited resources upon issues that were deemed important by the community and transition from those that were not. To the department's surprise, pedestrian violations and safety were identified as the number one citizen concern. These facts eliminated anecdotal discussion and allowed for the development of a very comprehensive strategy that included additional personnel to address the community concern. The community saw in a very real way that the department was using the results of the survey to make changes and praised the organization for doing so. The staff, feeling the gratitude, recognized the importance of asking the community what it desired.

LEXINGTON POLICE DEPARTMENT, MA

The Lexington, Massachusetts, Police Department created a community survey to solicit feedback from residents about crime, quality of life issues, and opinions about the department's effectiveness. Chief Christopher Casey used the survey "as a quality assurance tool to measure how the police department was meeting the public safety needs of the residents."

Facts

Community surveys were conducted in 1993 and 1999. The first survey was managed in-house using an intern to enter respondent answers into a software program that tabulated the results. The department partnered with a nearby university for the second survey and a graduate student was responsible for managing the project. A residential mailing list was randomly developed. The respondents were instructed to remove their original address label to ensure anonymity when they returned the survey. The department prepaid return postage. Three thousand surveys were sent with a 27 percent response rate.

Organizational Benefits

Survey results were extremely positive and helped reinforce the residents' appreciation for the work the department performs. The survey also helped focus future policy, budget, and program discussions around priorities that the community indicated were of concern. Some of these topics were domestic violence, aggressive driving, and drugs. The survey also sent a positive message to the community that the agency is interested in the perspectives of the citizens.

GEDDES POLICE DEPARTMENT, NY

Chief Michael Walsh of the Geddes Police Department, NY, likes to hear the community's impressions and thoughts about their police department. Does the community think the department is doing a good job? What programs would they like provided? What can be improved in areas like traffic enforcement? "The survey helps us remain responsive to the community needs and concerns," says Chief Walsh.

Facts

A student from the Syracuse University Maxwell School conducted the survey at no charge to the department. Agency involvement was relatively minimal (a few meetings and some phone calls), as the student does the work. Chief Walsh feels the survey is more impartial because it is conducted by a third party rather than by the police department. He plans on doing the survey every three years.

Organizational Benefits

The survey is used as a public relations tool, a planning tool, and as a basis for grants. For example, if the survey shows that the residents want more traffic enforcement and they feel that we are not meeting their needs, we would include that information in a grant application for traffic safety initiatives.

SAMPLE EXTERNAL SURVEY FROM DURHAM POLICE DEPARTMENT CITIZEN PERCEPTION OF CRIME IN DURHAM, NH

SECTION 1: How safe do you consider yourself in Durham

1.1 How safe do you consider yourself in Durham:	Not Safe	Safe	Very Safe
How safe do you feel at night in your home?	1	2	3
How safe do you feel walking at night in downtown Durham?	1	2	3
How safe do you feel out alone at night walking in your immediate neighborhood?	1	2	3
How safe do you feel out alone during the day walking in your immediate neighborhood?	1	2	3

1.2   Do you think crime in Durham has increased, decreased, or remain the same over the last 12 months?   1. Increased   2. Decreased   3. Stayed the same

1.3   Have you limited, changed, or curtailed your activities in Durham because you are concerned about crime?   1. Yes   2. No

1.4   Do you feel that crime is such an issue in Durham that you have considered moving?   1. Yes   2. No

SECTION 2: How concerned are you about the following situations in Durham during *day-time* hours?

	Not Concerned	Concerned	Very Concerned
Having your home burglarized	1	2	3
Walking within Durham	1	2	3
Driving through Durham	1	2	3
Children in danger	1	2	3
Children being exposed to drugs	1	2	3
Strangers loitering near your home	1	2	3
Illegal parking downtown	1	2	3
Illegal parking near your home	1	2	3
Illegal parking where you work	1	2	3
Illegal parking near public schools	1	2	3

SECTION 3: How concerned are you about the following situations in Durham during *night-time* hours?

	Not Concerned	Concerned	Very Concerned
Having your home burglarized	1	2	3
Walking within Durham	1	2	3
Driving through Durham	1	2	3
Children in danger	1	2	3
Children being exposed to drugs	1	2	3
Strangers loitering near your home	1	2	3
Illegal parking downtown	1	2	3
Illegal parking near your home	1	2	3
Illegal parking where you work	1	2	3
Illegal parking near public schools	1	2	3

SECTION 4: To what extent do you believe the issues listed below a problem in Durham?

	Significant	Somewhat	Insignificant
Car horns/stereos/alarms	1	2	3
Speeding cars/screeching tires	1	2	3
Illegal drug possession and use	1	2	3
Illegal dumping/littering	1	2	3
Loud music or other noise from homes	1	2	3
Loud music or other noise from UNH facilities	1	2	3
Noisy neighbors	1	2	3
Parking/traffic problems	1	2	3
Pedestrians crossing road outside of crosswalks	1	2	3
Cars not yielding to pedestrians	1	2	3
Bicycles riding against traffic	1	2	3
Bicycles riding on sidewalks	1	2	3
Inadequate street lighting	1	2	3

Public drinking/intoxication	1	2	3
Stray/barking dogs	1	2	3
Trespassing upon your property	1	2	3
Unsupervised children	1	2	3
Vandalism/graffiti	1	2	3
Youths "hanging around", blocking streets, sidewalks, businesses	1	2	3
Skateboarding on streets, sidewalks, parking lots	1	2	3
Internet/Computer "scams" crimes	1	2	3

SECTION 5: Experience with Durham Police

5.1 Have you had any contact with the Durham Police Department in the past three years?
    1.   Yes
    2.   No → **SKIP TO SECTION 6**

5.2 Were you treated professionally, with dignity and respect?   1. Yes   2. No

5.3 If you called the Durham police for any reason in the past three years, how quickly did they respond?

    1. They responded faster than I expected   2. The time it took was about right
    3. They responded too slowly   4. They never came

SECTION 6: Overall perception of the Durham Police Department

6.1 Is the Durham Police Department responsive to your needs?   1. Yes   2. No

6.2 Would you hesitate to call the Durham Police Department for assistance?

    1.   Yes → Why? _____
    2.   No

6.3 Overall, how well do you feel the Durham Police Department does in providing services to the community?

    1.   Excellent   2.   Good   3.   Fair   4.   Poor   5.   Very Poor

SECTION 7: Topical issues
How much do you agree with each statement below?

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Speed tables should be used as a traffic calming method	1	2	3	4	5
Stop signs should be used as a traffic calming method	1	2	3	4	5
Where possible, round-abouts should be used instead of signaled intersections	1	2	3	4	5
Student rentals should be built away from residential neighborhoods	1	2	3	4	5
The police should be more involved in the planning process when student housing is proposed in Durham	1	2	3	4	5
The Durham Police are honest and ethical when dealing with you	1	2	3	4	5
The Durham Police show concern for your rights as a member of the community	1	2	3	4	5
The Durham Police show a real interest in being fair when making decisions that affect you	1	2	3	4	5

Is there something we did not ask you that you would like the Durham Police to be aware of?
_____
_____
_____

SAMPLE INTERNAL SURVEY FROM DURHAM POLICE DEPARTMENT
DURHAM POLICE DEPARTMENT FIVE-YEAR STRATEGIC PLAN

INTERNAL SURVEY

To all staff members:

The internal survey was last given in 2005 and while I consider this document to be a critical part of our Strategic Plan, I also look for your opinions regarding how the agency delivers services to the community. In large part, much of the success this organization enjoys is primarily due to how our customers perceive us. Are we responsive? Do we listen when things go badly or only when we are complimented? While we expect to begin working on a new community survey that will be accomplished by the end of this academic semester, I remain convinced that it is important that as Police Chief, I survey you, the stakeholders of this agency who are the ones delivering services to the public. Your responses to these questions will greatly enlighten me as I attempt to balance our individual needs with those of the organization. I urge you not to simply look at this exercise as an opportunity to criticize management. While I welcome the opportunity to receive constructive criticism, I am also looking for resolutions and strategies that will enhance our organization.

Each of you will be asked to consider the following sub-categories for the various components of the organization.

- How effective are we?
- What, if anything, should we change?
- What challenges do we face now?
- What challenges will we face in the future?

This survey is meant to allow for anonymous responses. Your answers to the survey should be as thoughtful and comprehensive as possible. Narrative comments with resolutions to concerns are strongly encouraged.

Administration
Consider the entire Administrative staff including the Chief of Police, Deputy Chief and Lieutenant.

Effectiveness

10	9	8	7	6	5	4	3	2	1

Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Prosecution

Consider the entire prosecution function including investigative guidance, case preparation and support, scheduling issues, plea bargains as well as relationships with the district and superior courts

Effectiveness

10	9	8	7	6	5	4	3	2	1

Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Accreditation

Consider the accreditation process as it impacts working conditions and services provided to the community. Consider the process, not necessarily the resulting policies.

Effectiveness

10	9	8	7	6	5	4	3	2	1

Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Salary, Benefits and Human Resource Support

Comment on the total compensation package provided as well as other support services, such as the Employee Assistance Program, etc.

Effectiveness

10	9	8	7	6	5	4	3	2	1

Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Patrol Operations

Consider all patrol shifts. Evaluate how calls for service are handled and investigated, staffing levels provided, and cost effectiveness.

Effectiveness

10 9   8   7   6   5   4   3   2   1
Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Communications

As Durham is in the midst of completing the transfer of dispatching services to Strafford County you should render opinions on the general dispatch function. You should also note the status of all communications equipment, including mobile and portable radios should be reviewed.

Effectiveness

10 9   8   7   6   5   4   3   2   1
Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Parking Enforcement

The role of the Parking Enforcement Officer should be considered, as well as the role Police Officers play in parking enforcement and management.

Effectiveness
10 9   8   7   6   5   4   3   2   1
Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Equipment, Vehicles and Maintenance
Review and comment on the equipment we use, vehicles we operate and the collective maintenance.

Effectiveness

10   9   8   7   6   5   4   3   2   1
Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Support Staff Operations
In this section, consider support provided in the area of record management, role as members of the agency and overall effectiveness.

Effectiveness

10   9   8   7   6   5   4   3   2   1
Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Juvenile Investigations
Consider the overall handling of juvenile cases, which are primarily accomplished through the SRO. Comment on the current status and its function as a specialized field.

Effectiveness

10   9   8   7   6   5   4   3   2   1
Very Effective   Usually Effective
Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Computerization and Other Technology
Given the challenges of the past year, please comment on the agency's direction in regards to computer technology, whether the use of computerization has assisted in the operations of the agency and the service provided to the public. Comment on specific areas of computerization as necessary.

Effectiveness

10   9   8   7   6   5   4   3   2   1
Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Training
Consider the overall training component. Comment on the current function of this area.

Effectiveness

10   9   8   7   6   5   4   3   2   1
Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

Criminal Investigations
Consider the overall direction of the "generalist" philosophy and the drug unit in the operation of this component. Comment on the new organizational arrangement.

Effectiveness

10   9   8   7   6   5   4   3   2   1
Very Effective   Not Effective

The changes I would make to current operations in this area are:

What challenges currently face this function?

What challenges will face this function in the future?

What should the organization be doing differently?
Consider any special programs in the agency to include Adopt-A-Cop, Elder Services, etc. Comment on what we should be doing, not doing or enhancing. Anything new?

The changes I would make to current initiatives are:

What challenges do we currently face?

What challenges will we face in the future?

SAMPLE INTERNAL SURVEY FROM LEXINGTON POLICE DEPARTMENT
LEXINGTON POLICE DEPARTMENT POLICE EMPLOYEE SURVEY

Directions: Please answer the following questions honestly and accurately. All responses will be absolutely confidential and will be used for research purposes only.

Section I: The Community

1. **Please rate the seriousness of the following crimes and quality of life issues in Lexington for the last five years?** *(Please check one box for each item)*

	Very Serious	Moderately Serious	Slightly Serious	Not a Problem	Don't Know
Residential Burglary and Business B&E's					
Assaults					
Domestic Violence					
Unlawful Drug Use					
Unsupervised House Parties					
Animal Control Problems					
Drinking Groups in Woods / Parks					
Graffiti					
Litter					
Unlawful Weapon Use					
Loitering					
Property Theft					
Gangs					
Speeding Motor Vehicles					
Poor Driving Attitudes					
Drunk Driving					
Credit Card/Check Fraud					
Computer/Internet Problems					
Skateboarding/Rollerblading in Business Districts					

(Continued)

	Very Serious	Moderately Serious	Slightly Serious	Not a Problem	Don't Know
Vehicle Theft					
Harassing/Annoying Phone Calls					
Vandalism					
Parking Problems					
Solicitors					
Bicycles on Sidewalks					
Pedestrian Safety					
Public Drinking					
Unnecessary Noise					
Other:					

2. **In your opinion, how much have the following factors contributed to crime rates in Lexington in the last five years?** *(Please check one box for each subject)*

	Large Influence	Moderate Influence	Slight Influence	No Influence	Don't Know
Courts Are too Lenient					
Drugs/Alcohol Abuse					
Lack of Alternative Activities for Youth					
Lack of Education					
Lack of Jobs/Unemployment					
Limited Police Presence					
Poor Parenting					
Poverty/Low Income					
Intolerance of Differences Based on Race/Religion/ Sexual Orientation, etc.					
Social Programs/Welfare					
Overpopulation					
Weapons Availability					
Lack of Respect					
Affluence					
Other:					

3. How effective are the following in decreasing crime in Lexington? *(Please circle)*

	Very Effective	Somewhat Effective	Slightly Effective	Not At All	Don't Know
Stricter Punishments by Courts	1	2	3	4	5
Probation Restrictions Listed and Enforced	1	2	3	4	5
Better Education/ Prevention by Police	1	2	3	4	5
Stronger Enforcement at the Drug Dealer Level	1	2	3	4	5
More Youth Activities/ Teen Centers	1	2	3	4	5
Increased Parental Involvement	1	2	3	4	5
Increased Community Group Involvement (i.e., Religious/Civic/Business)	1	2	3	4	5
Fixed Sector Plans	1	2	3	4	5
Police/Citizen Problem Solving	1	2	3	4	5
Police/Other Agency Partnerships	1	2	3	4	5
Drug Legalization	1	2	3	4	5
Other	1	2	3	4	5

4. In your opinion, compared to other communities in the Boston area, how safe is Lexington overall?

[ ] Much Safer   [ ] Slightly Safer   [ ] About the Same   [ ] Less Safe   [ ] Much Less Safe

5. Compared to other residents of communities surrounding the Boston area, over the course of the past five (5) years, do you think that Lexington residents feel:

[ ] Much Safer   [ ] Slightly Safer   [ ] About the Same   [ ] Less Safe   [ ] Much Less Safe

6. How serious is the illegal drug problem in the following areas in Lexington?
(Please check one box for each item)

	Very Serious	Somewhat Serious	Slightly Serious	Not Serious	Don't Know
High School					
Middle Schools					
Elementary Schools					
Playgrounds and Recreation Areas					
Within the Adult Community					

Section II: The Department

7. How would you rate your current morale (job motivation) level?

[ ] Very High   [ ] Somewhat High   [ ] Neutral   [ ] Somewhat Low   [ ] Very Low

8. In your opinion, how effective is the department in doing the following things?

	Very Effective	Somewhat Effective	Slightly Effective	Not At All
Responding to Employee Ideas and Suggestions	1	2	3	4
Listening to Employee Ideas and Suggestions	1	2	3	4
Communicating Important Information Through Appropriate Channels	1	2	3	4
Treating Employees Fairly and Consistently	1	2	3	4
Recognizing the Need to Improve Working Conditions	1	2	3	4
Praising Employees for Work Well Done	1	2	3	4
Providing Constructive Criticism for Work Not So Well Done	1	2	3	4
Providing Appropriate Training	1	2	3	4
Providing Informative and Helpful Work Evaluations	1	2	3	4
Involving Employees in Decisions That Affect Them	1	2	3	4
Involving Employees in Research and Planning	1	2	3	4
Promoting Our Work Plan and Product to the Public	1	2	3	4

9. How important is it to you that the department strives to accomplish the following goals in the next few years? *(Please circle)*

	Very Important	Somewhat Important	Slightly Important	Not At All
Technology Improvements	1	2	3	4
Increase Support Staff	1	2	3	4
Increase Number of Sworn Officers	1	2	3	4
Increase Racial/Ethnic/Gender Diversity within the Dept.	1	2	3	4
Increase Community Partnerships	1	2	3	4
Broaden and Enhance Current Training Offerings	1	2	3	4
Improve the FTO Program	1	2	3	4
Pursue a Departmental Statement of Vision and Purpose	1	2	3	4
Solicitation of Community Input on Police Operations	1	2	3	4
Review and Rate Training Programs for Effectiveness and Applicability	1	2	3	4
Improve Personnel Evaluations Procedures	1	2	3	4
Increase Pay/Benefits	1	2	3	4
Develop Positive Working Relationships with Each Other	1	2	3	4
Work toward State Accreditation	1	2	3	4
Provide Crime Prevention Services	1	2	3	4
Provide Family Services for the Community	1	2	3	4
Provide Youth Services for the Community	1	2	3	4
Augment Enforcement Efforts with Training/ Education/Prevention Programs	1	2	3	4

10. If you are a sworn officer, during the course of an average work week, how many hours do you spend engaged in preventative police work (i.e., making informal contacts with residents/kids, identifying potential problems and attempting to address them, voluntary "park, lock, and walks"...)?

[ ] 0   [ ] 1–3   [ ] 4–6   [ ] 7–9   [ ] 10–15   [ ] 16–20   [ ] over 20   [ ] not applicable

11. How supportive are the Lexington residents of the police department?

[ ] Very Supportive   [ ] Moderately Supportive   [ ] Not Very Supportive   [ ] Not At All Supportive

12. How do you like the new uniforms for the Lexington Police Officers?

[ ] Very Much   [ ] Somewhat   [ ] Not Much   [ ] Not At All

13. Please rate the following statements with regards to Lexington:

	Strongly Agree	Agree	Disagree	Strongly Disagree
The current level of accountability that everyone is held to within the department is acceptable.	1	2	3	4
If we are asked to address more "quality of life" issues, it will detract from our ability to fight serious crime.	1	2	3	4
An officer assigned to a fixed area with discretion and ability for crime prevention and problem solving is advantageous.	1	2	3	4
Officers are more effective if they "look beyond the call" to get to the root of the problem.	1	2	3	4
Communications between officers on different shifts and support services is adequate.	1	2	3	4
Police employees consistently provide quality service and product to our "customers."	1	2	3	4
Officers should be expected to initiate activity during shifts rather than await assignments and calls.	1	2	3	4

14. Which of the following trainings would you like to see implemented or expanded?
(Please check all that apply)

[ ] Computer/Software Use   [ ] Current Law Changes and Effects
[ ] Interpersonal Communications   [ ] Frequency of Qualifications (Updates)
[ ] Physical Fitness   [ ] Defense Tactics/Custody
[ ] Tactical Operations   [ ] Supervisory/Management Training
[ ] Investigative Skills   [ ] Foreign Languages
[ ] Firearm Use/Improve Range   [ ] Crime Analysis
[ ] Trial Court Skills   [ ] EMT/Medical
[ ] Other_____

15. What do you think are the current policing priorities of this Department?
(Please rank the TOP THREE—# 1, 2, 3—"1" being the most important)

_____ Responding to Emergency Calls   _____ Public Order Maintenance
_____ Service Calls and Assistance   _____ Drug and Alcohol Enforcement
_____ Promoting Police-Community   _____ Encouraging Voluntary Compliance
        Partnerships and Collaborations   of Laws and Regulations
_____ Crime Prevention   _____ Education
_____ Traffic Regulations and Enforcement   _____ Problem Solving
_____ Other_____

16. **Please rank the top five (5) activities from the list below that you think SHOULD BE the focus of the Department's current Community Policing strategy?** *(Please rank 1–5, "1" being the most important)*

_____ Increase the level of involvement by neighborhood residents.
_____ Increase police presence in the neighborhood.
_____ Increase level of collaboration with other town departments or agencies.
_____ Focus on more nuisance- and minor crime-related problems.
_____ Improve communication among police personnel.
_____ Increase ability of officers to use the latest technology.
_____ Increase ability to analyze crime problems as well as quality of life and evaluate the strategies used to address them.
_____ Increase level of collaboration with area businesses.
_____ Identification of at-risk individuals.
_____ Other_____

17. **Currently, what shift do you work?`**

[ ] Days   [ ] Nights   [ ] 3–11 Fixed Shift

18. **What is your Current Position?**

[ ] Patrol Officer   [ ] Bureau Officer   [ ] Cadet

[ ] Dispatcher   [ ] Capt./Chief   [ ] Support Staff

[ ] Sgt./Lt.

19. **How long have you been a Lexington Police Employee?**

[ ] Less than 1 year   [ ] 1-5 years   [ ] 6-10 years

[ ] 11-15 years   [ ] 16-20 years   [ ] over 20 years

20. **Please rate the following programs in terms of their effectiveness and/or usefulness in Lexington?**

	Very Effective	Somewhat Effective	Slightly Effective	Not At All	Don't Know
D.A.R.E Program	1	2	3	4	5
Bike Patrol	1	2	3	4	5
Police Resource Officer Assigned Full-Time at Schools	1	2	3	4	5
Domestic Violence Response Advocate	1	2	3	4	5
Family Services Program	1	2	3	4	5
Full-Time Center Officer Position	1	2	3	4	5
Web Page	1	2	3	4	5
Traffic Enforcement	1	2	3	4	5
Dedicated Parking Enforcement Officer	1	2	3	4	5

(Continued)

	Very Effective	Somewhat Effective	Slightly Effective	Not At All	Don't Know
E911 Combined Dispatch Center	1	2	3	4	5
LPD Facility Access	1	2	3	4	5
Peer Leadership Programs in Schools	1	2	3	4	5
Citizen Police Academy	1	2	3	4	5
Alzheimer Registration	1	2	3	4	5
Youth-at-Risk Intervention Program	1	2	3	4	5
Alcohol/Tobacco Sale Compliance Checks	1	2	3	4	5
Juvenile Diversion Program for First-Time Offenders	1	2	3	4	5
Greater Boston Drug Task Force	1	2	3	4	5
Police Accreditation Program	1	2	3	4	5
Police Cadet Program	1	2	3	4	5
"Directed Patrol" to High Incident Areas	1	2	3	4	5
False Burglar Alarm Bylaw Enforcement	1	2	3	4	5
All-Night Winter Parking Enforcement	1	2	3	4	5
Trading Card Program	1	2	3	4	5
Long-Term Assignment of Patrol Officers to a Single Area of Town Rather Than Random Assignments	1	2	3	4	5
Future Programs					
Skateboard / Rollerblade Park	1	2	3	4	5
Youth Drop-In Center	1	2	3	4	5

Section III: Your Comments

Please feel free to use as much space or additional paper as necessary.

The thing I like best about working for the Lexington Police Department is

The thing I would most like to see improved at the Lexington Police Department is

Please list the most significant values or characteristics that a Lexington Police Officer should possess.

The thing I would most like to see from Lexington residents is

Other Comments or Expansion of Previous Answers:

SAMPLE EXTERNAL SURVEY FROM LEXINGTON POLICE DEPARTMENT
LEXINGTON POLICE DEPARTMENT PUBLIC SAFETY SURVEY

Directions: *Please answer the following questions to the best of your knowledge. All of your responses will be absolutely confidential.*

Section I: Your Community

1. **Please rate the seriousness of the following crimes and quality of life issues in Lexington for the past five years.** *(Check only one box for each item)*

	Very Serious	Moderately Serious	Slightly Serious	Not a Problem	Don't Know
Burglary/House break ins					
Assaults					
Domestic Violence					
Unlawful drug use					
Unsupervised house parties					
Animal control problems					
Drinking groups in woods/parks					
Graffiti					
Litter					
Unlawful weapon use					
Loitering					
Property theft					
Organized gangs					
Speeding motor vehicles					
Poor driving attitudes					
Drunk driving					
Credit card/check fraud					
Computer/Internet problems					
Skateboarding/rollerblading in business districts					
Vehicle theft					
Harassing/annoying phone calls					
Vandalism					
Parking problems					
Solicitors					
Bicycles on sidewalks					
Pedestrian safety					

(Continued)

	Very Serious	Moderately Serious	Slightly Serious	Not a Problem	Don't Know
Public drinking					
Unnecessary noise					
Other:					

2. Have you ever been the victim of a crime in Lexington?

> [ ] No   [ ] Yes

3. Have you ever been the victim of a crime outside Lexington?

> [ ] No   [ ] Yes

4. In Lexington, have you ever: (*Check all that apply*)

> [ ] Stopped to ask an officer advice or directions
> [ ] Stopped to talk to a police officer about a community issue
> [ ] Called the police station to discuss a community issue
> [ ] Been involved in a traffic accident that required police intervention
> [ ] Been involved in a police/community outreach program (ex. DARE, Bicycle Safety)
> [ ] Been stopped for a traffic offense
> [ ] Been questioned by the police and released (other than for a traffic offense)
> [ ] Reported a crime
> [ ] Been arrested
> [ ] Filed a formal complaint against a Lexington Police Officer/Department

5. In your opinion, how much have the following factors contributed to the crime rate in Lexington over the past five years? *(Check only one box for each subject)*

	Large Influence	Moderate Influence	Slight Influence	No Influence	Don't Know
Courts are too lenient					
Drug/alcohol abuse					
Lack of alternative activities for youth					
Lack of education					
Lack of jobs/employment					
Limited police presence					
Poor parenting					
Poverty/low income					
Intolerance of differences based on race, religion, sexual orientation, etc.					
Social programs/welfare					
Overpopulation					
Availability of weapons					
Lack of respect					
Affluence					
Other:					

6. Does your neighborhood have a citizen crime watch group?
If no, would you participate in a crime watch group?

[ ] No   [ ] Yes

[ ] No   [ ] Yes

7. What kind of security do you use at home? *(Check all that apply—this survey is anonymous)*

[ ] alarm system   [ ] sensor lights   [ ] standard door and window locks
[ ] window grills   [ ] dead bolt locks   [ ] anti-open devices in windows
[ ] dog   [ ] exterior/interior burglar bars   [ ] do not secure home

8. In your opinion, how likely is it that you will be the victim of a *property* crime in Lexington over the next five years?

[ ] highly likely   [ ] moderately likely   [ ] slightly likely   [ ] not at all likely

9. In your opinion, how likely is it that you will be the victim of a *violent* crime in Lexington over the next five years?

[ ] highly likely   [ ] moderately likely   [ ] slightly likely   [ ] not at all likely

10. How much time do you spend actively participating in the community (community-based programs, committees, boards, etc.) each month?

[ ] 1–7 hrs   [ ] 8–12 hrs   [ ] 13–20 hrs   [ ] 21+ hrs   [ ] don't participate

11. In your opinion, compared to other communities in the Boston area, how safe is Lexington overall?

[ ] much safer   [ ] slightly safer   [ ] about the same

[ ] less safe   [ ] much less safe

12. What do you believe about the prevalence of crime in Lexington?
(Please check only one category)

[ ] Crime has increased in Lexington over the last five years.
[ ] Crime has remained the same in Lexington over the last five years.
[ ] Crime has decreased in Lexington over the last five years.
[ ] Don't know.

13. Please check one response for each statement:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
I feel safe at home					
I feel safe walking alone in my neighborhood after dark					
I feel safe walking with others after dark in my neighborhood					
I feel that my personal property is safe when I leave home					
When returning home at night, I feel safe					
I feel safe leaving my home/car unlocked during the day in Lexington					
I feel safe *with others* on the Minuteman Bikeway					
I feel safe *alone* on the Minuteman Bikeway					
I feel safe walking *alone* in Lexington's shopping districts *at night*					
I feel safe walking *with others* in Lexington's shopping districts *at night*					
I feel safe *alone* in parks and recreation areas in Lexington					
I feel safe with *others* in parks and recreation areas in Lexington					

14. How serious is the illegal drug problem in the following areas in Lexington?
   (Please check one box for each item)

	Very Serious	Somewhat Serious	Slightly Serious	Not Serious	Don't Know
High Schools					
Middle Schools					
Elementary Schools					
Playgrounds and recreation areas					
Within the adult community					

Section II: The Department

15. **Please respond whether you agree or disagree with the following statements:**
     (Please check one box for each item)

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
The police presence in my neighborhood is appropriate for the need					
Traffic enforcement in Lexington meets the needs of the community					
The Police Department gives proper attention to minor crimes (i.e., vandalism, disturbances, etc.)					
The Police Department is providing appropriate community education and outreach programs					
Efforts of the Police Department to enforce the law are compatible with community needs					
Lexington police officers perform an appropriate amount of patrolling on foot in Lexington Center					
There is an appropriate representation of female officers in the Lexington Police Department					
The Police Department responds to emergency calls in a timely manner					
Lexington police officers treat people with respect					
Lexington police officers respect the rights of individuals and treat people fairly					
Telephone calls to the Lexington police station are handled professionally and courteously					
A formal complaint brought against a Lexington police officer will receive a fair, objective and timely response					
The Lexington Police Department solicits and welcomes community input					
Lexington police officers are respected by the community					
The Lexington Police Department has a good public image					
The Lexington Police Department does its job well					
Lexington police officers look professional in appearance					
Police information provided in local newspaper is useful					
Lexington police officers provide timely and useful information to persons reporting crimes					
The Lexington Police Department publicizes its services and programs adequately *(see question 16)*					

16. How effective do you believe the following Lexington Police and Community programs are on the crime problem and quality of life issues? *(Please check only one box for each)*

	Very Effective	Somewhat Effective	Slightly Effective	Not At All	Don't Know
D.A.R.E. program					
Bike patrol					
Police resource officer assigned full-time at the high school					
Domestic violence response advocate					
Family services program					
Full-time center officer					
Web page					
Traffic Enforcement					
Dedicated Parking Enforcement Officer					
E911 Combined Dispatch Center					
LPD Facility Access					
Peer leadership program in schools					
Citizen police academy					
Alzheimer registration					
Youth-at-risk intervention program					
Alcohol/tobacco sale compliance checks					
Juvenile diversion program for first time criminal offenders					
Greater Boston drug task force					
Police accreditation program					
Police Cadet program					
"Directed patrol" to high incident areas					
False burglar alarm bylaw enforcement					
All-night winter parking enforcement					
Trading card program					
Long-term assignments of patrol officers to a single area of town rather than random assignments					
Future Programs:					
Skateboard/rollerblade park					
Youth drop-in center					

Section III: Demographic Information

17. How long have you lived in Lexington?

[ ] less than one year   [ ] 1–3 years   [ ] 4–10 years   [ ] 11–20 years   [ ] 21+ years

18. How old are you?

[ ] 18–24   [ ] 25–34   [ ] 35–44

[ ] 45–54   [ ] 55–64   [ ] 65 or older

19. How many people are in your household?

[ ] 1 person   [ ] 2–3 people   [ ] 4–5 people   [ ] 6+ people

20. Do you have any children under the age of 21 living in your household?

[ ] No   [ ] Yes

If yes, please list their ages here: _____

21. Do you own or rent your home?

[ ] Own   [ ] Rent   [ ] Other _____

22. Average household yearly income before taxes?

[ ] under $30,000   [ ] $30,000–59,000   [ ] $60,000–89,999   [ ] $90,000–119,999   [ ] $120,000+

23. What is your current employment status? *(Please check only one box)*

[ ] Employed   [ ] Unemployed   [ ] Student
[ ] Self-employed   [ ] Disabled   [ ] House wife/husband
[ ] Retired   [ ] Other

24. What is your race?

[ ] Caucasian   [ ] African-American   [ ] Asian   [ ] Hispanic   [ ] Other _____

25. Do you or anyone in the household own any firearms for sport or protection against crime?

[ ] Yes, sport   [ ] Yes, both   [ ] Choose not to answer
[ ] Yes, protection against crime   [ ] No, neither

Section IV: Your Comments

Please feel free to use as much space or additional pages as necessary.

The thing I like best about the Lexington Police Department is

The thing I would most like to see improved at the Lexington Police Department is

Please list the most significant values or characteristics that a Lexington Police Officer should possess.

Other comments or expansion of previous answers *(use reverse side of page if more space is needed):*

SAMPLE EXTERNAL SURVEY FROM GEDDES POLICE DEPARTMENT

2007 COMMUNITY SATISFACTION SURVEY TOWN OF GEDDES POLICE DEPARTMENT

How satisfied are you with the visibility of the Town of Geddes Police Department?

Very Dissatisfied   Dissatisfied   Neutral   Satisfied   Very Satisfied   NA

How satisfied are you with how professional the officers act?

Very Dissatisfied   Dissatisfied   Neutral   Satisfied   Very Satisfied   NA

How satisfied are you with the competency of the officers?

Very Dissatisfied   Dissatisfied   Neutral   Satisfied   Very Satisfied   NA

How satisfied are you with the courtesy of the officers?

Very Dissatisfied   Dissatisfied   Neutral   Satisfied   Very Satisfied   NA

How satisfied are you with the appearance of the officers?

Very Dissatisfied   Dissatisfied   Neutral   Satisfied   Very Satisfied   NA

How safe do you feel walking alone in your neighborhood at night?

Very Unsafe   Unsafe   Neutral   Safe   Very Safe   NA

How safe do you feel in your home?

Very Unsafe   Unsafe   Neutral   Safe   Very Safe   NA

Is the police presence adequate in your neighborhood?

Yes   No   NA

Is the traffic enforcement adequate in the Town of Geddes?

Yes   No   NA

Have you ever been a victim of a crime in the Town of Geddes?

Yes   No   NA

What do you like best about the Police Department?

_____NA

How would you improve the Police Department?

_____NA

How do you feel the Geddes Police Department has changed over the past four years?

Much Worse   Worse   Same   Improved   Much Improved   Didn't live here   NA

Sex: Male or Female   (Circle One)

Age: 18–24   25–34   35–44   45–54   55–64   +65   (Circle One)

About the Contributors

Chief Christopher Casey served with the Lexington Police Department in Massachusetts for 25 years. Lexington Police Department is well-known for its innovative community programs originating from Community Safety Surveys of 1993 and 1998. Chief Casey received his undergraduate degree from Boston College and his master's degree in education from Boston University. He is also a graduate of the FBI National Academy program and completed the program for Senior Executives in State and Local Government at the Kennedy School of Government, Harvard University.

Chief David L. Kurz has served in law enforcement since 1974 and as the Chief of Police in Durham, New Hampshire, since 1996. He obtained a bachelor's degree in Criminal Justice from the University of Southern Maine and is also a graduate of the FBI National Academy. Chief Kurz is a contributing author to IACP *Police Chief* magazine, *Big Ideas for Smaller Police Departments* newsletter, and other periodicals on issues ranging from New Technology Acquisition to Strategic Planning. His professional affiliations include the New England Chiefs of Police, Maine and New Hampshire Chief's Associations, Police Executive Research Forum, and he currently serves as a team leader for the Commission on Accreditation for Law Enforcement Agencies (CALEA). He also served IACP as an advisor for the Smaller Police Department Technical Assistance Program and a trainer for the Leading by Legacy program.

Chief Michael Walsh has been involved in law enforcement for more than 30 years, serving served as the Chief of Police for the Town of Geddes Police Department in New York. He earned a bachelor's degree in Public Justice from the SUNY at Oswego and a master's in Criminal Justice Administration at Keuka College. Professionally, Chief Walsh is involved with the New York State Association of Chiefs of Police and the Central New York Chiefs of Police Association.

POLICE ETHICS

ESTABLISHING THE ETHICAL CLIMATE

Being a chief of police entails "the process of influencing human behavior to achieve organizational goals that serve the public, while developing individuals, teams, and the organization for future service."[1] This leadership process is composed of two parts, direct and indirect leadership.

One of the responsibilities of indirect leadership on the part of a chief of police is to influence the members of the department through shaping the context for ethical behavior in the delivery of police services. As senior leaders, police chiefs set the context for ethical behavior by the following:

- Selecting people of good character to lead

- Setting an example of ethical behavior at all times, avoiding even the perception of questionable actions or words

- Establishing clear guidelines for ethical behavior and supportive norms

- Building support for sound values in all members of the department

- Developing the moral sensitivity and judgment of others

- Keeping competition and stress within functional limits

- Using rewards for ethical behavior and punishments for unethical behavior

- Neutralizing forces in the department's working environment that could undermine ethical behavior

In the delivery of police services, the authority to take a human life and to take away a person's freedom while maintaining his or her constitutional rights is delegated to the lowest level in the organization. To this end, in order to mitigate the effects of forces inside and outside the police department that might diminish the character of the organization and its members in the ethical delivery of police services, the International Association of Chiefs of Police offers the following documents as foundational principles for establishing clear ethical guidelines within a police department:

- Law Enforcement Oath of Honor
- Law Enforcement Code of Ethics
- Law Enforcement Code of Conduct

BIBLIOGRAPHY

[1] IACP, *Leadership in Police Organizations*, Chapter 30, 2003.

ETHICS TOOLKIT

ENHANCING LAW ENFORCEMENT ETHICS IN A COMMUNITY POLICING ENVIRONMENT

http://www.theiacp.org/ethics-toolkit

The International Association of Chiefs of Police and the U.S. Department of Justice Office of Community Oriented Policing Services (COPS Office) created the *Ethics Toolkit: Enhancing Law Enforcement Ethics in a Community Policing Environment.*

The IACP Police Image and Ethics Committee undertook a detailed analysis of ethics training within United States police departments. Following three years of surveying and research the committee concluded:

"ETHICS REMAINS OUR GREATEST TRAINING AND LEADERSHIP NEED TODAY."

Both the IACP membership and the COPS Office agree with the Police Image and Ethics Committee's finding and consider ethics an important training and leadership need. The toolkit they created is both a call to action and a resource guide to assist local law enforcement agencies. Local agencies using the activities and programs contained in this toolkit will heighten the awareness and visibility of law enforcement's ethical standards both internally and externally. The tools are to engage your agency in the building blocks of high ethical standards and to demonstrate your department's commitment to ethics and professionalism to your community.

The contents of this toolkit can be found on the IACP website at http://www.theiacp.org/ethics-toolkit . The following is a listing of the toolkit's resources.

What is the Law Enforcement Oath of Honor?
An explanation of the elements, the resolution establishing the Law Enforcement Oath of Honor, and ways in which to present the oath.

Oath of Honor Video
Included in this toolkit is a video that reviews the Oath of Honor and its meaning.

Oath of Honor
A copy suitable for framing and displaying in your organization is included in this toolkit.

Sign-On Campaign
It is important that not only is the oath distributed and incorporated into ceremonies but that individual officers publicly record their commitments to high ethical standards.

Focus on Ethics: The Law Enforcement Oath of Honor
Statement by the IACP Police Image and Ethics Committee.

Regional Community Policing Institutes
Established by the Office of Community Oriented Police Services, U.S. Department of Justice. Provides free ethics and integrity training courses.

Bibliography
This bibliography is of pertinent ethics and integrity literature produced in the law enforcement literature since 1990. This listing of resources will be useful for law enforcement training organizations, command staff, and others interested in an in-depth review of the topic.

Reports/Resources
Specific reports and resources that focus on the issues of ethics and integrity.

Model Policy on Standards of Conduct
This policy, developed by the IACP Policy Center, is provided for agencies to state with specificity the standards of conduct embodied in ethical conduct. Agencies can adopt or modify to meet their needs.

In-Service Training Material

Police Ethics: Problems and Solutions. This two-part Training Key, designed for in-service training of police officers, examines the nature and importance of police ethics and discusses some of the factors that affect police integrity in today's world. Specific suggestions that may help law enforcement agencies resolve some of the problems are identified.

Public Image of the Police

Final report presented to the International Association of Chiefs of Police by the Administration of Justice Program, George Mason University, reviewing the existing knowledge of the public image of the police up to the year 2000.

Law Enforcement
Oath of Honor

*On my honor, I will never
betray my badge, my integrity,
my character or the public trust.*

*I will always have the courage to hold
myself and others accountable for our actions.*

*I will always uphold the constitution,
my community and the agency I serve.*

International Association of Chiefs of Police

LAW ENFORCEMENT CODE OF ETHICS

"Achieving and Maintaining High Ethical Standards: IACP's Four Universal Ethics Documents," *The Police Chief, October, 2002.*

As a law enforcement officer, my fundamental duty is to serve the community; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the constitutional rights of all to liberty, equality, and justice.

I will keep my private life unsullied as an example to all and will behave in a manner that does not bring discredit to me or to my agency. I will maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restraint; and be constantly mindful of the welfare of others. Honest in thought and deed both in my personal and official life, I will be exemplary in obeying the law and the regulations of my department. Whatever I see or hear of a confidential nature or that is confided to me in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

I will never act officiously or permit personal feelings, prejudices, political beliefs, aspirations, animosities, or friendships to influence my decisions. With no compromise for crime and with relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing unnecessary force or violence and never accepting gratuities.

I recognize the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of police service. I will never engage in acts of corruption or bribery, nor will I condone such acts by other police officers. I will cooperate with all legally authorized agencies and their representatives in the pursuit of justice.

I know that I alone am responsible for my own standard of professional performance and will take every reasonable opportunity to enhance and improve my level of knowledge and competence.

I will constantly strive to achieve these objectives and ideals, dedicating myself before God to my chosen profession . . . law enforcement.

LAW ENFORCEMENT CODE OF CONDUCT

"Achieving and Maintaining High Ethical Standards: IACP's Four Universal Ethics Documents," *The Police Chief, October, 2002.*

All law enforcement officers must be fully aware of the ethical responsibilities of their position and must strive constantly to live up to the highest possible standards of professional policing.

The International Association of Chiefs of Police believes it important that police officers have clear advice and counsel available to assist them in performing their duties consistent with these standards, and has adopted the following ethical mandates as guidelines to meet these ends.

PRIMARY RESPONSIBILITIES OF A POLICE OFFICER

A police officer acts as an official representative of government who is required and trusted to work within the law. The officer's powers and duties are conferred by statute. The fundamental duties of a police officer include serving the community, safeguarding lives and property, protecting the innocent, keeping the peace, and ensuring the rights of all to liberty, equality, and justice.

PERFORMANCE OF THE DUTIES OF A POLICE OFFICER

A police officer shall perform all duties impartially, without favor or affection or ill will and without regard to status, sex, race, religion, political belief, or aspiration. All citizens will be treated equally with courtesy, consideration, and dignity.

Officers will never allow personal feelings, animosities, or friendships to influence official conduct. Laws will be enforced appropriately and courteously and, in carrying out their responsibilities, officers will strive to obtain maximum cooperation from the public. They will conduct themselves in appearance and deportment in such a manner as to inspire confidence and respect for the position of public trust they hold.

DISCRETION

A police officer will use responsibly the discretion vested in his position and exercise it within the law. The principle of reasonableness will guide the officer's determinations, and the officer will consider all surrounding circumstances in determining whether any legal action shall be taken.

Consistent and wise use of discretion, based on professional policing competence, will do much to preserve good relationships and retain the confidence of the public. There can be difficulty in choosing between conflicting courses of action. It is important to remember that a timely word of advice rather than arrest—which may be correct in appropriate circumstances—can be a more effective means of achieving a desired end.

USE OF FORCE

A police officer will never employ unnecessary force or violence and will use only such force in the discharge of duty as is reasonable in all circumstances.

The use of force should be used only with the greatest restraint and only after discussion, negotiation, and persuasion have been found to be inappropriate or ineffective. Although the use of force is occasionally unavoidable, every police officer will refrain from unnecessary infliction of pain or suffering and will never engage in cruel, degrading or inhuman treatment of any person.

CONFIDENTIALITY

Whatever a police officer sees, hears, or learns of that is of a confidential nature will be kept secret unless the performance of duty or legal provision requires otherwise.

Members of the public have a right to security and privacy, and information obtained about them must not be improperly divulged.

INTEGRITY

A police officer will not engage in acts of corruption or bribery, nor will an officer condone such acts by other police officers.

The public demands that the integrity of police officers be above reproach. Police officers must, therefore, avoid any conduct that might compromise integrity and thus under- cut the public confidence in a law enforcement agency. Officers will refuse to accept any gifts, presents, subscriptions, favors, gratuities, or promises that could be interpreted as seeking to cause the officer to refrain from performing official responsibilities honestly and within the law.

Police officers must not receive private or special advantage from their official status. Respect from the public cannot be bought; it can only be earned and cultivated.

COOPERATION WITH OTHER POLICE OFFICERS AND AGENCIES

Police officers will cooperate with all legally authorized agencies and their representatives in the pursuit of justice.

An officer or agency may be one among many organizations that may provide law enforcement services to a jurisdiction. It is imperative that a police officer assists colleagues fully and completely with respect and consideration at all times.

PERSONAL-PROFESSIONAL CAPABILITIES

Police officers will be responsible for their own standard of professional performance and will take every reasonable opportunity to enhance and improve their level of knowledge and competence.

Through study and experience, a police officer can acquire the high level of knowledge and competence that is essential for the efficient and effective performance of duty. The acquisition of knowledge is a never-ending process of personal and professional development that should be pursued constantly.

PRIVATE LIFE

Police officers will behave in a manner that does not bring discredit to their agencies or themselves.

The character and conduct of police officers while off duty must always be exemplary, thus maintaining a position of respect in the community in which they live and serve. The officers' personal behavior must be beyond reproach.

IACP LEADERSHIP RESOURCES

Leadership is the bread and butter of the IACP. Our vision is to serve the leaders of today and develop the leaders of tomorrow. The IACP works toward this vision in a variety of ways but chiefly through development and delivery of law enforcement leadership training. The IACP delivers leadership training through four principal programs:

- Leading by Legacy
- Leadership in Police Organizations training
- Women's Leadership Institutes
- International Police Education and Training

LEADING BY LEGACY

The IACP's Leading by Legacy Program seeks to meet the leadership and management needs of executives, command staff, and first line supervisors from smaller law enforcement agencies (serving populations of 50,000 people or less). Frequent changes in leadership and significant resource limitations are commonplace in smaller agencies due to the unique environment in which they operate.

The Leading by Legacy Program helps agencies meet these challenges by providing tools to enhance leadership skills, promote agency stability, and address the needs of their community. Building a legacy strengthens the capacity of individual leaders and organizations and one-agency-at-a time, enhances the reputation of the law enforcement profession.

With support from the Bureau of Justice Assistance, U.S. Department of Justice, the Leading by Legacy Program provides a variety of no-cost resources to smaller agencies. These resources are designed to help law enforcement develop and achieve individual, organizational, and community legacies.

No cost resources include:
- Legacy Trainings
- Resource Toolkit CD-ROM
- Webinars
- On-site technical Assistance

To host or apply for a Leading by Legacy training event, visit: www.theiacp.org/Leading-By-Legacy. For further information about the project you can also call 1-800-THE-IACP or e-mail leadingbylegacy@theiacp.org.

LEADERSHIP IN POLICE ORGANIZATIONS[SM] (LPO) PROGRAM

The LPO program is based on a behavioral science approach to leading people and groups, organizations, and most of all change. The original course material was developed and taught for many years at the U.S. Military Academy at West Point, then later modified for law enforcement under a grant from the U.S. Department of Justice's COPS office. IACP then invested three years in tailoring and updating the curriculum to meet the challenges and needs of the law enforcement community.

PURPOSE AND FOCUS - *"Every officer a leader."*

In the 21st century, police organizations can no longer rely on an individual or small group of leaders, rather they must create a culture that is supportive of dispersed leadership. This means establishing expectations that all officers will take leadership initiatives at their levels of responsibility.

To accomplish this mission, LPO coaches students in how to lead:

- Individuals
- Organizations

- Groups
- Efforts towards change

Knowing that group dynamics can be the difference between success and failure in an organization, the LPO program teaches attendees these dynamics to become adept at making groups cohesive and better able to reach goals. This knowledge has enhanced relationships both on and off the job, resulting in a profound, life-changing impact for many course graduates.

The purpose of the LPO course is to help students:

- Understand and apply modern behavioral science and leadership theories that enhance human motivation, satisfaction, performance, and development to achieve organizational goals
- Learn frameworks to organize knowledge and experience into effective leader actions
- Integrate course content into daily leadership practices
- Develop and achieve personal leadership to the fullest potential
- Inspire a lifelong commitment to the study and practice of effective leadership

PROGRAM DESIGN

Course content is divided into four areas taught sequentially over three weeks. Each area explores leadership at a different level within the organization:

Area 1: The Individual System	Area II: The Group System	Area III: The Leadership System	Area IV: The Organizational System
Individual Differences Attribution Theory Motivation through Consequences Equity Theory Expectancy Theory and Goal Setting Motivation through Job Design Theory and Intrinsic Motivation Effective Followership	Group Structure Group Development Group Socialization Cohesion Decision Making in Groups Intergroup Conflict Management	Social Exchange Theory Leader Member Exchange Transformational Leadership Stress and Resilience Communication and Counseling	Organizations and the Environment Shaping Organizational Culture Leading Change The Leader's Role in Creating an Ethical Environment

The LPO program is:

- *Interactive.* We reinforce learning through the use of small group case studies, videos, role playing, and class exercises.
- *Practical.* We teach strategies for use in dealing with realistic workplace challenges.
- *Logical.* We use behavioral science theories to better educate leadership skills. Students are challenged to use these strategies to increase the motivation, satisfaction, and performance within their organization and to support organizational change.

- *Productive.* We encourage real-world application through a final group "change project". Teams identify actual organization challenges and apply their new skills to propose a calculated, informed solution. Many change projects come to fruition outside the classroom, resulting in LPO success stories in organizational culture change, enhanced officer safety, annual budget savings, and even new laws.

Chiefs interested in learning more about the IACP's LPO program are encouraged to visit the IACP website at http://www.theiacp.org/Leadership-in-Police-Organizations-LPO or reach out to the LPO team directly at LPOTeam@theiacp.org.

WOMEN'S LEADERSHIP INSTITUTE

Women in policing face a number of challenges as they become leaders in law enforcement. In response to feedback indicating a need for training tailored to women in law enforcement, the IACP created the Women's Leadership Institute (WLI). WLI is an academically rigorous training program that recognizes the unique challenges and opportunities women face as they rise through leadership positions in public safety organizations nationally and internationally. The science-based and dynamic curriculum integrates the art and science of leadership with professional and personal development strategies relevant to women in public safety. WLI blends elements of IACP's highly-respected Leadership in Police Organizations (LPO) course with additional course material on ethical leadership, effective communication and counseling, understanding stakeholders, leadership and wellness, personal financial management, and thoughtful strategic career planning. Through this week-long course, high-ranking female police leaders serve as instructors, mentors, guest speakers, and panelists. Attendees are provided numerous opportunities for self-evaluation, career planning, networking, and mentoring, resulting in a transformative experience.

Since its inception in 2013, hundreds of women – and a few men – have participated in the Women's Leadership Institute, with six to eight events hosted annually across the country. To learn more about WLI visit the IACP website at http://www.theiacp.org/WLI or contact training@theiacp.org.

INTERNATIONAL POLICE EDUATION AND TRAINING

The IACP delivers training worldwide through cooperative agreements with the U.S. Department of State and through bilateral agreements directly with host organizations. Training topics run the gamut of contemporary policing issues and generally include a leadership training element. IACP international training programs commonly feature some form of short term personnel exchange where international officers come to the U.S. for study tours with host agencies and U.S. police personnel travel abroad for in-country training and mentoring on the identified topic. Host agencies find these international training engagements to be unique opportunities for their departments' leaders to gain invaluable, short-term international leadership experience. Examples of recent engagements are summarized below:

Iraq: IACP hosted four delegations of Iraqi police officers in the U.S., partnering with local law enforcement agencies and instructors to promote policing/leadership best practices.

Morocco: This project focuses on building the internal affairs capabilities within the Moroccan National Police (DGSN). Law enforcement agency partners include the Arlington, TX and Austin, TX police departments, in addition to the Indiana University of Pennsylvania as an academic partner

Tunisia: Boston Police Department and Northeastern University partnered with the IACP to help the Tunisian National Guard and Tunisian National Police establish media and community relations units in their respective organizations.

Nigeria: This project focuses on building the capacities of the Nigerian Police to incorporate international best practices at the training academy level for basic and in-service police training. Law enforcement partners for Nigeria include Fairfax County, VA Police, FLETC (Glynco, GA) and Pennsylvania State University.

Egypt: This engagement includes study tours focusing on a multi-disciplinary team approach to sexual and gender-based violence. Partners include AEquitas, International Association of Forensic Nurses, Austin Police Department, Milwaukee Police Department, Miami Beach Police Department, and a consortium of rural Pennsylvania departments.

India: Two times each year approximately 80 senior law enforcement executives from the Indian Police Service spend one to two weeks in the U.S. learning about police leadership, leading organizational change, strategic planning, and reform best practices in the United States.

Saudi Aramco: Under this bi-lateral agreement between the IACP and Saudi Aramco, the state-owned oil company of Saudi Arabia, corporate security personnel visit the U.S. to learn to current U.S. best practices and academic theory on community-based policing. Current police partners include Montgomery County, MD; Anne Arundel County, MD; Fairfax County, VA police departments.

Morocco: This one to two week executive leadership tour for senior Moroccan law enforcement executives covers leading change, strategic vision and reform best practices in the United States.

For more information on matching your department's capabilities with potential international training needs, please contact training@theiacp.org.

Recommended Reading List

Reading list compiled by the advisors, staff, and trainers of the Leading by Legacy Training Program.

A Passion to Lead: Seven Leadership Secrets for Success in Business, Sports, and Life
By Jim Calhoun and Richard Ernsberger Jr. (2008)
(ISBN-10: 0312384661) (ISBN-13: 978-0312384661)

The Anatomy of Peace: Resolving the Heart of Conflict
By Arbinger Institute (2008)
(ISBN-10: 1576755843) (ISBN-13: 978-1576755846)

Acting Out: Outlining Specific Behaviors and Actions for Effective Leadership
By Mitchell Weinzetl (2010)
(ISBN-10: 1576755843) (ISBN-13: 978-1576755846)

Arrested Development: A Veteran Police Chief Sounds Off About Protest, Racism, Corruption, and the Seven Steps Necessary to Improve Our Nation's Police
By David Couper (2012)
(ISBN-10: 1470102560) (ISBN-13: 78-1470102562)

As a Man Thinketh
By James Allen (1903)
(ISBN-10: 1612930220) (ISBN-13: 978-1612930220)

Blink: The Power of Thinking Without Thinking
By Malcolm Gladwell (2005)
(ISBN-10: 0316010669) (ISBN-13: 978-0316010665)

Change Your Brain, Change Your Body: Use Your Brain to Get and Keep the Body You Have Always Wanted
By Daniel Amen (2010)
(ISBN-10: 0307463575) (ISBN-13: 978-0307463579)

Change Your Brain, Change Your Life: The Breakthrough Program for Conquering Anxiety, Depression Obsessiveness, Anger, and Impulsiveness
By Daniel Amen (1998)
(ISBN-10: 0307463575) (ISBN-13: 978-0307463579)

Cigars, Whiskey and Winning: Leadership Lessons from General Ulysses S. Grant
By Al Kaltman (1998)
(ISBN-10: 0735201633) (ISBN-13: 978-0735201637)

The Courage Quotient: How Science Can Make You Braver
By Robert Biswas-Diener (2012)
(ISBN-10: 0470917423) (ISBN-13: 978-0470917428)

Courage: The Backbone of Leadership
By Gus Lee (2006)
(ISBN-10: 0787981370) (ISBN-13: 978-0787981372)

Dialogue: The Art Of Thinking Together
By William Isaacs (1999)
(ISBN-10: 0385479999) (ISBN-13: 978-0385479998)

Diffusion of Innovations
By Everett Rodgers (2003)
(ISBN-10: 0743222091) (ISBN-13: 978-0743222099)

Drive: The Surprising Truth About What Motivates Us
By Daniel Pink (2009)
(ISBN-10: 1594484805) (ISBN-13: 978-1594484803)

The Effective Executive: The Definitive Guide to Getting the Right Things Done
By Peter Drucker (2006)
(ISBN-10: 0060833459) (ISBN-13: 978-0060833459)

Fear Less: Real Truth About Risk, Safety, and Security in a Time of Terrorism
By Gavin de Becker (2002)
(ISBN-10: 0316085960) (ISBN-13: 978-0316085960)

The Five Dysfunctions of a Team: A Leadership Fable
By Patrick Lencioni (2002)
(ISBN-10: 0787960756) (ISBN-13: 978-0787960759)
Flight of the Buffalo: Soaring to Excellence, Learning to To Let Employees Lead
By James Belasco and Ralph Stayer (1993)
(ISBN-10: 0446670081) (ISBN-13: 978-0446670081)

Followership
By Barbara Kellerman (2008)
(ISBN-10: 1422103684) (ISBN-13: 978-1422103685)

A Framework for Understanding Poverty
By Ruby Payne (2005)
(ISBN-10: 1929229488) (ISBN-13: 978-1929229482)

The Fred Factor: How Passion in Your Work and Life Can Turn the Ordinary into the Extraordinary
By Mark Sanborn (2004)
(ISBN-10: 0385513518) (ISBN-13: 978-0385513517)

The Gift of Fear and Other Survival Signals that Protect Us From Violence
By Gavin de Becker (1997)
(ISBN-10: 0440508835) (ISBN-13: 978-0440508830)

Good to Great: Why Some Companies Make the Leap... and Others Don't
By Jim Collins (2001)
(ISBN-10: 0066620996) (ISBN-13: 978-0066620992)

Greatness: The 16 Characteristics of True Champions
By Don Yaeger (2011)
(ISBN-10: 1599954281) (ISBN-13: 978-1599954288)

Gung Ho! Turn On the People in Any Organization
By Ken Blanchard (1997)
(ISBN-10: 068815428X) (ISBN-13: 978-0688154288)

The Heart and the Fist: The Education of a Humanitarian, the Making of a Navy SEAL
By Eric Greitens (2011)
(ISBN-10: 0547750382) (ISBN-13: 978-0547750385)

The Heart of Change: Real-Life Stories of How People Change Their Organizations
By John Kotter (2002)
(ISBN-10: 1422187330) (ISBN-13: 978-1422187333)

The HeartMath Solution: The Institute of HeartMath's Revolutionary Program for Engaging the Power of the Heart's Intelligence
By Doc Lew Childre, Howard Martin, and Donna Beech (1999)
(ISBN-10: 006251606X) (ISBN-13: 978-0062516060)

Into the Fire: A Firsthand Account of the Most Extraordinary Battle in the Afghan War
By Dakota Meyer (2012)
(ISBN-10: 0812993403) (ISBN-13: 978-0812993400)

It Doesn't Take a Hero: The Autobiography of General H. Norman Schwarzkopf
By Norman Schwarzkopf (1993)
(ISBN-10: 0553563386) (ISBN-13: 978-0553563382)

It Worked For Me: In Life and Leadership
By Colin Powell (2012)
(ISBN-10: 0062135120) (ISBN-13: 978-0062135124)

Judgment: How Winning Leaders Make Great Calls
By Noel M. Tichy and Warren G. Bennis (2009)
(ISBN-10: 159184293X) (ISBN 978-1-59184-153-1)

Leadership and Self-Deception: Getting out of the Box
By Arbinger Institute (2010)
(ISBN-10: 1576759776) (ISBN-13: 978-1576759776)

The Leadership Challenge, 4th Edition
By James Kouzes and Barry Posner (2008)
(ISBN-10: 0787984922) (ISBN-13: 978-0787984922)

Leadership in Dangerous Situations: A Handbook for the Armed Forces, Emergency Services and First Responders
By Patrick Sweeny, Michael Matthews, and Paul Lester (2011)
(ISBN-10: 1591148324) (ISBN-13: 978-1591148326)

Leadership on the Line: Staying Alive through the Dangers of Leading
By Martin Linsky and Ronald Heifetz (2002)
(ISBN-10: 1578514371) (ISBN-13: 978-1578514373)

Man's Search for Meaning
By Viktor Frankl (1959)
(ISBN-10: 0807014273) (ISBN-13: 978-0807014271)

Multipliers: How the Best Leaders Make Everyone Smarter
By Liz Wiseman (2010)
(ISBN-10: 0061964395) (ISBN-13: 978-0061964398)

The Nobility of Policing
By Michael Nila, Stephen Covey, and FranklinCovey (2008)
(ISBN-10: 0807014273) (ISBN-13: 978-0807014271)

Outliers: The Story of Success
By Malcolm Gladwell (2008)
(ISBN-10: 0316017930) (ISBN-13: 978-0316017930)

The Oz Principle: Getting Results Through Individual and Organizational Accountability
By Craig Hickman, Tom Smith, and Roger Connors (1994)
(ISBN-10: 1591843480) (ISBN-13: 978-1591843481)

Practical Wisdom: The Right Way to Do the Right Thing
By Barry Schwartz and Kenneth Sharpe (2011)
(ISBN-10: 1594485437) (ISBN-13: 978-1594485435)

Primal Leadership: Learning to Lead with Emotional Intelligence
By Daniel Goleman, Richard Boyatzis, and Annie McKee (2002)
(ISBN-10: 1591391849) (ISBN-13: 978-1591391845)

The Purpose Driven Life: What on Earth am I Here for?
By Rick Warren (2012)
(ISBN-10: 0310335507) (ISBN-13: 978-0310335504)

QBQ! The Question Behind the Question: Practicing Personal Accountability at Work and in Life
By John Miller (2004)
(ISBN-10: 0399152334) (ISBN-13: 978-0399152337)

Reframing Organizations: Artistry, Choice and Leadership
By Lee G. Bolman and Terrence E. Deal (2008)
(ISBN-10: 0787987999) (ISBN-13: 978-0787987992)

Resilient Leadership
By Bob Duggan and Jim Moyer (2009)
(ISBN-10: 0741456796) (ISBN-13: 978-0741456793)

The Servant: A Simple Story About the True Essence of Leadership
By James Hunter (1998)
(ISBN-10: 0761513698) (ISBN-13: 978-0761513698)

The Servant Leader: How to Build a Creative Team, Develop Great Morale, and Improve Bottom-Line Performance
By James Autry (2001)
(ISBN-10: 1400054737) (ISBN-13: 978-1400054732)

Spark: The Revolutionary New Science of Exercise and the Brain
By John Ratey and Eric Hagerman (2008)
(ISBN-10: 0316113506) (ISBN-13: 978-0316113502)

The SPEED of Trust: The One Thing That Changes Everything
By Stephen Covey (2006)
(ISBN-10: 1847392717) (ISBN-13: 978-1416549000)

Start with Why: How Great Leaders Inspire Everyone to Take Action
By Simon Sinek (2011)
(ISBN-10: 1591846447) (ISBN-13: 978-1591846444)

Stumbling on Happiness
By Daniel Gilbert (2006)
(ISBN-10: 1400077427) (ISBN-13: 978-1400077427)

Thinking, Fast and Slow
By Daniel Kahneman (2011)
(ISBN-10: 0374275637) (ISBN-13: 978-0374275631)

The Tipping Point: How Little Things Can Make a Big Difference
By Malcolm Gladwell (2000)
(ISBN-10: 0316346624) (ISBN-13: 978-0316346627)

Triple Crown Leadership: Building Excellent, Ethical, and Enduring Organizations
By Bob Vanourek and Gregg Vanourek (2012)
(ISBN-10: 0071791507) (ISBN-13: 978-0071791502)

Unleashing the Power of Unconditional Respect: Transforming Law Enforcement and Police Training
By Jack Colwell and Charles Huth (2010)
(ISBN-10: 1420099744) (ISBN-13: 978-1420099744)

The Warrior Ethos
By Steven Pressfield (2011)
(ISBN-10: 193689100X) (ISBN-13: 978-1936891009)

What Color is your parachute?: A Practical Manuel for Job-Hunters & Career-Changers
By Richard N. Bolles (2013)
(ISBN-10: 1607741474) (ISBN-13: 978-1607741473)

Who Moved My Cheese?: An Amazing Way to Deal with Change in Your Work and in Your Life
By Spencer Johnson (1998)
(ISBN-10: 0399144463) (ISBN-13: 978-0399144462)

A Whole New Mind: Why Right-Brainers Will Rule the Future
By Daniel Pink (2005)
(ISBN-10: 1594481717) (ISBN-13: 978-1594481710)

The Will to Survive: A Mental and Emotional Guide for Law Enforcement Professionals and the People Who Love Them
By Bobby Smith (2005)
(ISBN-10: 0976412705) (ISBN-13: 978-0976412700

*Books included on the recommended reading list do not constitute endorsement by the IACP or the U.S. Department of Justice.

CHAPTER

2

PERSONNEL ADMINISTRATION

Strong and effective leaders rely upon their organization's personnel. Nowhere is this truer than in law enforcement, where the officers and support staff are the life's blood of the police department, and the chief of police must depend upon them to succeed in advancing the department's mission. Even the smallest change in personnel—positive or negative—can have a profound effect upon all its members, particularly in smaller departments.

It is critical for chiefs to have the skills and resources necessary to effectively manage the human dimension of their departments. Chapter Two addresses this concern by offering tips on developing a strong team, describing the positive impact of mentoring within a police department, and identifying tools and best practices for recruiting, developing, and retaining productive employees. Additional resources are presented to improve your officers' resiliency to the unique demands of their positions, including identifying and addressing stressors that are unique to small town and rural police departments.

DEVELOP A SUCCESSFUL TEAM: INTEGRATING A SOCIAL CONTRACT

This material was developed for police departments by Flip Flippen and is used by IACP with permission from The Flippen Group

Values are the most fundamental beliefs on which an organization operates. They serve as a basic foundation upon which leadership and management are provided and decisions are made. By creating an Organizational Strategy for your police department, you will be able to articulate the policing value structure.

Core values are the voice and feet for developing the behaviors of your team. By making and keeping this message constantly before all employees, your team can be successful. Decrease uncertainty and minimize organizational dysfunction by integrating a social contract within your police department.

> For each core value developed, corporate and personal behaviors will accompany it.

CHARTING THE CHANGE

Holding each other accountable to desired behaviors can be challenging. It is important to realize that redesigning a department for optimal effectiveness is an evolving, planned change process. The following tips can help:

- Place all training in the context of the department's agreed-upon values.
- Post values and vision statement as daily reminders.
- Include desired behaviors in improvement plans for the department and personnel evaluations.
- Develop a newsletter or website to inform and update the community.
- Conduct surveys and needs assessments.
- Use local cable to communicate vision and values.
- Include the community in problem-solving trouble spots and issues.
- View your community as a resource and partner.

THE GOAL: PERSONAL RESPONSIBILITY

In working toward the goal of building workplace relationships and personal growth, the objectives are self-assessment, self-control, and self-direction. Personal responsibility is the key to successfully implementing this process. Each employee is responsible for three things: their *thoughts*, their *attitude*, and their *actions*.

The first step to create a social contract within your agency is to hold a facilitated meeting that is designed to make core values relevant to the quality of life in the workplace and promote employees valuing each other.

DEFINING BEHAVIORS

The facilitator would lead a discussion and ask the following questions of all members of the agency:

- How do you want the chief to treat you?
- How do you want to treat each other in this department?

- How do you think the chief wants to be treated?
- How should we treat each other when there is conflict?

These answers are relevant to the core values of the agency.

THE CONTRACT

The identified behaviors are written down into a social contract and hung in a prominent place within the agency. Employees can see that these rules for interacting are valued, respected, and held in dignity within the agency's culture.

Ethically dispersed leadership is the key to making a social contract work. When the values, mission, and vision are reduced to behaviors, a leader or fellow employee can then hold another accountable for his on her behavior by asking:

- What are you doing?
- What are you supposed to be doing?
- Are you doing it?
- So, what are you going to do about it?

If compliance is not obtained, the next question is, "So, what is going to happen if you don't?" The obvious response is a negative consequence.

A leader or fellow employee can also hold another accountable for their disrespect by asking:

- How are you talking to or treating me?
- How are you supposed to treat or talk to me?
- Were you doing it?
- So, how are you going to talk to or treat me?

The key to a successful police department is to have members of a police organization tend to workplace relationships and relationships with the community they serve. Trust and confidence must be established. We must also be responsible and accountable for our own thoughts, attitudes, and actions.

A BEST PRACTICES GUIDE FOR INSTITUTIONALIZING MENTORING INTO POLICE DEPARTMENTS

By Chief Harvey Sprafka, Knoxville, Iowa and Lt. April H. Kranda, (Ret), Fairfax County, Virginia

One of the strategies often cited as an excellent means of enhancing law enforcement recruitment and retention efforts is the practice of employee mentoring. This document provides chiefs from smaller police departments with a step-by-step method for institutionalizing mentoring within their agency. It is the authors' belief that mentoring is an essential function in development of the next generation of police leaders.

WHAT IS MENTORING?

Mentoring is a mutually beneficial relationship in which a knowledgeable and skilled veteran officer (mentor) provides insight, guidance and developmental opportunities to a lesser skilled and experienced colleague (protégé).

Mentoring is not a new concept or practice. History abounds with examples of professional mentoring. **Mentor** was the name of the man charged with providing wisdom, advice and guidance to King Odysseus' son in Homer's, The Odyssey. During the Middle Ages, boys served as apprentices to masters in a craft or trade while gaining skills to eventually qualify as a journeyman, and finally, as a master. During this time, the mentoring relationship ensured the continuity and quality of the craft being handed down to the next generation.

The modern concept of mentoring, that has recently been used to effectively recruit and retain new employees in business and academic institutions, provides law enforcement with an opportunity to engage and anchor new employees at a time when industry competition for those employees is at an all-time high

MENTORING RELATIONSHIP GOALS

1. To promote professional growth.
2. Inspire personal motivation.
3. Enhance effectiveness of police service.

MENTORING BENEFITS FOR MENTORS

- Mentors are personally rewarded for spotlighting and developing talent.
- Mentors must be knowledgeable of department policies, procedures, and contemporary policing practices.
- Mentors pave the way for others, thereby leaving their legacy in the department.
- Mentors are viewed as valuable in the organization and are respected by colleagues.
- Mentors obtain varying perspectives from their protégés, which generates creativity.
- Mentors "get by giving."

Frequently, people become mentors because they were previously protégés who experienced the rewards of a mentoring relationship. Others become mentors because they wish a mentor had been available to them during their career. Whatever the reason, mentors derive great satisfaction from seeing a colleague succeed because of their efforts.

MENTORING BENEFITS FOR PROTÉGÉS

- Increases likelihood for success. Mentors help protégés gain competency and avoid failure.
- Assists protégés in setting goals and charting career paths.
- Encourages and provides opportunities for new experiences and professional growth.
- Helps the protégé avoid pitfalls and learn through real-life examples.
- Enhances the protégés' feeling of worth to the mentor and the organization.
- Encourages self-confidence by cheering protégé achievements.

Many successful people attribute their achievements to a mentoring relationship. Many "repay" their debt to the mentor and the organization by becoming future mentors. When mentoring begins with new employees, it is the first step toward institutionalizing mentoring in the department.

FORMAL VERSUS INFORMAL MENTORING

Some police organizations have implemented new-hire mentoring programs as a method of reducing employee turnover, while others have chosen the more frequent method of informal mentoring. Examples of informal mentoring have occurred throughout the history of policing. Typically, a veteran officer encourages friends or acquaintances to apply for positions in their department. As a result, there is a natural tendency for the veteran officer to encourage, support and give information to his or her friend during the hiring and training period. This informal mentoring relationship provides an advantage to the new employee by helping them to feel connected to the new department

THE BENEFITS OF FORMAL MENTORING

1. Ensures that all employees receive the benefits of a mentoring relationship.
2. Promotes agency loyalty and inclusiveness.
3. Identifies program goals.
4. Creates program structure and procedures.
5. Defines mentor/protégé roles and responsibilities.

The best reason for creating a formal process is that it affords <u>every</u> employee the opportunity and benefit of mentoring and promotes loyalty and inclusiveness within the organization. In addition, a formal mentoring process identifies goals, creates structure and procedures, and defines mentor/protégé roles and responsibilities. Although the program requires time to plan and initiate and requires some oversight, it often results in enhanced employee self-esteem and a "great place to work" environment. Whether launching a formal mentoring program or creating a mentoring environment in an organization, mentoring can improve and promote any leadership initiative.

Law enforcement as an industry has experienced many challenges in recruiting and retaining personnel; this is due in part to national and local economic change and a transformation of effective recruiting methods influenced by modern media. For law enforcement agencies interested in improving effective recruitment, retention, and personnel leadership development by initiating a mentoring program, a step-by-step mentoring plan follows.

INSTITUTIONALIZING MENTORING: A STEP-BY-STEP PLAN

1. Teach mentoring skills to all employees (sworn and civilian).
2. Demonstrate and support total agency mentoring from the chief level.
3. Establish formal new hire mentoring process:

   a. Appoint mentor coordinator.
   b. Identify employee workgroup.
   c. Draft mentoring policies and procedures.
   d. Define mentor/protégé roles and responsibilities.
   e. Select and train mentors.
   f. Pair mentors and new hires.
   g. Evaluate and fine tune process.

4. Create career development mentoring system:

   a. Identify command coordinator.
   b. Identify supervisory workgroup.
   c. Draft career-planning/goal-setting policies and procedures.
   d. Define mentor/protégé roles and responsibilities.
   e. Select and train mentors and protégés.
   f. Pair mentors and protégés.
   g. Evaluate and fine tune process.

5. Promote succession planning:

   a. Chief mentors commanders.
   b. Commanders mentor supervisors.
   c. Supervisors mentor line employees.
   d. Officers/civilian employees mentor colleagues and new hires.

WHAT MENTORS AND PROTÉGÉS DO

Before defining the roles and responsibilities of the mentor, the goals of the mentoring process should be understood by the mentor and protégé. For example, consider a new hire mentoring process. Is the goal to, 1) provide a welcoming atmosphere that will anchor the new employee to the organization, 2) provide a career development mentoring process to help employees identify and map out career targets, 3) begin a mentoring program that ensures the continuity and quality of the next generation of police leaders, or all three? Once mentoring program goals are identified, the roles and responsibilities of the mentor and protégé must be established in order to avoid confusion and potential conflict and to maximize program success.

MENTOR RESPONSIBILITIES

- Encourage and model value-focused behavior.
- Share critical knowledge and experience.
- Listen to personal and professional challenges.
- Set expectations for success.
- Offer wise counsel.
- Help build self-confidence.
- Offer friendship and encouragement.
- Provide information and resources.
- Offer guidance, give feedback and cheer accomplishments.
- Discuss and facilitate opportunities for new experiences and skill building.
- Assist in mapping a career plan.

The mentoring relationship requires commitment and shared responsibility for the protégé also. The partners should discuss mutual roles and responsibilities at the beginning of the relationship and review them periodically as necessary.

PROTÉGÉ RESPONSIBILITIES

- Clearly define personal employment goals.
- Take and follow through on directions given.
- Accept and appreciate mentoring assistance.
- Listen to what others have to say.
- Express appreciation.
- Be assertive- ask good questions.
- Ask for help when needed.
- Share credit for a job well done with other team members.
- Respect the mentor's time and agency responsibilities.

THE CHIEF AS MENTOR: THE KNOXVILLE, IOWA, MODEL

Successful leaders are often successful mentors. In most large agencies, line employees seldom have direct interaction with their chief, but in smaller agencies, employees interact with their chief on a daily basis. As a result, chiefs of smaller agencies can enhance their leadership effectiveness by demonstrating mentoring and by encouraging a total agency mentoring environment. As the lead agency mentor, the chief can model employee value to the agency by supporting employee career planning, by providing opportunities for training, and by encouraging learning and skill building. Chief Harvey Sprafka, now retired, led an agency of eighteen sworn officers in Knoxville, Iowa, modeled the concept of the chief as a mentor.

A Goal-Setting and Career-Planning Approach

Goal setting and career planning sessions with the chief at Knoxville Police Department were usually conducted once a year with each sworn and civilian employee. These sessions were intended to promote employee growth and skill development.

The chief saw reduced employee turnover and increased employee loyalty after instituting the practice. These sessions occurred with greater frequency for some employees when goals were achieved quickly or with less frequency for employees who had not met short-term objectives. Because employee goals and interests continually evolve, the periodic review and monitoring of the employee's progress was vitally important to maintaining this program.

These goal setting and career development meetings with department employees were flexible in structure and tailored to meet the age, personality, and work/life experiences of each employee. By making the individual sessions informal and relaxed, the process was an insightful and rewarding experience for the employee and the chief. The skill of active listening is an essential component of the success of the mentoring process!

The Knoxville Police Department employee goal setting and career planning process required two meetings. The first meeting was preparatory. Here the chief explained the initial phase of the process, during which the employee identified and clarified his or her current and future career goals. The employee was encouraged to consider the present and future in terms of short, intermediate, and long-term goals. Their goals were to be achievable, but challenging. If the goals could be achieved with little effort, they were seldom long lasting or fulfilling.

Next, the employee was asked to conduct a self-assessment in which he or she identifies personal strengths and weaknesses. This assessment provided both the employee and the chief with additional insight into the employee's disposition and temperament. The employee was required to succinctly document their goals on one type-written page.

During this stage, the chief offered to include a spouse or significant other in the goal-setting and personal examination process if the employee preferred to have them included. This was an example of the "family-centered" policy of the Knoxville Police Department.

A week later a second meeting was conducted during which the employee's one page goal statement was reviewed and discussed. After reviewing the goal statement, the chief prepared questions and feedback for clarification then offered his recommendations for achieving the goals. The chief and employee mutually decided upon a timeline for review and accomplishment of the goals.

A copy of the goals were retained so that it could be referred to when planning and scheduling training opportunities or specialized assignments for the employee. As agency leader, Chief Sprafka believed he was responsible not only to influence and direct, but also to create an environment for positive growth by providing resources, job-related opportunities, and experiences that would improve employee personal and professional skills. As their mentor, the chief strived to meet employee training and assignment "wants;" however, greater emphasis is placed on meeting individual training and assignment "needs." The chief and employee determined the training and assignment need based upon the personal assessment completed with the chief, employee work experience, previous assignment evaluations, education completed, and the employee goal plan.

The chief provided private sector customer service and communication skill training as ways to augment agency educational opportunities beyond the traditional police training topics. Local banks and other businesses provided contemporary service-based training for the agency's sworn and civilian employees. Private sector customer service and communications training provided police employees with the opportunity to interact with citizens and members of the business community. This cross training built agency and community cooperation and supported broad-based perspectives of work, service, and community.

The model of employee goal-setting and career planning in Knoxville required time and commitment to agency growth and improvement by both the chief and employees. The program worked to the advantage of the Knoxville Police Department and community. The commitment of time and attention to his employees paid off for Chief Sprafka through successful labor negotiations, sustained employee loyalty, and low turnover rates.

This model can be particularly beneficial to recruiting and retaining new employees who are focused on work and family relationships as well as the development of job skills. While the smaller agency chief may have the advantage of knowing and working closely with employees, it is the author's belief that elements of this program and the chief/mentor model can be successfully implemented in agencies of any size.

FREQUENTLY ASKED QUESTIONS:

1. What is the difference between a mentor and an FTO for new employees?

The role of the mentor and the field training officer (FTO) are distinct, yet complement each other. The role of the FTO is to train and develop effective police officers. As required during field training, the FTO evaluates the recruit's performance on a daily basis.

The mentor's role is supportive and relational. Mentoring is not performance evaluation. The mentor is responsible for contacting the new employee before the agency appointment date and assisting with an effective transition into the police organization by answering questions and serving as a resource for information. The mentor maintains contact with the recruit during academy training to provide support, guidance, and encouragement. Unlike the FTO, the mentor does not evaluate recruit performance.

2. How do you prevent conflict between the FTO and mentor?

The first step in avoiding conflict between the FTO and mentor is for the chief to demonstrate support of the mentoring process. Second, include some field training officers in the development of the mentor program so that their input is included. The last critical step is to train mentors and field training officers so that they understand the differences in their roles. Periodic review and oversight by a mentor coordinator will help diminish the potential for conflict

3. Is the mentoring process lengthy and a drain on staffing requirements?

The time devoted to the mentoring relationship is based on the needs of the protégé. For example, a new employee who is an area native will have fewer needs than an employee who is hired from outside the area. More time is needed to transition a new hire into the police department and the community. It is important to be flexible and support the mentor to provide this important assistance to a new employee. The benefits in terms of employee retention, enhanced morale, and department loyalty far outweigh the marginal commitment of staff time. The mentoring function can be accomplished while the mentor is on duty in conjunction with fulfilling primary duties.

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About the Authors

Chief Harvey Sprafka (Ret.) is a 30-year law enforcement veteran. He began his career in 1975 in Knoxville, Iowa. During his career, he spent 16 years as a school resource officer and served in patrol and supervisory positions. In 1995 he was appointed chief of the Knoxville Police Department and served until his retirement in January of 2005. Following his time as chief, he served as the Mayor of the City of Knoxville, Iowa. Chief Sprafka has a bachelor's degree in English and History from Moorhead State College in Minnesota and graduated from the Brown Institute in Minneapolis, Minnesota, School of Radio-Television Broadcasting. Chief Sprafka was news and program director for KNIA/KRLS radio in Knoxville prior to becoming a police officer. He served a number of positions in the Iowa Professional Executive Forum and has served as a project advisor for the IACP Smaller Police Department Technical Assistance Program since 2001.

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STAFFING THE "SMALL" DEPARTMENT: TAKING STOCK OF EXISITING BENCHMARKS AND PROMISING APPROACHES

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Staffing police departments is a continuous challenge and one that has become more complex in recent years. Immediately prior to the onset of the 2008 recession, police agencies had difficulty recruiting officers and responded by implementing a number of creative recruitment incentives. Shortly thereafter, the depressed economy caused police agencies to implement hiring freezes, furloughs, layoffs, salary and benefit cutbacks, and retirement incentives. Such difficulties spurred 7,272 applications to the Community Oriented Policing Services (COPS) Hiring Program, requesting $8.3 billion to support more than 39,000 sworn-officer positions.[1] Altogether, both the supply of and demand for qualified officers are changing in a time of increasing attrition, expanding law enforcement responsibilities, and decreasing resources.[2]

While agencies give much attention to recruitment and retention, they often overlook a more fundamental question: *How many police officers does a particular agency need?* Answering this question is essential to any discussion about managing workforce levels, regardless of whether there is a shortage of qualified officers or an inability to support previous staffing levels. Put another way, what number of officers would help an agency most cost-effectively meet the demands placed on it? This is a fundamentally different question than how many officers does a community want or can a community support. Yet answering the need question effectively frames a discussion about *want and affordability*.

Unfortunately, law enforcement administrators have few resources to guide them in determining the number of officers they need. To be sure, there are multiple approaches to answering this question, ranging from the simple to the complex, each with a range of advantages, disadvantages, and assumptions. Most of the methods developed to help agencies determine the appropriate number of officers that are needed are designed for large communities and are not very well suited for agencies serving small communities. In this article, the authors describe an approach to staffing for small agencies, beginning by reviewing some of the methods currently in use.

The sections that follow highlight common staffing approaches and demonstrate how agencies may develop and use a workload-based assessment of patrol staffing needs that incorporates performance objectives for discretionary time. Where possible, workload-based approaches are superior to others in that they can help provide a better and more objective way to determine staffing needs. Additionally, comprehensive assessments for patrol help to answer a host of critical questions regarding resource allocation and deployment.

Typical Approaches to Staffing Allocation

Traditionally, there have been four basic approaches to determining workforce levels: per capita, minimum staffing, authorized level, and workload-based. Each differs in its assumptions, ease of calculation, usefulness, validity, and efficiency. A fifth approach, based on officer coverage, can help determine staffing needs in communities with low call volumes. Each is reviewed below to provide context for developing an evidence-based approach to police staffing.

The Per-Capita Approach

Many police agencies have used their resident population to estimate the number of officers a community needs. The *per capita* method compares the number of officers with the population of a jurisdiction. To determine an optimum number of officers per population—that is, an optimum officer rate—an agency may compare its rate to that of other regional jurisdictions or to peer agencies of a similar size. Although it is difficult to determine the historical origin of, or justification for, the per capita method, it is clear that substantial variations exist among police departments.

Advantages of the per capita approach include its methodological simplicity and ease of interpretation. The population data required to calculate this metric, such as census figures and estimates, are readily available and regularly updated. Per capita methods that control for factors such as crime rates can permit communities to compare themselves with peer organizations. The disadvantage of this method is that it addresses only the relative quantity of police officers per population and not how officers spend their time; the quality of their efforts; or community conditions, needs, and expectations. Similarly, the per capita approach cannot guide agencies on how to deploy their officers.

Agencies using the per capita method may risk a biased determination of their policing needs. There are several reasons for this. First, a generally accepted benchmark for the optimum-staffing rate does not exist. Rather, there is considerable variation in the police rate depending on community size, region, and agency structure and type. For example, it is generally known that police rates are substantially higher in the northeastern than in the western regions of the United States. When comparing individual jurisdictions, it is not uncommon for similar communities to have per capita rates that are substantially different.

Given the disadvantages noted above as well as others, experts have strongly advised against using population rates for police staffing. The IACP warns, "Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions. . . .Defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive series of factors and a sizable body of reliable, current data."[3]

The Minimum Staffing Approach

The *minimum staffing* approach requires police supervisors and command staff to estimate a sufficient number of patrol officers that must be deployed at any one time to maintain officer safety and provide an adequate level of protection to the public. The use of minimum staffing approaches is fairly common and is generally reinforced through organizational policy and practice and collective bargaining agreements.

There are two principal reasons a jurisdiction may use a minimum staffing approach. First, policy makers in many communities believe a minimum number of officers are needed to ensure public safety. This may be particularly common in small communities where there are relatively few citizen-generated demands for police service yet residents expect a minimum number of officers to be on duty at all times. Second, police officers themselves may insist (often through collective bargaining) that a minimum number of officers be on duty at all times. In some communities, the minimum staffing level is established by ordinance.

There are no objective standards for setting the minimum staffing level. Agencies may consider population, call load, crime rate, and other variables when establishing a minimum staffing level. Yet many agencies may determine the minimum necessary staff level by *perceived* need without any factual basis in workload, presence of officers, response time, immediate availability, distance to travel, shift schedule, or other performance criteria. This may result in deploying too few officers when workload is high and too many officers when it is low. To be sure, the minimum staffing level is often higher than what would be warranted by the agency workload. Ironically, even when the minimum staffing is not workload based, it is not uncommon to hear police officers

suggest that an increase in the agency's workload should warrant an increase in the minimum staffing level.

Minimum staffing levels are sometimes set so high that it results in increasing demands for police overtime. When staffing falls below the minimum standard, police managers typically must hire back officers on overtime to satisfy the minimum staff requirement. It is not uncommon for some agencies to hire back officers nearly every day due to officers taking time off for sick leave, vacations, or other reasons. Additionally, some agencies use a very narrow definition of available staffing. For example, agencies may hire back to fill a vacancy in patrol, even though there are a number of other officers on the street, including those in traffic, school resource units, and supervisors. Inefficiency increases when there are minimum staffing levels on overlapping shifts, leading to a higher number of officers on duty at a time that may not coincide with workload demand.

Most police officers, given a choice, would prefer to have more officers on the street, lending credence to a minimum-staffing model. Nevertheless, increasing the minimum staffing level will not, by itself, improve agency performance or necessarily increase officer safety. In fact, officers hired back to work extra shifts are likely to be fatigued, increasing the risk of injury to themselves or others.
Minimum staffing can also decrease the extent to which an agency can be nimble and flexibly deploy officers based on changing workload demands.

Finally, in some agencies the minimum staffing level may become, by default, the perceived optimal staffing level. In these situations, agencies often use the minimum level as a method to decide, for example, whether an officer can take a benefit day off. Others build work schedules so as to ensure that the minimum level is on duty. In these situations, staffing decisions are based on meeting the minimum level rather than optimizing the available resources to meet workload demand.

The Authorized Level Approach

The *authorized level* approach uses budget allocations to specify a number of officers that may be allocated. Although the authorized level may be determined through a formal staffing assessment, it is often driven by resource availability and political decision making. The authorized level does not typically reflect any identifiable criteria such as demand for service, community expectations, or efficiency analyses, but may instead reflect an incremental budgeting process.

It can sometimes be difficult to determine what is meant by authorized level. For example, in 2009, the Chicago, Illinois, Police Department simultaneously offered an early retirement plan and reduced hiring of new officers. As a result, at the end of 2009 the department was about 700 officers below its authorized level of 13,500. In addition, there were also more than 1,000 officers unavailable each day because of leave or other limited capacity. This resulted in media reports suggesting that the department was operating nearly 2,000 officers below its authorized level.

The authorized level can become an artificial benchmark for need, creating the misperception among police leadership, line staff, and the community that the agency is understaffed and overworked if the actual number of officers does not meet the authorized level. Additionally, unless an agency staffs above the authorized level, fluctuations in recruitment, selection, training, and attrition may lead to the actual staffing levels falling below authorized levels.

Because the authorized level is often derived independently of workload considerations, an agency may be able to meet workforce demand with fewer officers than authorized. Still, the *perception* of being understaffed, resulting when officials bemoan the department operating below authorized strength, can diminish morale and productivity and make it appear that the community is not adequately funding public safety.

The Workload-based Approach

A more comprehensive attempt to determining appropriate workforce levels considers actual police workload. *Workload-based* approaches derive staffing indicators from demand for service. What differentiates this approach is the requirement to systematically analyze and determine staffing needs based upon actual workload demand while accounting for service-style preferences and other agency features and characteristics. The workload approach estimates future staffing needs of police departments by modeling the level of current activity. Conducting a workload analysis can assist in determining the need for additional resources or relocating existing resources (by time and location), assessing individual and group performance and productivity, and detecting trends in workload that may illustrate changing activity levels and conditions. Furthermore, a workload analysis can be performed at every level of the police department and for all key functions, although it is more difficult to assess workload for some units than others.[4] The importance of the workload-based approach to staffing is evidenced by it being codified as a standard (16.1.2) by the Commission on Accreditation for Law Enforcement Agencies: The agency allocates personnel to, and distributes them within, all organizational components in accordance with documented workload assessments conducted at least once every three years.[5]

Unfortunately, there is no universally accepted standard method for conducting a workload-based assessment. Defining and measuring work varies by agency. Knowing that staff decisions are based upon calls for service and the time required to respond to them, officers may not have an incentive to be efficient in their response to calls or even to engage in activities that reduce calls. Learning how to conduct a workload-based assessment may be challenging for police administrators. Typical workload models are complicated and require intensive calculations. They also require decisions on a wide array of issues that are very difficult for officials and communities to make—such as how frequently streets should be patrolled—and do not uniformly account for discretionary activities, such as time for community policing and other officer-initiated activities.

Software programs may simplify the analytical process, but their methods are not always clear and can be inappropriate for some agencies. The cost of purchasing these software programs can be substantial, as can the training of staff to use them. These programs can be helpful for scheduling purposes, but less so as a tool for optimizing resources. Rather than relying on software, some agencies hire outside assistance to assess their workload. This may be more costly than conducting the analysis in-house, but the analysis will benefit from experience, the results may carry greater weight among decision makers because they are independent, and, in most cases, the cost-savings of creating a more efficient staff allocation more than offsets the costs of the analysis.

Even with shortcomings, allocation models based on actual workload and performance objectives are preferable to other methods that might not account for environmental and agency-specific variables. Agencies could benefit from a more popularized workload-based methodology of staffing analysis that is easy to learn and comprehend; is employed by administrators; and, importantly, helps to effectively manage discretionary time. No single metric or benchmark should be used as a sole basis for determining an agency's staffing level. Rather, agencies should consider metrics in light of professional expertise that can place them in an appropriate practical context.

A step-by-step approach for conducting a workload-based assessment should include the following:[6]
1. *Examining the distribution of calls for service by hour, day, and month*. Calls for service can differ by the hour of the day, the day of the week, and the month of the year. Peak call times can also differ by agency. Knowing when peak call times occur can help agencies determine when they must have their highest levels of staff on duty.

2. *Examining the nature of calls for service*. Reviewing the nature of calls can help better understand the work that an agency's officers are doing. Types of police work required can vary by area within a single jurisdiction and require agencies to staff differing areas accordingly.

3. *Estimating time consumed on calls for service*. Determining how long a call takes, from initial response to final paper work, is key to determining the minimum number of officers needed for a shift. This is most straightforward when a single officer handles the call and completes resulting administrative demands (e.g., reports, arrests) prior to clearing it.

4. *Calculating agency shift-relief factor*. The shift-relief factor shows the relationship between the maximum number of days that an officer can work and *actually* works. Knowing the relief factor is necessary to estimating the number of officers that should be assigned to a shift in order to ensure that the appropriate number of officers is working each day. The shift-relief factor is calculated through division of the total number of hours needed to be staffed in a shift by the number of off-hours to which an officer is entitled.

5. *Establishing performance objectives*. This encompasses determining what fraction of an officer's shift should be devoted to calls for service and what portion to other activities. For example, an agency might build a staffing model in which officers spend 50 percent of their shift on citizen-generated calls and 50 percent on discretionary activities.

6. *Providing staffing estimates*. Staffing needs will, as noted earlier, vary by time of day, day of week, and month of year, among other variables. Agencies should distribute their officers accordingly. For example, a shift with only half the number of calls than another shift will require half the number of officers. These numbers may also vary by the type of calls, and the time and officers they require, in each shift. For example, one large urban agency assigns two officers to each unit in its evening shift, affecting the number of officers needed for units to respond to calls. Another responds to the same type of calls in different ways in different shifts (for example, sending a unit in some shifts, but requesting citizens file a report in person at a station during others).

The Coverage-based Approach

While workload-based staffing methodologies are well suited to medium and large agencies, they do not work as well with smaller agencies. Consider, for example, the case of a small agency serving a 6.8 square mile community of 16,000 persons in suburban Chicago. The agency responds to about 7,000 citizen-generated calls for service per year. For the past 10 years, it has averaged 10 serious violent crimes annually. The staffing model for this department based on the workload methodology described above and assuming officers are to spend about half of their time on discretionary activities and half their time on responding to calls for service estimates two officers should be deployed on the 6:00 a.m.-6:00 p.m. shift and one officer on the 6:00 p.m.-6:00 a.m. shift. Upon accounting for this agency's relief factor, four officers should be allocated to the first shift and three to the second—for a total of seven officers allocated to patrol. A total of ten officers would be required assuming officers spend two-thirds of their time on discretionary activities.

At the time of this analysis, the agency assigned 14 officers and 4 supervisors to the patrol division. Moreover, it maintained a minimum staffing level of 2 officers and 1 supervisor from 2:00 a.m. until 6:00 p.m., and three officers and a supervisor from 6:00 p.m. until 2:00 a.m.

Based on the workload analysis the agency appears to have excess capacity assigned to patrol and appears to maintain a minimum staffing level that is too high. So how can agencies with relatively low rates for calls for service make rational judgments about staffing?

Communities with a relatively low call volume can consider making a subjective judgment about the appropriate level of policing required for deterrence and rapid response and to ensure officer safety. Of course, there are typically varied views about these objectives. One of the strongest factors in this decision is officer safety. Some communities may believe that it is essential that there are enough officers on duty to ensure that there is enough capacity to effectively back up officers when necessary. While this is a critical staffing objective, agencies addressing this goal should examine carefully such factors as the frequency of calls that require backup, the necessity for officers to leave the jurisdiction (e.g., to transport a prisoner) and the availability of assistance from neighboring agencies.

Another important factor is response time. Interestingly, research suggests that as few as 5 percent of police calls for service requires a rapid response,[7] and yet most police departments are organized and staffed to respond as if every call required a rapid response.

One approach to this coverage problem is to treat police response like one would examine a fire department response. That is, each location in the community could be examined to determine the time required to respond to an emergency from a central location. If that time were outside acceptable limits, it would suggest the need to assign additional resources. That is, by making the patrol beats smaller we could ensure quicker response times. Much like a fire department the emphasis is on proximity to the call more so than whether the unit is occupied.

Sometimes the number of officers in a community is a function of citizen willingness to pay for those services. For example, the City of Holland, Michigan, employs about 60 sworn police officers, but Holland Township, which is about the same size and similar in nature, contracts for service with the county sheriff who covers the township with 16 sworn officers.

Finally, the long distances required for response to calls tend to challenge most agencies that provide services in rural areas. Most citizens understand this, and, thus, they have more modest expectations about response time. It is important to consider that, in general, rural communities have lower rates of crime and higher levels of social control. For example, the average quarterly response time from 2008 to 2011 to priority one calls by the Albemarle, Virginia, County Police Department typically varied from about 12 to 14 minutes—the target being a 10-minute average.[8] We can see that response times are considerably greater than one would expect in an urban area.

Conclusion

There are several approaches to estimating an agency's staffing allocation, each with its own advantages and disadvantages. From an efficiency standpoint—that is, from the perspective of optimizing resources to best complete a given agency's work and accomplish its objectives—the preferred method is one that specifically considers workload, performance objectives, and work schedules. While conducting this form of assessment may seem complicated or costly, the approach presented herein is fairly straightforward, applicable to most agencies, and can help identify if and where staffing adjustments can be made to significantly enhance overall efficiency and effectiveness.

Because many small agencies utilize a coverage-based model for staffing they often have significant amounts of officer discretionary time. While some communities may choose to reduce this through reducing the size of the department, most will seek to make better strategic use of that time, thus improving both efficiency and performance. ♦

Notes:

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A BEST PRACTICES GUIDE FOR RECRUITMENT, RETENTION, AND TURNOVER IN LAW ENFORCEMENT

W. Dwayne Orrick,

Recruiting sufficient numbers of qualified applicants to meet the staffing needs of an agency is the most fundamental human resource process in a police department. The success of the department's recruitment efforts impacts every other function in the agency.

For years, law enforcement agencies offered good, stable employment. A readily available workforce enabled many police leaders to ignore the importance of recruitment. Today, employers nationwide, including police departments, report having difficulty attracting and retaining sufficient numbers of qualified employees. There are a number of factors both inside and outside the organization contributing to this condition.

The purpose of this guide is to provide an overview of the issues that impact an agency's ability to recruit sufficient numbers of qualified persons who are a 'good fit' within a police agency and the processes to successfully attract these individuals. In addition, factors contributing to increased levels of employee attrition and processes for developing a high retention environment will be identified.

RECRUITMENT

Police departments are service organizations. The quality of their service delivery is directly linked to the quality of personnel they recruit, hire, and retain. Failing to recruit and retain personnel that 'fit' with the agency will have a direct impact on the organization's ability to serve their community. The process of attracting potential employees is more complex than merely convincing a large number of persons to submit an application for employment. To be more effective, agencies must view recruitment in a comprehensive manner. Before a department begins to recruit officers, the number of officers and the needs of the department should be identified through a staffing analysis and a review of the average turnover rates.

Once the number of employees that are needed is identified, the core values of the organization and the unique aspects, or 'employer brand', should be clarified. This information is critical for establishing the caliber of officers needed and what the department has to offer employees. In addition, leaders must designate specific individuals to act as official department recruiters, but every officer can be enlisted to help with the search. Finally, the process of actually recruiting employees should make use of a variety of recruitment strategies.

Staffing Analysis

To determine the number of officers required to serve the needs of the community, the department should conduct a staffing analysis. There are several formulas available for projecting the number of employees needed. Assuming the department receives appropriations to fund additional positions, the projected need is added to the number of current vacancies. At the same time, the average turnover should be determined. To estimate the anticipated vacancies, planned and unplanned turnover must be considered. Planned attrition includes persons who are known to be leaving the department in the next 12 –18 months (i.e. retirement). Reviewing the average number of persons who resigned in the past 24 – 36 months can be used to estimate the number of unplanned turnover. Combined, the staffing projection, current vacancies, and estimated turnover provide recruiters with the approximate number of new officers that will need to be recruited.

IDENTIFYING CORE VALUES

The process of identifying the core values of a police department is often viewed as being the 'softer' side of law enforcement that has little affiliation with 'real police work.' However, the statement of core values is actually the bedrock of the department's operations. Serving as its constitution, the core values clarify why the department exists, what it represents, and how it conducts itself. While there are many similarities between law enforcement agencies, there are distinct differences between each community's expectations and how its department provides services.

Every agency has a set of values, regardless of whether they have been formally articulated and pronounced. Identifying the core values helps to determine what beliefs an individual should possess to fit well within the organization. This is important because many leaders have been led to believe that a person who passes the various selection procedures is the most qualified person for the department. In reality, an officer who works well in one department may not fit well in another.

The core values establish the standard for evaluating the recruitment and selection of employees. When organizations fail to identify core values and make them an integral part of the recruitment, selection, and operational procedures, they tend to repeatedly make the same hiring mistakes. [1]

Finally, when employees' personal values are similar to those represented by the police department the individual is more likely to identify with the agency's purpose and be anchored to that organization. [2] This results in lower attrition rates.

DEVELOPING AN EMPLOYER BRAND

As agencies place greater emphasis on recruiting and retaining employees, they should examine their employer brand. An employer brand communicates the message of what it is like to work in the organization. Every department has a reputation as a place to work that may be positive or negative. For example, a department may be well-known for providing higher salaries, maintaining excellent performance standards, or having the best equipment available. At the same time, a department may also be known for poor relationships between management and line officers or low salaries and benefits.

Agencies that develop a strong, positive employer brand have a special allure as a great place to work and are considered employers of choice. [3] This designation gives agencies a competitive advantage when recruiting officers. As a result, departments are more likely to have a greater number of high-quality candidates apply for positions. Branding also helps lower the cost-per-hire and increases the level of retention by initially attracting candidates who are more likely to be a good fit for the department. [4]

As departments seek to develop a strong employer brand, they should go through a facilitated process to gain employee participation, identify what candidate's desire, assess the department's current brand, and clarify the agency's unique characteristics. Having completed this process, agencies can work to develop the department's desired image. Once established, a strategic plan to move from the current brand to the desired image can be developed. This process is not easy and cannot be accomplished overnight. Once the desired brand is created, the agency must constantly work to maintain it. In addition, they must ensure how the employees act and the public's perception of the department are synonymous with the brand. Agencies that successfully complete this effort find they have better relations in the community, successfully recruit top quality candidates, and are in a stronger position to retain quality candidates.

Recruiter Selection

Many agencies fail to recognize and subsequently stress the importance of the recruitment function. As a result, those persons who would probably be the best individuals for the position do not submit their name for consideration. To overcome this, organizational leaders must develop a perception throughout the department that recruitment is one of the most important functions in the agency.

To ensure the recruiting function is considered an important function and an organizational priority, individuals should be formally assigned the responsibility of specific recruiting functions. In a larger organization this may require a team of officers. In smaller agencies, this responsibility will likely be completed by one individual on a part-time basis. Regardless, a thorough process of identifying, selecting, training, and evaluating recruiters should be completed.

Persons assigned as recruiters must be among the brightest in the department and the position should be viewed as a sought after position. Individuals must possess the social astuteness to read non-verbal signals from others' body language and adjust their responses to meet the needs of the individual. At the same time, the recruiter must be able to assess the potential candidate's ability to meet the department's employment standards. The best recruiters are known, liked, and respected as credible individuals throughout the community. They are always seeking opportunities to sell the agency and establish new networks.

Once officers are selected as recruiters, they should be provided with training to ensure their success. In some cases, this training can be provided internally. If the department is starting a new program, it may be necessary to seek training outside the department.

Finally, objective performance standards should be established to measure the recruiter's success and hold them accountable for meeting these standards.

RECRUITMENT TECHNIQUES

If departments continue to use the same recruitment processes they have always used, they will continue recruiting the same types of employees, with the same results. In order to recruit diverse, high-quality candidates, departments must upgrade their recruitment programs and employ a variety of recruitment techniques to reach this new group of candidates.

Employee Referral System (ERS) - When law enforcement agencies search for a suspect, they do not have one person to conduct the hunt for the entire department. Instead, every available person is tasked with helping to conduct the search. So why should an agency have one or two persons doing all of the recruiting? Every officer in the department is a potential recruiter.

Employee referral systems are the most effective recruitment techniques available. Much of the success of referral systems is attributed to officers doing some form of informal assessment of the individual to determine if he or she can perform well within the organization before approaching them or making a recommendation to the agency. In addition, millennial employees voice a desire to work with their friends. Research has consistently found that officers who are recruited through employee referral systems are more likely to succeed in the selection process and be retained by the agency. Having learned about the agency first hand from an officer, referred candidates have a more realistic view of the job they are coming in to.

When beginning an ERS, guidelines for the program's operation should be established. First, officers should be informed of the department's personnel needs and goals, and have them focus their efforts on addressing these needs. Second, a process must be established to track officers' referrals. To prevent them from becoming frustrated and discouraged, employees who make a referral should be provided periodic updates of the candidate's progress. In addition, the agency must continually communicate the need for new recruits,

benefits for recruiting a new employee, and about officers who have successfully attracted a new recruit.

In many departments, officers who refer a candidate who is hired by the agency receive some form of bonus. A determination should be made of the type and value of the bonus. The bonus may be a non-cash award such as days off or a gift (i.e. television, laptop computer, etc.). Other departments provide cash payments ranging from 100 to 5,000 dollars; a sort of "finder's fee". When providing cash bonuses, many departments provide one-half upon employment of the recruit and the second half when the individual completes their probationary period. This installment program maximizes the motivational benefits of the program. In addition, the referring officer is more likely to serve as a mentor to help the new employee succeed.

Finally, employees are likely to attract other people who are similar to them. If the department does not have a diverse workforce or has a dysfunctional culture. Implementation of this system may perpetuate these problems. Under these circumstances, leaders may limit the use of an employee referral system.

Internet – The Internet is the second most effective approach for recruiting potential candidates. It is available to potential applicants 24 hours a day, seven days a week. It is less expensive and easier to customize than many other recruitment techniques. Making use of the Internet also provides agencies with greater opportunity to expand their brand message and eliminate their dependency on traditional media.

The department website allows the agency to communicate the services they provide, project a solid image, and describe various career opportunities. Recruiters and leaders should assume that all serious job seekers will examine the department website to research the agency and learn about its operations. Because of this, the site should provide an accurate reflection of the department's personality and values.

To provide an informative, high impact website, designers must maintain a dynamic and interactive site. The use of photographs and video bring the site to life. These images should be representative of the department and demonstrate diversity in the workforce. The website should include a prominently positioned link entitled 'Career Opportunities' that lists available jobs, requirements for each position, and a description of the selection process. Access to this link should be possible within three clicks. When composing an Internet announcement, designers should avoid using traditional job descriptions. Position announcements should capture the reader's attention with the image that the department is a great place to work and enables the individual to do meaningful work. The agency may consider including testimonials from employees of what attracted them to the job and what they enjoy about working with the agency. The most effective sites make it possible for individuals to download and submit applications. It is also suggested the page include a link to email the recruiter as well as a direct phone number. All requests for information should be answered within 24 hours.

Another alternative is to use on-line employment sites such as the IACP's Discoverpolicing.com. Many state law enforcement agencies, municipal associations, United States Military, and state labor departments also provide websites for posting vacancies at no cost.

Third, departments should work to develop and maintain a strong presence in social media including Facebook, YouTube, and Twitter. These programs provide greater interaction with potential candidates and increase the opportunity to peak their interest

News Media – The impact of social media has radically changed role of the traditional media - radio, television, and newspapers. The influence of newspapers and classified ads have experienced the greatest decline. Transitioning to a digital format continues to cause rapid and dynamic changes in how the traditional media seeks to meet consumer needs. Law enforcement agencies must continue to work with the media to leverage the latest information sources to serve their communities, present their brand image, and attract officers.

Law enforcement agencies have an advantage over other employers in that they have frequent access to reporters. Using these relationships, agencies can work to publish human-interest stories about officers and the department's recruitment efforts. These articles are a great way for the agency to bring attention to the department as well as provide greater details of career opportunities.

Former Officers – Many departments are finding they have a group of officers who compose the core of their operations. At the same time, another group of 'transient' employees, who may leave and return to the agency one or more times before they begin to completely identify with the core group and become long-term employees.

High performing officers who left the agency for 'greener pastures' often find the opportunity that pulled them out of the department did not provide them everything they expected. If given the opportunity many will jump at the chance to return. Recognizing they really belong with the department these persons often return to become long-term employees.

'Boomerang' officers provide many advantages for both the department and officer. The department and the officer are familiar with each other, so there are fewer risks for each. The officer is familiar with the department's expectations and operational procedures, so the transition is smooth and training is limited. These officers have explored other alternatives and appreciate the opportunities within that particular agency more. They are likely to spread this to other officers who are considering other opportunities and potentially limit turnover.

Target Female Candidates – Women are the most under-represented protected class in law enforcement today. While they make up 51% of the population[1], they occupy only 11.6% of positions across the nation[2]. This is not to suggest all women would make good officers any more than to say all men would make good officers. Nor should departments lower legitimate hiring standards to attract more women, this would only discount the value quality candidates bring to the workplace. Generally female officers possess many unique characteristics that make them exceptional officers. For example, women officers are more likely to be better educated. In 2013, women earned 61% of associate and 57% of bachelor degrees.[3] They are less likely to use force, excessive force, or be named in a lawsuit than male officers.[4] In addition, they have better oral communication skills and are more empathetic than men. As traditional gender roles continue to evolve, increasing the focus on female candidates will offer an abundant source of highly qualified and capable employees. Failure to do so will adversely impact agencies to reach their recruiting goals and serve their communities in the future.

Viral Recruitment – Top quality candidates are likely to be associated with similarly qualified persons. While recruitment efforts may not be successful with one individual, the candidate may likely associate with another person who would be open to opportunities offered by the agency. Recruiters should provide good candidates with several copies of brochures and other recruitment materials. If the person is not interested, ask them to pass the agency's materials around to friends and colleagues. Recruiters can also encourage candidates to share recruitment links and information on their social media accounts. Other

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[1] U. S. Department of Commerce, U. S. Census Bureau, Age and Sex Composition: 2010, "Table 1 Population by Sex and Selected Age Groups: 2000 and 2010", (May 2011), p. 2, http://www.census.gov/prod/cen2010/briefs/c2010br-03.pdf

[2] Federal Bureau of Investigation, Uniform Crime Reports -2013, Table 74: Full-time Law Enforcement Employees by Population Group, Percent Male and Female, 2013 (http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/tables/table-74/table_74_full_time_law_enforcement_employees_by_ population_group_percent_male_and_female_2013.xls), (October 2014).

[3] Perry, Mark J., "Stunning College Degree Gap: Women have earned almost 10 million more college degrees than men since 1982", American Enterprise Institute,(May, 2013), http://www.aei.org/publication/stunning-college-degree-gap-women-have-earned-almost-10-million-more-college-degrees-than-men-since-1982/ (Accessed: May 22, 2015)
[4] Lonsway, Kim, Margaret Moore, Penny Harrington, Eleanor Smeal, and Katherine Spillar, "Hiring and Retaining More Women: The Advantages to Law Enforcement Agencies", National Center for Women and Policing, (Spring 2003), p. 4.

departments are asking applicants to list several friends who they think may be interested in becoming a police officer. This information is then forwarded to recruiters to conduct follow-up interviews.

Career Fairs – There are a variety of job fairs available for recruiters to meet with potential recruits including law enforcement, military, college and public events. Many departments have experienced limited success with participating in job fairs. Despite this, participating in career fairs provides departments with many benefits. Persons attending the events are seeking a career change and are looking at all the different opportunities. Because of this, recruiters have the opportunity to meet larger numbers of potential candidates at once. At the same time, the competition for job seekers attention is great, allowing job searchers to be easily distracted.

Working at a booth at a career fair requires recruiters to have a positive attitude and active listening skills. When talking with job seekers, recruiters only have a few minutes to talk with interested persons before they move on to the next booth. To prepare for this, recruiters should practice approaching and interacting with potential candidates. In addition, a system should be established for rating potential leads at the event and, following the event, the effectiveness of its recruitment potential.

Religious and Cultural Organizations – Networking with various religious organizations has proved very effective for police departments in attracting successful candidates, particularly minorities. In larger communities, some church and religious organizations operate job centers or other career preparation services.   These organizations have close relationships with their members, and partnering with them can help break down trust barriers and add credibility to your recruitment efforts

Youth and Apprentice Programs – One study found that 50% of new recruits knew they wanted to be an officer in the 12th grade[5]. To capitalize on this, agencies should consider developing long-term recruiting programs that will identify and nurture those persons interested in law enforcement and anchor them to the agency. Various programs including summer day camps, Explorer posts, internships, and community service positions serve as a realistic job preview for these future officers. At the same time, participation in the program gives the agency an opportunity to interact with individuals and observe their personalities and work ethic. As a result, many of these programs result in the successful recruitment of participants.

TURNOVER

External Factors

The employer-employee relationship is a product of the market economy. Such that, during economic downturns or recessions, there are fewer jobs available for the employees. During these periods, employers have greater control of the relationship. Conversely, when the economy is doing well, employees have more opportunities and greater control of the relationship. During the recent economic recession, some agencies were forced to cut staffing or make reductions in force. During this period, incumbent officers had fewer employment alternatives and agencies experienced lower turnover rates.

As the economy rebounds, experienced officers who postponed retirement now have new opportunities for second careers. Others who become dissatisfied with the progress of their careers may seize newly found opportunities. Unfortunately for the agency, the first persons to leave are often the best employees simply because they have better skills and abilities to offer new employers.

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[5] Switzer, Merlin E. "Recruitment and Retention: Best Practices Update", California Commission on Peace Officer Standards and Training, April 2006, p. 40.

This problem is compounded by a number of factors. Departments that were not permitted to fill vacancies have fewer seasoned officers to take the place of senior staff and fewer persons view law enforcement as a viable career. In the next five years, the exodus of baby boomers will dramatically reduce the number of persons in the labor market. Together with a recovering economy, these conditions will result in heavy competition for talent talented candidates. If agencies do not take aggressive steps to mitigate this issue, a serious imbalance will likely form in many departments between the number of experienced officers and newer recruits. Over time, agencies with higher turnover and less experienced officers will suffer a reduction in productivity and lower quality of service delivery.

A number of studies have documented the level of turnover and contributing causes. Still, little research has been done to establish a benchmark of 'acceptable' or 'normal' turnover rate for law enforcement agencies.

- In 1999, the Florida Department of Law Enforcement reported 14 percent of state and county officers and 20 percent of municipal officers left within the first 18 months of employment.[7] Between 1983 and 1997, the state of Alaska averaged a 35 percent turnover in its Village Public Safety Officer positions. [8]

- In 2003 the North Carolina Department of Criminal Justice assessed the level of turnover in municipal and sheriff's officer positions and found attrition in municipal agencies ranged from zero to 87 percent with an average of 14.2 percent.[9] At the same time, sheriff's personnel had a turnover rate of zero to 60 percent with an average of 12.7 percent.[10]

- A study of attrition of Vermont law enforcement agencies between 2001 and 2006 found counties averaged 8.9 percent, while municipalities experienced 8.25 percent.[11]

- A 2010 staffing study conducted by the Glendale (AZ) Police Department analyzed many inter and intra agency factors in addition to turnover. According to the study, sworn personnel departures decreased by 32%, from 25 to 17 departures between 2008 and 2009.[17] The turnover rate for sworn personnel dropped from 6.0% in 2008 to 4.2% in 2009.[17] Three of the 17 departures in 2009 were voluntary resignations, which led to a voluntary turnover rate of 0.7%, down from 2.2% in 2008. The voluntary turnover rates in the department were slightly above the 0.4% national rate as reported by the U.S. Department of Labor in 2010.[17]

Law enforcement attrition is a complex and difficult issue to manage. In many instances, the turnover occurs in trends. To identify these trends, agencies must track when officers resign from the department. Using this information, charts can be developed to help illustrate the severity of the problem and how to coordinate retention efforts at critical times. Before an agency can determine the retention strategies to be initiated, it is critical to know the specific reasons why officers are leaving an agency. As departments seek to find the causes for attrition, officers must have an integral role in the process. One of the most important areas to clarify in this phase is to ask employees what is important to them and their opinion of why employees are leaving. Several techniques can be used to capture this information, including confidential surveys, personal interviews, exit interviews, and focus groups.

Internal Factors

Salary – The most frequently cited reason by police executives of why officers leave is salary. There are a number of reasons for this claim. In many cases the level of salary, benefits, and working conditions offered by local and state governments trail those found in the private sector or nearby agencies. Second, employees who do not want to burn bridges with an employer frequently tell their bosses they are receiving a better salary in their new position. Third, if the individual is making more money in his or her new position, it is easy to say they left for a higher salary. Finally, relying on salary increases allows executives to

give a simple answer to a potentially complex problem without making any hard analysis of the problems or conditions within their agencies.

Money is not a motivator, but absence of money is a de-motivator. When an individual does not have enough money to pay his or her expenses, salary becomes more important. As a general rule of thumb, persons who are struggling to pay their bills will leave for less than a 5 percent increase in salary. Unhappy employees will leave for 5 percent, and satisfied employees generally require a 20 percent increase before they consider resigning. [13] The issue of compensation is more inclusive than just salary and includes a number of benefits such as health insurance, vacation, retirement, schedules, and equipment. Deficiencies or perceived inequities in any of these areas can contribute to turnover.

Poor Supervisors or Leadership – People do not leave jobs, they leave managers.[14] The number one internal factor affecting an employee's decision to stay or leave a job is the relationship with their immediate supervisor. One of the greatest crises facing law enforcement agencies in the near future is the failure to develop leadership potential of officers throughout the entire organization. Too often persons are promoted to a supervisor position and not given any training of how to effectively perform their new responsibilities. As a result, they treat employees the same way they saw their supervisors treat officers years before.

Poor Job Fit – Another contributor for officer attrition is a poor person-job fit. Even though the individual has the knowledge, skills, and abilities to perform the job, many do not like the work or fit within the agency. Several states have found that at least 25 percent of officers leave their department within the first 18-36 months on the job. Field training officers or supervisors often hear the officer say, "This job is not what I thought it was." This same person may work very well in another department; they just do not work well within that particular agency.

Higher Ordered Needs – In recent years, the police profession has placed emphasis on the professionalism of working within law enforcement agencies. Departments spend enormous efforts attracting better-educated, well-rounded individuals. As a result, today's applicants are looking to satisfy higher-ordered needs of belongingness, self-esteem, and self-actualization. This translates into officers wanting to feel a part of the organization, be proud of what they do, and make a difference. Despite this, the organizational culture of some agencies has not evolved beyond the survival mentality aspects of police work. Basic and advanced training classes emphasize the need to go home at the end of the day as their measure of success. This is not to minimize the dangerous aspects of a career in law enforcement or the need to exercise appropriate care in performing their duties in a safe manner. The officers being recruited today are seeking challenging work environments and problem solving opportunities. When these needs go unmet for an extended period of time, it causes internal conflict for the individual. As a result, when these individuals are placed in an environment that constantly focuses on the lower-ordered needs, the individuals will soon look for work environments that offer those opportunities and conditions.

Role Conflict - Many departing officers note the disparity in the interpretation and consistent application of policy between supervisors as a leading cause of their dissatisfaction. For example, a chief may hear officers state that how they perform a task varies according to their shift assignment. Some may take this to mean every shift does different things because of the type of activity that occurs. Instead, these officers are voicing displeasure with doing the same thing differently depending upon their supervisor. Over time, they develop a perception there is no consistency in the operations and no matter what they do it is wrong.

Dysfunctional Organizational Cultures – Many agencies are still characterized by silo management styles, hierarchical organizational structures with a dependence on strict operational procedures.   This compliance, rule-based environment is based upon a transactional leadership style. Employees today are seeking an intrinsically motivating work environment. To accomplish this, leaders must engage the minds and hearts of their officers. Officers must take ownership of the various projects in which they are assigned to participate. When leaders fail to do this, they are limiting the organization's success and contributing to the attrition problems within their agency.

Generational Differences – Generation theory proposes there are four stages in a cycle. Each stage is identified as being a different cohort or generation. The 'personality' of each generation is developed by the events occurring in society during the formative years. The manner in which each generation treats and raises children differs because of changes in values and perspectives. These changes ensure the cycle continues its evolution. No generation is really any better or worse than another; each is different with its own strengths and weaknesses. The secret for leaders is to be aware of these differences and develop the leadership strategies that are needed to reach out to the individuals at their current level of development.

Lack of Career Growth or Better Opportunities – Officers often cite limited opportunities to grow or 'move up' as a reason for leaving their current position. This is particularly true for millennial employees. For years, larger agencies have successfully used more opportunities in a larger agency as a way to poach exceptional officers from smaller departments.

Inadequate Feedback – Providing frequent feedback is a critical link to having a contented workforce. Employees want to know how they are performing and are anxious to improve. Supervisors who do not provide frequent feedback allow poor work habits to form that result in unnecessary mistakes, citizen complaints, and managerial problems.

Inadequate Recognition – Positive reinforcement is the easiest, least expensive, and best way to improve good performance. When individuals do not receive this recognition, the exceptional performance will likely diminish.

Inadequate Training – Police officers' work environment is constantly changing and providing new challenges. Today's officers view training as an opportunity to improve their skills and make them more effective. Training is critical for providing officers with the skills they need to achieve their personal career objectives. When officers do not receive sufficient training, they make more mistakes, lose cases, and feel less confident. This also causes more lawsuits, negative publicity, and poorer organizational performance. Agencies that ignore this need are failing to meet the individual's desire to improve. If the department does not provide these opportunities, officers will look for agencies that will.

Equipment – Officers consider the type of equipment they receive as being indicative of their value to the community. For example, if all of the patrol units have 150,000 miles, officers have to share portable radios, or computers are slow and in need of replacement, the department may be viewed as having little concern for its employees. At the same time, keeping officers equipped with well-functioning cruisers and upgrading or replacing equipment on a regular basis will result in the department more likely being viewed as being an attractive employer.

RETENTION STRATEGIES

The overarching goal of any department's retention efforts should be to maximize factors pulling employees into an organization while limiting the factors pushing employees out of the department.

As agencies attempt to identify the reasons for employee attrition, they should also try to determine the reasons why others stay. By surveying and conducting 'stay' interviews with high performing veteran employees, the agency can likely determine factors that influence their decisions to remain in the agency. As part of this process, the goal is to determine factors that are pulling individuals into the agency as well as individual traits in persons who are more likely to stay and fit within the agency. The agency should identify what employees want and provide it.

Successful retention begins before the officer is selected. The selection process should be considered a two-part process. In the first stage, processes are designed to identify individuals who pass minimum qualifications. Standard selection devices to eliminate individuals who do not meet minimum established standards typically include: preliminary interviews, basic skills exams, physical ability tests, and background investigations. In the

second phase, qualified personnel are evaluated to identify those candidates who fit with the agency.[15] While most agencies perform very similar activities, every department has its own personality or organizational culture. Too often it is assumed the person who scores the highest on selection exams are the best persons for employment. This pursuit of a fair system limits the agency's ability to attract those persons who are more likely to stay with the agency.

Behaviorally Based Interviews – One of the best techniques to determine if an individual identifies with the agency is the use of behaviorally-based interviews. These interviews are based upon the premise that past performance is the best indicator of how an individual will perform. Interview questions focus on critical tasks or values within the agency. Individuals are asked to describe incidents they have been involved in and how they responded. For example, if the agency has a core value that all persons are treated with dignity and respect; an individual may be asked to "Describe a situation in which you had to interact with a person in a work-related situation who you felt was acting in an unreasonable manner. How did you respond to this person? What did you learn from that situation?"

Agencies should avoid the use of questions such as "Where do you want to be five years from now?" or questions that allow the individual to provide a rote or prepared response. The behaviorally based question requires the individual to explain how they've responded in the past and what he or she may have learned from the experience.

Realistic Job Previews – Too often departments trying to attract recruits focus all of their attention on the positive, sensational, or exciting aspects of law enforcement. To ensure a strong 'employee-job fit', departments should provide a realistic understanding of what it is like to work in the agency. Realistic job previews may be provided in several formats, online, through video, or in-person. This preview may be accomplished by a supervisor providing a candid description of what is required of new officers. Some departments require potential applicants to complete an established number of ride-alongs before a conditional offer of employment is provided. IACP's Discover Policing program offers a series of realistic job preview videos for use in recruitment. Regardless of the approach used, both the agency and the recruit should have an accurate perception of what will be required of the individual and what each will provide in return.

Compensation – To attract and retain good employees, departments must provide competitive salaries that match or exceed the market average. Compensation, however, means more than just salaries. Compensation packages include benefits other than salary including health insurance, retirement, leave, schedules, and equipment. As people mature, the priority of different benefits change. Because of this, compensation must be considered on a sliding scale. For example, officers who are under 35 years of age generally place greater emphasis on salary, while officers over 35 place increasing levels of emphasis on other benefits such as retirement.

Training – Today's employees view training as a highly regarded benefit and an issue of career development. Departments should bombard their officers with training opportunities. Quality training should be designed to ensure officers perform to established competency levels and build their confidence. A variety of techniques should be used including computer-based programs, roll-call training, classroom lectures and discussions, self-paced programs, practical exercises, webinars, micro training, and scenario-based exercises. Officers who receive increased levels of training feel valued and are more likely to stay.

Feedback – "Feedback is the breakfast of champions." [15] For feedback to be meaningful, it must be timely, specific, behavioral, and job-related. A basketball or football coach does not wait until the end of the year to correct a player's performance. They pull the player to the sideline, explain what they need to improve, and keeps the guidance focused on the game. The same is true for the best police leaders. By immediately reinforcing good behavior and addressing poor performance before it becomes a problem, supervisors make sure their officers are working at peak performance, building their self-confidence, and anchoring them to the department.

Supervisor Development – With poor relationships between employees and their immediate supervisor being a leading cause for employee attrition, it is critical for leaders to make supervisor selection and development a priority. This training should be provided prior to their appointment to a supervisory position. Second a field training program, should partner high performing, seasoned supervisors with newly appointed supervisors to teach them how to apply their new skills. Third, comprehensive performance standards should be developed and required of all supervisors. Individuals who fail to meet the established standards should be given a reasonable period of time to correct their behavior or be replaced.

Recognition – Feeling valued is a basic human need and good behavior which is recognized is more likely to be repeated. Leaders must seek out opportunities to recognize good behavior through personal contact, regular meetings, passing information on to senior leadership, and informal gatherings. Supervisors frequently use letters of commendation, achievement, recognition, and thank you notes.

   Morale or pride meetings provide opportunities for social interaction to improve communication and trust among officers. During these meetings, supervisors can announce officers who achieved advanced certifications, are being promoted in the career ladder, or performed well in various instances. These meetings also provide a good opportunity to highlight creative or innovative procedures to address a problem. The entire focus of these meetings is on the positive activities being completed by officers and the department.

Career Assessment and Counseling – In an effort to determine the specific training and work experiences officers need to improve their individual performance and anchor them to an agency, they should submit to a combination of assessment tools. There are a number of processes available for organizations to complete these assessments, including paper and pencil assessments, 360° evaluations, assessment centers, and mentoring programs. Using information gathered from these development programs and diagnostic exams, leaders should work with the individual to compose a personalized development plan. This plan may include work experiences, training, formal education, and the need to prepare them for short and long term career objectives. This plan should include benchmarks for evaluating progress along with responsibility assignments for the officer and the department.

Dual Career Ladders – Traditionally in law enforcement agencies, the only way to move up was to assume a supervisory position. Unfortunately in many smaller agencies these vacancies only become available when someone leaves. Law enforcement today is much more challenging and broader than ever before. Many persons who are great officers do not have the personal attributes to be, or interest in becoming a supervisor. This does not minimize their importance to the organization. At the same time, experienced officers note that there is no way for the public to differentiate a ten-year veteran from a one-year rookie. To address these concerns many departments are developing alternative career opportunities for officers as a reward for increased levels of training and experience. As persons reach established levels, they are provided with increased salaries along with increases in rank designation (i.e. private, private first class, or Officer I, Officer II, Intermediate Officer).

Enhanced Work Experiences – While training is important for developing staff, the more senses that an individual uses when learning a new skill, the more likely that skill is to be retained. One of the best ways to learn a new task or skill is by actually performing in the job. There are a variety of ways to provide expanded work, including job shadowing, job rotation, and cross training.

Committee/Task Forces – Appointing individuals to work on committees and task forces demonstrates that the department respects their opinions and abilities. This process also provides officers with a valuable opportunity to work with others, develop networking skills, and learn new techniques to perform their jobs. Task forces and committees may be internal to the agency, community-based, regional, or state-wide in focus, offering opportunities to broaden the officer's perspective.

Teaching – Officers who develop an interest or expertise in an area can share their knowledge by teaching classes to other officers. This instruction helps to solidify their knowledge base and establish them as recognized experts.

Environmental Strategies – Agencies with a strong employee retention program have an organizational environment with high standards of performance. Unsuitable personnel are removed and the work is intrinsically motivating.

One of the most effective measures for developing a strong retention environment is to hold employees accountable when they are not performing to reasonable standards. Officers know who the mediocre officers are who are not performing to standard. These persons should be given a reasonable opportunity to improve their performance. Those who can not or will not perform to established standards should be removed. Leaders are often amazed at how a few cynical officers can adversely impact an entire unit.

Finally, leaders must develop an environment that constantly reinforces how officers are serving a purpose greater than themselves. This sense of meaningfulness forges an inseparable bond among officers.

Provide a Team Environment – We refer to law enforcement agencies as departments, suggesting they are set apart from others. In reality the agency is a team with each unit providing special activities toward successful accomplishment of its mission. A team can only be as strong as its weakest member or unit. Team members care about each other, want everyone to be their best, and support them in their personal journey toward excellence. Officers spend more time with their co-workers than they do with their families and need to know that the people they work with care about them on a personal level. It is easy for leaders to get caught up in the day-to-day operations and not contact persons who may be experiencing personal hardships such as health problems or family emergencies. Scheduling time to visit or call individual officers guarantees it gets done and provides the officer with a sense of belonging and reassurance.

Departments may also build a caring environment by providing access to various services and classes such as health/wellness screenings, offering gym memberships, smoking cessation classes, stress management classes, and financial planning, to name a few.

RESPONDING TO DEPARTING OFFICERS

In the past, when an officer submitted their resignation, supervisors congratulated the individual on their new position and wished them well in all future endeavors. In some instances, the employees were told they could leave work and draw their accumulated leave during the final two weeks. This approach sends the message, both to the departing officer and others within the department that officers are not valued and can be easily replaced.

To curb the churn of attrition, organizational leaders should develop a process of responding to officers who may be considering other employment opportunities. To accomplish this, supervisors must identify employees who may be considering leaving. In some cases, the first indication an individual is leaving is when they submit a letter of resignation. In most instances, however, persons will send subtle clues they are considering other opportunities. As adults mature, they enter transitional phases in which they re-evaluate their lives. During these times, individuals are more likely to make significant changes. These phases may be linked with the birth of a child, graduation of children from high school or college, divorce, or purchase of a new home.

Other possible signs an employee may be considering other employment opportunities include:

- Prolonged disappointment of being passed over for a transfer or promotion;
- A close friend went to another job and is perceived as having better opportunities;
- Individuals reviewing personnel/training records to update their resume; or
- Making inquiries of human resources about early retirement or transfers of benefits.

When a supervisor learns an officer is considering other employment opportunities, he or she should take time to meet privately with the officer. Depending on the relationship, the supervisor may feel comfortable asking the individual directly if he or she is considering alternative opportunities. The officer may mention they are considering another offer.

When responding to a departing employee, the supervisor should conduct an exit interview. Remember that changing jobs is an emotional time for the officer. Ask the individual to describe their new job. If the officer asks any questions, the supervisor should respond candidly and honestly.

When the opportunity is presented, the supervisor should inquire about potential challenges the officer perceives they may experience with the new position. Also the supervisor should ask about the factors that caused the officer to look for alternatives or that may have lured him or her away.

If the supervisor is aware of problems within the other agency, it would be appropriate to suggest that every department has many of the same problems, just in varying degrees. The supervisor may comment on opportunities that they currently have that are not available in other departments, such as career development, training, salary, equipment, and good relationships with fellow officers.

If the individual chooses to leave the agency, remind them that they will always be a part of the agency and offer to help in any way possible in the future. Remind them that they will always have a home in the department and will be missed by fellow officers. After the individual has been gone for about three to six weeks, the supervisor or another officer who had a close relationship with the officer should give them a call. It is an important gesture to check and see how things are going: indicate that the officer is still considered a valued employee who would be welcomed back into the department, and that they should not hesitate to reconsider their decision to leave.[16]

SUMMARY

Never before has the recruitment and retention of police personnel been as critical or as challenging for police organizations as it is today. To address these challenges successfully, law enforcement leaders must examine the process in an entirely different manner. This process will require a constant review of the labor market, compensation systems, leadership, recruiting techniques, supervision of recruiters, employer brands, leadership and operational management systems, and retention systems. Quite simply – when recruiting and retaining personnel, every detail is important and deserves attention.

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RECRUITMENT RESOURCES

Discover Policing

www.discoverpolicing.org

In the 21st century, traditional recruiting tactics seem no longer effective for addressing the staffing needs of law enforcement agencies. Agencies must begin to use more sophisticated techniques to keep pace with changing times, technologies, and applicant pools. A recent nationwide survey of law enforcement executives conducted by IACP as part of a Bureau of Justice Assistance (BJA)-funded project cited recruitment and retention as the profession's priority issue. With support from the BJA, IACP has responded by creating the Discover Policing initiative and *www.discoverpolicing.org.*

The Discover Policing website is the cornerstone of a broad initiative that allows the law enforcement community to enhance the image of policing with a message that is both informative and inspiring. Discover Policing institutionalizes a national campaign and recruitment vehicle for the police profession by marketing the benefits of careers in law enforcement to a broad audience, from new applicants to those seeking a career change, including returning military veterans.

DiscoverPolicing.org is designed to be the premier source of information concerning policing as a profession. The website offers a wealth of information about law enforcement including: why policing is a great career; examples of the variety of agencies and job opportunities; first-person accounts of what it is like to be a police officer; and an overview of the hiring, selection, and training processes. Visitors to the site can also look up contact information for nearby agencies and access links to state resources of interest.

The Discover Policing website combines this comprehensive information on law enforcement jobs with a full-featured career center where candidates can post resumes and hiring agencies can post vacancies.

The Discover Policing website also includes an online mentorboard. The Discover Policing Mentorboard allows new and future police leaders to connect and network with an online mentor. After creating a username and password, mentees can request to match with a mentor whose experience best fits their needs. The Mentorboard is open to all ranks and any current law enforcement employee including students, career-changers, new officers, newly promoted supervisors and commanders, new chiefs, law enforcement executives, and civilian support staff. Experienced mentors can also register through the site to share their firsthand insight with others.

How to Create a MentorBoard Profile:

1. Visit the Discover Policing Mentorboard homepage:
   http://mentorboard.careerwebsite.com/dpo.

2. You will need to create a user ID and password. Please record this information as you will need it to access your profile each time.

3. Select the "Create New" tab to enter your information into certain fields. Please note these fields:

   a. Profile name: This is for your reference to use in "My Account"

   b. E-mail address: This will not be displayed publically but will allow you to send a contact request.

   c. Areas of assistance: Please list three areas in which a mentor could assist you.

   d. Summary box: Please include a narrative of your law enforcement background including education and training experiences. We encourage you to be detailed in your profile, so that your prospective mentor can get a sense of your background and needs.

   e. Match status: Please mark your current match status as either: 1. Seeking long term mentor; 2. Seeking situational mentor; or 3. Matched. Please update your status once matched.

4. Once you have created your on-line profile, you can click the "Search for Mentors" tab on your Mentor Center account homepage. Here you can do a simple search by state or keyword, or you can do an advanced search to include mentor expertise, agency size, and other information.

5. Upon finding a mentor you would like to work with, click "Send Contact Request" to begin the process. The mentor should respond back in a timely manner to inform you on whether they accept the match or not.

6. Once you have matched with a mentor, the mentor will contact you to set up an initial introductory meeting during which you will determine your mutual goals for the mentoring partnership, the timeline for your mentor partnership, and communication expectations. All further correspondence will take place independently between mentor and mentee.

The IACP New Police Chief Mentoring project staff will reach out periodically for information about your mentoring experiences. You can reach the mentoring staff with any questions or concerns at mentoring@theiacp.org or 1-800-THE-IACP, ext. 804.

Law Enforcement Recruitment Toolkit:

The IACP, in collaboration with the U.S. Department of Justice, Office of Community Oriented Policing Services, has released a new publication to assist agencies with their recruitment efforts. The *Law Enforcement Recruitment Toolkit* comprises four reports, each focusing on a different area of recruitment:

- **Police Recruitment**: Foundation Concepts. Provides an overview of the current state of police staffing and a summary of common recruitment obstacles and how to overcome them.
- **Recruiting for Diversity**. Outlines the importance of diversity in law enforcement and strategies for effective minority recruitment.
- **Agency Collaboration in Police Officer Recruitment and Selection**. Contains case studies of successful regional and intra-agency recruitment collaboratives across the country.
- **Community Partnerships in Police Recruitment**. Discusses why and how to engage the community and civic organizations in the recruitment and selection process.

Download an electronic copy of the publication at
http://www.theiacp.org/portals/0/pdfs/RecruitmentToolkit.pdf

Order copies of the Toolkit (available in print and via download) from the COPS Office Resource Center http://ric-zai-inc.com/

Other Recruitment Resources:

- **Virtual Police Ride-Along**
  A realistic job preview for community policing using 10 scenarios common to law enforcement and corresponding self-assessment questions.
  http://discoverpolicing.org/whats_like/?fa=virtual-ride-along
- **LinkedIn Group**
  Law Enforcement Recruitment Group
  2,000+ members, including law enforcement recruiters, chiefs, educators, researchers, HR professionals, and anyone interested in advancing law enforcement as a professional career
- **Military / Veterans**
  Several publications available on recruiting, hiring, and retaining veterans.
  http://www.theiacp.org/Employing-Returning-Combat-Veterans-as-Law-Enforcement-Officers
- **Using Social Media**
  IACP Center for Social Media – includes blog posts, articles, case studies, etc on leveraging social media for recruitment –
  http://www.iacpsocialmedia.org/Topics/Parent.aspx?termid=107&depth=2
- *Police Chief* Magazine
  March 2014 issue devoted to recruitment
  http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=archivecontents&issue_id=32014 "Police Officer Recruitment: A Public Sector Crisis,"
- **Best Practices Guide**
  Recruitment, Retention, and Turnover
  www.iacpsmallerdepts.org
- **Minority Recruitment**
  Mobilizing the Community for Minority Recruitment and Selection
  http://www.theiacp.org/Portals/0/pdfs/WhatsNew/FinalCLPReport.pdf

Hiring and Selection Resources:

- **Psychological Fitness – for -Duty Evaluation Guidelines**
  Ratified by the IACP Police Psychological Services Section
  Philadelphia, Pennsylvania, 2013
  http://www.theiacp.org/portals/0/documents/pdfs/Psych-FitnessforDutyEvaluation.pdf
- **Pre- Employment Psychological Evaluation Guidelines**
  Ratified by the IACP Police Psychological Services Section
  Denver, Colorado, 2009
  http://www.theiacp.org/portals/0/documents/pdfs/Psych-PreemploymentPsychEval.pdf
- **Developing a Cybervetting Strategy for Law Enforcement**
  http://www.iacpsocialmedia.org/Portals/1/documents/CybervettingReport.pdf

Other:

- **Law Enforcement Oath of Honor**
  http://www.theiacp.org/What-is-the-Law-Enforcement-Oath-of-Honor
- **Related IACP Model Policies**
  http://www.theiacp.org/Model-Policies-Alphabetical-Order

  - o Career Development
  - o Civilian Personnel
  - o Polygraph Examinations
  - o Pregnancy
  - o Social Media
  - o Standards of Conduct
  - o http://www.theiacp.org/Model-Policies-Alphabetical-Order

A B E S T   P R A C T I C E S   G U I D E   F O R   I N T E R N A L
A F F A I R S :
A S T R A T E G Y   F O R   S M A L L E R   D E P A R T M E N T S

*By Deputy Chief Beau Thurnauer, East Hartford, Connecticut, Police Department
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Note: Local policies and procedures on internal affairs investigations require input and review from appropriate legal advisors (for example, city or county attorneys). Concepts presented in this article reflect best practices, but must be adjusted/refined by knowledgeable legal advisors in each community.

INTRODUCTION

Every police department large and small will sometime have to deal with a complaint concerning an officer's conduct or behavior. Although the process of handling these complaints varies between agencies of different sizes located in different parts of the country, there are some basic similarities that thread themselves through law enforcement in general.

Every Chief must have a good handle on the purpose of investigating internal inquiries and take them seriously if they are interested in earning the respect of their political body, the citizenry they serve, and the officers and civilians who work for them.

THE NEED

Sworn officers hold awesome power. We have the unique authority to remove a person's freedom and to use deadly force. And although the nation's majority believes we use these authorities appropriately, there are those who believe that the police take advantage of and abuse their power on a routine basis. An internal affairs investigative process is meant to ensure that department policy and procedures are followed and that all department employees follow agency standards of professionalism.

Since law enforcement is accountable to everyone regardless of their opinion of us, we are obliged to ensure that our officers operate within the confines of the law and according to procedure. The minute we detect any violation of not only statutory rulings, but of internal policies, we must investigate the incident and bring about swift and just correction, if required. Those town and city police departments that have not instilled confidence that every complaint will be examined, are inviting unnecessary complainants that are likely to reach town managers, mayors, and civilian review boards. Effective IA units will ensure that complaints are heard at police headquarters and that they are dealt with quickly and effectively.

Sworn officers are normally complained about more than other employees, however, we must never discount the importance of our civilian staff members who interface with the public and may also be the subject of complaints. In both smaller and larger departments civilians often work in dispatch centers, handle animal complaints, and may hold other positions that have a great deal of public contact. Complaints surrounding civilian staff conduct must also be investigated swiftly and fairly to ensure and maintain department credibility, confidence, and adherence to policy.

In today's police environment, Internal Affairs, also commonly called Offices of Professional Standards, are more important than they have ever been. Claims of misconduct and video recordings of police actions are now posted on to social media sites as they happen and given freely to television stations. Investigators should make sure they ask complainants if any video exists and strive to get copies when possible. If officers are wearing cameras, that footage may be the most important piece of evidence you collect.

COMPLAINTS

Who Receives Complaints?

Written IA policies are recommended and should always specify clearly who receives complaints. Most agencies allow complaints to be received at any level. In most agencies of 10 or fewer employees, the Chief will normally want to receive the complaint and investigate it. If there is a rank structure, it is most effective to assign the reception of the initial complaint to a supervisor. This practice allows the supervisor to assume some of the responsibility of his or her subordinate's actions. It is common for all complaints to be referred to a specific IA intake officer, usually a supervisor. However, the practice of assigning complaint investigations to an IA unit, away from the first line supervisor, may cause that supervisor to feel that he or she has lost the responsibility of corrective action with his or her officers when they make a mistake. This can sometimes be interpreted as undermining authority so investigative procedures must be developed with this in mind. You may want to include the first line supervisor in the decision-making process, or you may not, depending upon personnel and other relevant issues.

In either case, it is imperative that any investigation should be completed by someone of higher rank than the person who is the subject of the investigation. Avoid having a senior patrolman investigate a junior officer. Nothing causes hard feelings faster than officers of equal rank investigating each other.

Every officer should know exactly where to refer a complainant or be prepared to receive the information and pass it on to a supervisor. For example, if a patrolman is on the street and a citizen comes to him and complains that a cruiser was driving too fast the night before, the officer should be clear about exactly what to do with the information. It is never advisable to respond with anger or defensiveness.

Which Complaints to Accept

A simple declaration stating that ALL complaints against any member of the police department will be received and investigated leaves little room for dispute. CALEA Accreditation Standard # 52.1.1 states, "A written directive requires all complaints against the agency or its employees be investigated, to include anonymous complaints." It also prevents the age-old problem of certain complaints being discounted or rejected for purely subjective reasons. It is difficult to explain to a citizen why one complaint was accepted and one rejected for basically the same offense. This kind of inconsistency brings a supervisor's objectivity into question when his or her peer has accepted a complaint in the past for a similar offense.

It is important for each department to, 1) set the rationale for receiving complaints, 2) assign a person the task of receiving them, and, 3) specify in a formal policy format which complaints are accepted. A bright line rule, stating clearly that all agency employees will accept any and all complaints is the easiest to understand and teach other employees. It is not the easiest for most employees to accept.

Some departments feel that the credibility of the complainant should be assured by requiring a sworn statement from those who make the complaint. This can ensure sincerity, but it can also discourage honest people who may be skeptical or reticent. At no time should a department seek to discourage a person from making a complaint because the investigation process is embarrassing or difficult. A Community's trust in their local police department is solidified when our citizens know we want their input and will amend policies, procedures and behaviors if we find we have made mistakes.

Format of Acceptance

One common way to receive a complaint is through a formal written statement. However, a police department wanting to portray an image of true responsiveness will accept complaints in any form - by phone, mail, in person, e-mail, or web form. It is highly recommended that anonymous complaints not only be accepted, but that the department's policy clearly say so. Agencies run the risk of losing valuable community input if the complaint process is not clear and simple.

Notification of Officer

Credibility with the community is important, but credibility within the organization is vital. No employee likes to be complained about, but department staff will have a higher level of public support if every investigation is done fairly and uniformly. Unless a criminal investigation prohibits it, the officer who is being complained about should know the circumstances of the complaint immediately. This standard should be no different than in our court system in which the accused has a right to face his or her accuser. Anything less will create an environment of distrust and defensiveness within the department. The chief will always want to avoid hearing staff say, "...Even criminals are treated better than cops."

The Chief of Police determines when employee notification of a complaint is made. Normally, the employee is notified the day the complaint is received. This can be done in several different ways.

It is preferable to provide an employee with a copy of any written complaint. Administrators may also have guidelines in collective bargaining agreements that have to be met concerning complaint procedure. The term 'transparent' may be overused but in its true sense it means that everybody knows everything. Transparency is encouraged with IA issues. That does not mean that gossip is acceptable but does mean that there should be no secrets.

At this time, the officer who will be investigating the complaint should be notified. In smaller agencies, policy or tradition may stipulate that the Chief of Police will investigate all complaints. If this is not the case, the employee should know which supervisor will be conducting the complaint investigation. It is also advisable to send a letter to the complainant acknowledging the receipt of the complaint. This letter notifies the complainant that an investigation is commencing.

Since few members of the public truly understand the complaint process beyond what they have seen on TV, complainant notification often averts an irate phone call to Town Hall wondering why his or her complaint has not been attended to.

Administrative Versus Criminal Complaint Procedure

Few things cause more confusion within police agencies than the difference between administrative and criminal procedures involving a complaint. This discussion will not examine the many legal ramifications, but will include procedural basics to guide chiefs and command staff.

Immediately after the complaint is received, the person assigned to investigate will usually be able to determine whether or not there is a criminal element to the case. If there is no criminal element then the investigation is purely administrative, meaning that the result will be personnel action not criminal action. If there is even a hint that there is criminal behavior on the part of the employee, then one option is to separate the matter into both a criminal investigation and an administrative investigation.

The difference between a criminal or administrative investigation is distinct. Each requires careful procedures be taken at each step in order to comply with the law and agency policy and procedures, while taking care not to jeopardize prosecution, should that become necessary. Some departments run these investigations simultaneously while others prefer to complete the criminal investigation prior to beginning the administrative investigation. If a criminal investigation is needed, use Miranda rights where applicable and proceed no differently than you would in any other criminal investigation. However, chiefs must not fail to take administrative action even if a criminal investigation is underway when public or other officer safety could be compromised. For example, the IACP Model Policy for Police Officer Domestic Violence recommends that if a DV incident is confirmed, the officer be placed immediately on administrative leave and surrender his or her weapon. Failure to take administrative action regarding serious complaints, can leave the chief, agency, and city vulnerable to legal liability and public criticism.

When the criminal investigation has been completed, begin the administrative part. Give Garrity warnings if you feel it is appropriate. Garrity warnings are similar to Miranda, but warn the employee that failure to fully disclose information that is related to the office held, may result in disciplinary action up to and including dismissal. [See Edward J. GARRITY v. State of New Jersey (385 US 493)] You will probably not use Garrity in every circumstance. If an employee gives you the full story with no evasiveness then your job is complete, but if they are uncooperative, then Garrity is in order.

Some departments do have policy that requires Garrity every time an inquiry is made. This procedure can be cumbersome when you have a rudeness complaint and you know you can resolve the issue by talking to the officer who may say, "Gee, I had a rotten day that day and I promise I will never let this happen again." A word of caution is in order, however, if during your routine administrative investigation, you suddenly uncover information that makes you think that criminal activity may be involved. In such a case, you should immediately cease your administrative inquiry and have someone else begin a criminal investigation.

If you have received information under Garrity rules, no information that you have obtained can be shared with the criminal investigator. A short example will make this clear. Let us say that a complainant comes to your office and states that an officer was rude during a motor vehicle stop - obscene and insulting. You then call the officer into your office and give him Garrity warnings.

The officer gives you a written statement saying that the violator had been stopped three times in the past and was a habitual offender who was just trying to get out of a ticket by making a complaint.

When you interview the passenger who was in the car with the complainant, you determine that the passenger gave the officer $100 not to give the complainant a ticket. You decide that you want the officer arrested if the allegation turns out to be true. Since the statement that the officer provided was originally given in the Garrity environment, it is not admissible in criminal court. The criminal investigator assigned the case will not have the opportunity to see or review any of the administrative information gained up to this point. It must be a totally independent investigation. Miranda warnings will be given and the officer will be asked to give another statement under Miranda. Because of the complexity of these issues, entire courses are given to clarify Miranda and Garrity procedures. Consultation with a legal advisor can be helpful.

Although separation is preferred, there is another option. Some agencies feel that only one investigation is necessary as long as the suspect officer is the last person to be interviewed. If at the time of this last interview there is no suspicion of criminal conduct then Garrity would be acceptable. If probable cause of a crime has been established then the suspect could be given his or her Miranda rights without jeopardizing prosecution.

INVESTIGATION

Course of the Investigation

It is wise to have a formalized, written policy that describes each step of the internal investigation. It serves as a guide to your employees, and it lets the subject of the complaint know what to expect. This policy should outline what the investigation will include and what steps will be followed. For example, a letter will always be sent to the complainant to serve as confirmation of their complaint. It is best to keep consistency to the investigation by following all the steps all the time. It only complicates things when two citizens find they have been treated differently when they made complaints against the police. It distracts from the real purpose of the investigation and seriously erodes trust in the police department.

The complainant and witnesses should be interviewed by the investigator within 24 hours of filing the complaint, and preferably, within 24 hours of the incident. This allows the investigator to get information from the complainant and witnesses while it is still fresh in their minds and before they have an opportunity to taint their memory by second-guessing, talking with other witnesses, speaking with an attorney, or even being contacted by the subject of the complaint. A thorough and complete interview also locks the complainant and witnesses into their statements and helps identify any discrepancies or embellishments that may occur.

Interviews may be done at the police station or at the home or workplace of the complainant. If you want the complainant to really believe you are interested, I suggest you go to their home or workplace. Always check to see which is preferable. Audio or video recording is the best method to get accurate information, but some people are hesitant to have interviews recorded. Recording should not be a prerequisite to accepting the complaint. If you are interviewing an officer, record the conversation then have it typed to be sworn to later. Have statements notarized if possible. It may help avoid prosecution for false statements later.

It is often a complaint of command staff members or the chief that the initial receiving officer did not get enough information. One remedy that assists in meeting everyone's expectations is the use of a checklist. A sample checklist is included at the end of this article.

Representation

I have yet to see a situation where it would not be acceptable to allow a subject employee to be accompanied by a union officer or other representative during an interview. This is especially true in union states. Specify in the interview policy the precise amount of time the investigator will wait for this representative to appear at the interview. This will avoid unnecessary delays. The same time restraints should apply if the officer requests a lawyer.

There are limits to the representative's involvement. If a union representative or attorney becomes disruptive or interrupts to a point that an effective interview cannot be completed, the investigator is within his or her rights to request order or the representative can be dismissed.

Polygraphs and Psychological Exams

Most states allow a polygraph only if requested by the subject employee. The practice is not too common. Polygraphs have limited effectiveness in court and may muddy the waters if they are returned inconclusive. They may be more useful if used on a complainant you suspect is lying about officer misconduct.

It is possible that the polygraphist could elicit a confession from the complainant or a guilty officer if they are lying during the polygraph session. In a past case, a woman complained that an officer had been physically intrusive during a pat down. She gave a sworn statement that the officer had touched her inappropriately for over 30 seconds. The officer adamantly denied the allegation. During the polygraph, the examiner detected that the complainant was lying and gained a confession from her as she broke down emotionally during the polygraph exam.

Psychological exams can be a mixed blessing. They can be of critical value in protecting your town or city when an officer is just not capable of handling the job, but has not violated any specific rules. However, more than one officer has been returned from a psychological exam with a clean bill of health and a written statement attesting to their mental stability.

If you decide to use this tool make sure that the appointment is made when the employee is on duty. Officers have the right to refuse a psychological exam if it is required during off duty hours. Overtime or collective bargaining issues may be involved if off-duty time is required for a psychological exam. Never discount the less radical approach of offering a troubled employee an EAP [Employee Assistance Program] appointment. Officers who exhibit out of character or consistently poor behavior could be experiencing personal problems and could benefit greatly from counseling through the confidential EAP program. This is a supervisory issue that, if noticed early on, could prevent complaints by addressing behavioral concerns of an employee when first noticed.

Thoroughness

Similar to criminal investigations, exculpatory information is also an issue in internal investigations. Make sure you conduct a thorough investigation that seeks information that may clear the officer. The investigation should examine both the pertinent facts that could possibly indict the subject employee and/or prove his/her innocence. Many states have officers Bill of Rights clauses either in union contracts or in statutes that stipulate guidelines for IA investigations that include: thoroughness, inclusion of information from all sources, and clear indication that no discipline is possible without just cause.

Participation by More than One Investigator—Identifying Additional Resources

If there are many people to interview, it may be necessary to include a second investigator. If the chief is conducting the investigation, he or she may assign a supervisor to take a statement or follow-up a lead. If the department consists of the chief and patrol officers only, it is best for the second investigator to come from an outside source, like the State Attorney's Office or State Police.

If you are confident that it can be handled objectively without outside help, then use an in-house investigator. Just be warned that in-house investigations can bring criticism of bias, but if you can prove the thoroughness of the investigation using your own staff, it will build tremendous credibility for your agency.

Notification Time Frames

Time frames for notification need to be specified in writing so that everyone understands the investigation process. It is normal for the entire investigation to be completed within 30 days of the original complaint. Officers should be notified within 24 hours of the original complaint. If the investigation is very complex there should be a provision that it can take longer than 30 days, but only with a written request from the investigator that is granted by the Chief of Police.

If correspondence to the complainant is necessary and/or included in a policy, the time frame should be clearly defined. Response within one week is reasonable. Complainants should be notified of a disposition within one week of the conclusion.

Storage and Retention of Files

All files should remain in a locked location within control of the Chief of Police, either in the Chief's office or in a records room nearby. Different states, towns, and police chiefs can have dissimilar ideas as to what is considered a public record. I recognize the divergent opinions on the subject of opening files to the public. Because public accountability is a major priority in my department, I prefer to make files (except medical information) available to the public. In five years of running an IA unit, I never had anyone but the press request reports, and I never suffered negative repercussions from permitting it. In the case of Freedom of Information Law or Sunshine Laws, public review of files can be permitted. As much as we may object to the request as intrusion, if the press really wants to get to IA files, they will probably be successful. We as Chiefs will always be under scrutiny when we refuse to allow IA file examination. Any interference by the department can be construed as hiding or covering up. If officers know that all IA files will be made public unless they contain medical information, they may think twice before committing any infraction.

It is preferable to keep IA files separate from all other case files with a separate numbering system. They need not appear on the police blotter unless the offense is a criminal offense. Unless disciplinary action is taken as a result of an investigation, the report need not be included in personnel files.

An early warning system for tracking personnel complaints is highly recommended as a way to track complaints filed and to recognize if any one officer or squad has received multiple complaints. The smaller the department, the easier it is to track founded complaints. This system may consist of a simple database, chart, or hand-written log. It should contain every complaint filed along with the name of the officer or employee being investigated, the date and the offense alleged, and, if possible the disposition of the case and/or corrective action taken.

Annually, or at a time to be defined by the chief of police, the log should be examined to detect patterns. If an officer has more than one complaint in a year, then you best meet with that employee and design a plan for corrective action. If no corrective action is necessary, the chief needs to document the investigation and describe any action taken to prevent future complaints. A great deal of litigation has been written lately regarding officers who have been the subject of multiple complaints, but have not received counseling or been identified in any way. There needs to be written documentation and a real plan for correction for every complaint

Disposition

All cases need a disposition. What terms you use are up to you. Exonerated makes it clear that the officer did nothing wrong and that the case is cleared. Inconclusive is not always a preferred disposition, but may be an honest conclusion. If you have one person's word against another, with no proof for either side, do not exonerate an officer. This is an example of an inconclusive disposition. If there is proof that the officer was in the wrong, then he or she must be held accountable to the policy and corrective action must be taken. Failure to do so will jeopardize your job, your officer, and your city.

You must notify the officer and the complainant of the disposition. Even though we sometimes take these things for granted, officers will lose a lot of sleep until the case is closed. These are the hardest decisions we often have to make. Do so with objectivity. The letter to the complainant need not include details of the investigation or even the disposition, unless you feel this is important. It should include a statement thanking the complainant for their input and telling them that the case has come to a conclusion.

If the subject employee quits or retires during the course of an internal investigation, the investigation should be completed anyway. If there is an unanticipated civil action the completed case will be very helpful in responding to depositions or other inquiries.

For example, an officer is accused of racial profiling during motor vehicle stops. The officer then quits prior to disposition. In a subsequent civil suit the plaintiff claims that the agency has a history of profiling and that nothing is ever done about it. The plaintiff has a much stronger case if the investigation was never finished than if it was finished and the completion resulted in a policy change or a more in depth look at agency motor vehicle stop statistics

ANNUAL REPORTS

At the end of the year it is a good policy to make public all complaints received for the year. CALEA mandatory standard 52.1.5 states "The agency compiles annual statistical summaries, based upon records of internal affairs investigations, which are made available to the public and agency employees." It need not be complex or lengthy. A simple chart excluding names, but including the types of offenses, is appropriate. The public wants to know if there were 152 rudeness complaints or if there was only one. They also want to compare yearly stats. We include ours in the town's annual report. City administrators and citizens will tend to be more supportive of a department that follows such a process and publishes this information in an annual report. These recommendations are intended to provide a smaller police department with policy and procedure for Internal Affairs that enhances department credibility with citizens, reduces liability, and builds trust with employees.

Professional Standards Checklist

☐   Make contact with complainant [personal contact preferred]

☐   Obtain name, address, phone number and date of birth of complainant

☐   Determine where and when the incident took place

☐   Solicit, **<u>in detail</u>**, the specific circumstances of the incident, for example, if rudeness is the claim, get examples of the rude behavior

☐   Obtain, if possible, the name of the officer(s), OR, use department resources to determine the identity of any officers potentially involved.

☐   **DO NOT** ask the complainant what they want the police to do about it, you will decide that after reviewing the circumstances

☐   Determine if there were witnesses and get names and contact information

☐   Contact the witnesses and include their observations in your report

☐   Collect case report information relative to the initial incident, if one has been filed, and include a copy with your report

☐   Determine if the alleged acts of the involved officer[s] violated any rules, regulations or policies of your agency and document the violation

☐   Contact the Officer for pertinent information

☐   If there is no violation - state that clearly

☐   If you believe a crime has been committed by an officer refer the case to the person designated within the agency

☐   Write a clear concise report. Document all information as if you were writing the narrative of any important case being investigated

☐   If you believe a minor complaint would be best handled by Supervisory Intervention, document the action you took to resolve (or attempt to resolve) the matter

☐   Sergeants must have a superior/supervisor review the report before submission to OPS by the end of shift

☐   If all this cannot be accomplished by the end of the shift, document what you have accomplished in your preliminary report before you finish your shift (CC the Deputy Chief of your bureau). Explain that a follow up is on the way and clearly state when you intend to finish the rest of this checklist.

☐   **SUBMIT THIS CHECKLIST WITH THE ORIGINAL FORM #38 TO O.P.S.**

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About the Author

Chief Beau Thurnauer, a twenty-two year veteran of the Manchester, Connecticut Police Department, retired at the rank of captain in 1998. From 1998 until 2006 he served as Chief of Police for the Coventry, Connecticut, Police Department. In 2007 Chief Thurnauer accepted a position as Deputy Chief of the East Hartford, Connecticut, Police Department. Chief Thurnauer is Chair of the IACP Crime Prevention Committee, He can be contacted at the East Hartford Police Department, 860-291-7642 or by email at bthurnauer@easthartfordct.gov.

IMPROVING OFFICER RESILIENCY

The nature of law enforcement is such that officers often experience higher levels of stress for more prolonged periods of time than those in other professions, which can result in chronic stress. Due to this unique factor, officers should have available to them a variety of resources and training to help them recognize and cope with job demands.

An unfortunate reality is that all too often officers do not have the resources they need to enhance their resiliency and work hardiness, or do not think that they do and feel that they are left with few alternatives, which can result in officer suicide. Although comprehensive studies have not been conducted, available data indicates that officer suicides out- number officers killed in the line of duty on an annual basis.

The IACP Research Center Directorate has conducted preliminary research, including hosting a Police Suicide Roundtable in the Fall of 2006 into how to prevent police officer suicide. The results of the research and roundtable include the concern that many agencies and members of law enforcement leadership are not sufficiently proactive in addressing the issue of police suicide and often avoid the issue entirely, in the hopes that they would not have to deal with the fatal outcomes but at the same time not making an effort to prevent those outcomes.

To proactively address officer resilience and work hardiness, the agency should develop comprehensive and effective awareness, prevention, intervention, and response programs. Some recommendations that emerged from the roundtable include

- Agency-wide suicide issues awareness education
- Full range of professional counseling availability
- Peer-to-peer intervention
- Academy training
- Roll call training
- In-service training
- Educational videos and posters
- Early warning/red flag lists
- Training for supervisory staff on early warning signs with the addition of line personnel where feasible

The Four Stress Factors Unique to Rural Patrol Revisited

By Willard M. Oliver, Associate Professor of Criminal Justice, Sam Houston State University, Huntsville, TX and Cecil A. "Andy" Meier, Retired Fire Fighter and Critical Incident Stress Debriefing Instructor

In the September 1978 issue of *The Police Chief*, two researchers, Sandy and Devine, presented their observations about stress as it related to small-town and rural police.[1] The authors had been extensively involved in police training throughout rural Maine and had identified four stress factors that they considered to be especially significant among rural patrol officers: security, social factors, working conditions, and inactivity. Sandy and Devine presented these four factors as hypotheses based upon the theory that small-town and rural law enforcement do in fact face many stressors that are different from those faced by the officers' urban counterparts. Although these four stress factors have been often repeated in various books, magazines, and journals on policing in the past 25 years, Sandy's and Devine's hypotheses have never been scientifically tested.

In a federally funded research project centered on stress among small-town and rural police in West Virginia, the authors tested the hypotheses of Sandy and Devine. The findings from this research are enlightening and give support to much of what Sandy and Devine had articulated in 1978 in these pages. As a result, the authors suggest certain policy recommendations regarding methods by which stress among these small-town and rural line officers can be reduced.

Four Stress Factors Unique to Rural Patrol

Sandy and Devine believed that rural police officers face not only the stressors that urban police officers face, such as organizational, external, task-related, and personal stressors, but also an additional four stressors that only those in small-town and rural police agencies came up against:

- Security
- Social factors
- Working conditions
- Inactivity

Security: Because of geographical isolation and the limited number of officers on duty at any given time, rural police officers face more stress related to their personal safety and security. Although urban police officers may have a backup available to them within minutes, for rural police officers it can often take up to an hour for an adequate response. As a result of this isolation, every call a rural officer responds to, including domestic violence and auto crash calls, and every motor vehicle stop can be highly stressful for the rural officer.

Social Factors: Sandy and Devine identify a second stressor that rural police officers face but urban police do not: everyone they encounter while off duty knows they are police officers. When urban police officers go off duty, they can blend into the community and no one knows they are police officers. This anonymity provides the officer a break from being scrutinized as a police officer. Small-town and rural police officers find it harder to escape this scrutiny. This phenomenon, often called the "fishbowl effect," living in a place where everyone knows you and what you do, can generate high levels of stress among rural police officers because they find it harder to relax.

What's more, when rural officers respond to calls for service, they are more likely to know or know of the persons involved in the call, including suspects and victims. The parties involved in a call may even be friends or family members. Familiarity can make any call more uncomfortable and therefore more stressful for the officer; it can also undermine an officer's credibility and authority. Sandy and Devine also observe that small-town and rural police officers have fewer peers and therefore fewer persons with whom they feel they can talk after responding to a highly stressful call. The relative unavailability of a peer support group can increase officers' stress.

Economic Constraints: The third factor unique to rural law enforcement concerns the working conditions of small-town and rural police officers: low pay and inadequate equipment and training. The lack of resources can make the officers' job more difficult and hence more stressful.

Inactivity: The final factor described by Sandy and Devine consists of the problem of inactivity. Small-town and rural officers often must face long periods of boredom; they serve small populations where crime rates are low and where residents tend to be individualistic and are reluctant to call the police. Sandy and Devine argue that boredom can diminish police performance in two ways. The job can fail to provide the officer with enough sensory stimuli, hence making their job stressful, and it can lower officers' self- esteem by creating a wide gulf between officers' perceptions of what they should be doing as police officers and the realities of the job in the small-town and rural environment. This disparity can cause feelings of not doing the right thing, which can then lead to feelings of inadequacy or reduced self-confidence.

Taken together, these four factors that Sandy and Devine articulated as being unique to small-town and rural police serve as a set of hypotheses based upon their observations of working with police in rural Maine. But recent research into stress in small-town and rural policing in West Virginia has served as the first test of Sandy's and Devine's theory and hypotheses.

QUICK FACTS ABOUT SMALL-TOWN AND RURAL POLICING AND STRESS

- Small-town and rural are defined by the U.S. Census Bureau as jurisdictions with a population smaller than 50,000 (Source: U.S. Census Bureau, 2010).
- Local police departments are the largest employer of sworn personnel, accounting for 60 percent of the 765,000 sworn officers employed in 2008. (Source: Reaves, Brian A. "Census of State Law Enforcement Agencies" USDOJ, OJP, BJA (2011)
- 49 percent of all police agencies in the United States have fewer than 10 sworn officers in their employment. (Source: Reaves, Brian A. "Census of State Law Enforcement Agencies" USDOJ, OJP, BJA (2011).
- Stress is defined as "something that is imposed on a person usually from outside, that is, external or personal factors that bring about some degree of physical or psychological discomfort" (Source: J. S. Zhao, Q. T. Thurman, and N. He, "Sources of Job Satisfaction among Police Officers: A Test of Demographic and Work Environment Models," Justice Quarterly 16 (1999): 153–173.).

THE WEST VIRGINIA STUDY

In 1998 the current authors received an open solicitation grant from the Bureau of Justice Assistance to conduct a study on small-town and rural police officer stress. The program used a train-the-trainer three-day conference to educate the instructors who would travel to the small-town and rural agencies to deliver an eight-hour block of in-service training. The training consisted of training on stress; the signs and symptoms of stress; stress in policing; stress in small-town and rural policing (based largely on the Sandy and Devine material); how to manage stress through diet, exercise, and counseling; and finally a segment on critical incident stress and critical incident stress debriefings (CISD). At the beginning of each training session, officers were asked to voluntarily complete a survey that consisted of several psychological stress scales, questions related to small-town and rural stress, and basic demographics.

The training and study began in the fall of 1998 and was completed in the spring of 2002. The training was conducted at or near each of the agencies to make it more convenient for the officers to attend and often over two or three days so as not to deplete the number of officers available for duty. By the end of the study, 664 officers from small- town and rural agencies, defined as those police departments serving populations under 50,000, were surveyed, representing 32 percent of all law enforcement officers and 39 per- cent of all police agencies (105 of 267 agencies) in the state. The majority of these were police departments (60 percent) with the rest being sheriff's departments (39 percent) and special police agencies (1 percent). The average number of officers employed by each of these agencies was 18, whereas the mean for all police agencies in the state of West Virginia is 14. However, both the median and mode were reflective of the West Virginia population of police agencies, 14 and 4, respectively.

When looking at the demographics of the police officers, their average age was 38 with 12 years of police experience; 96 percent were male and 95 percent were white. These percentages are reflective of the population, as West Virginia law enforcement consists of only 4 percent female officers and 4 percent black officers. The majority of officers tended to be married (86 percent); 18 percent had been divorced and 10 percent had separated from a spouse. Finally, their education level consisted mainly of those with "some college" (51 percent); the only academy in the state is run by the West Virginia State Police, which has a reciprocal agreement with Marshall University in Huntington, West Virginia, to give university credit for academy training.

Testing the Four Unique Stress Factors: Although the surveys delivered at the beginning of each training session were part of a larger study, questions were entered into the survey to test the hypotheses of Sandy and Devine. Multiple questions were asked in each of the four categories—security, social, working conditions, inactivity—in order to determine whether the observations by Sandy and Devine back in 1978 were indeed valid today.

The first factor articulated by Sandy and Devine, security, was tested through a series of questions asking the officers on average how far away in minutes was their closest backup, whether they had feelings of isolation, and on a Likert scale (ranging from one to five) how stressful they felt it was to respond to domestic violence calls and auto collisions and to issue citations. In addition, because sheriff's departments generally serve a larger geographical area (on average, 920 square miles, compared to 25 square miles for other police) a variable was factored in for this as well. The responses were then compared to the level of reported stress, also on a Likert scale. Overwhelmingly, those officers reporting high levels of stress also reported longer responses to calls for backup, feelings of isolation, and that all three officer actions—responding to domestic violence calls, responding to crash scenes, and issuing citations—were highly stressful. In addition, as Sandy and Devine hypothesized, sheriff's deputies reported higher levels of stress than their small-town police counterparts.

In regard to social factors, the study assessed what percentage of time officers responding to calls encounter acquaintances, friends, and family, to include how often when responding to a dead on arrival call did they know the deceased. In terms of the lack of peer support, officers were asked how often they were able to talk with peers after a shift or after responding to a bad call, as well as how often they talked with their family. Because small-town and rural officers often have a limited peer group, they often have to look for friendships outside of policing; thus, officers were asked if they experienced more stress than their friends.

Finally, an additional analysis was conducted on the departments' size in order to test Sandy's and Devine's hypothesis that the smaller the agency, the higher the stress. The results for the social factors were less impressive than the security area. Overwhelmingly, officers reported having more stress than their friends outside of policing, which is perhaps not all too surprising. And department size was associated with higher levels of stress, but not in the direction that Sandy and Devine hypothesized. It was actually as department size increased that officers expressed higher levels of stress.

The rest of the variables were not found to be associated with higher levels of stress. Most curious of these were the questions pertaining to knowing the involved parties when responding to calls for service. Despite the officers' reporting high percentages of calls involving acquaintances, friends, and family members, this was not associated with high levels of stress. Perhaps this familiarity with persons one encounters on the job is so common for people living and working in small towns that it is not associated with stress.

The unique rural stress factor of working conditions assessed the officers' level of income, resources, and training, specifically as it related to stress training. Income and a lack of resources were not associated with stress in the study. However, the lack of training in the area of stress was negatively associated with high levels of stress. In other words, the more training the officers received on stress and stress management, the less stress they reported, or, inversely, the less training they received, the higher their reported stress. This would suggest that stress training does help to reduce an officer's perceived level of stress and could prove beneficial to the small-town and rural officer.

The final category of Sandy and Devine's four stress factors was inactivity. Here, the study included four psychological test questions designed to assess the impact of inactivity on officers' perceived level of stress. Officers were asked whether they experience a lack of self-confidence, they often battle with themselves, they feel they have done wrong or evil, and they have feelings of uselessness. The two questions associated with high levels of stress were the "battle with self" question and that they experienced "feelings of uselessness." Although officers may have felt they were doing the right things and remained self-confident, they demonstrated some of the signs that Sandy and Devine had observed more than 25 years ago. In the face of boredom and inactivity, officers were wrestling with the wide gulf between what they believed they should be doing as police officers and what they were actually doing as small-town and rural police officers. This chasm between perception and reality is clearly an issue for rural officers.

RECOMMENDATIONS FOR DEALING WITH STRESS IN SMALL-TOWN AND RURAL POLICE

Based on the study of small-town and rural police in West Virginia, there is ample support for many of the observations that Sandy and Devine made in the September 1978 issue of *The Police Chief*. Although not all of their observations were validated by the study, many of their observations can provide some insight into ways in which small-town and rural police officer stress can be improved. It appears that small-town and rural police managers can learn three key methods for reducing the level of stress among the officers from this study. These consist of security, training, and dealing with the gulf between perceptions and reality.

The issue of security, the most robust of the study's findings, is perhaps also the most difficult for police managers to address. Because small-town and rural agencies face limited resources and budgets, the ability to expand the number of officers and the speed with which they can respond is not necessarily feasible. However, providing training in officer safety appears to be the next-best solution to the limited resources that might serve to alleviate the high levels of stress expressed by these officers. In addition, providing training and education in all aspects of stress, including basic concepts of stress, the signs and symptoms of stress, and stress management, appears to help alleviate some of the high levels of stress among these officers. Finally, educating these officers on the realities of small-town and rural policing and desensitizing them to the perceptions of policing that they may have developed may serve as a means to alleviate the high levels of stress among these officers.

CALL TO ACTION IN RURAL POLICING

The observations made by Sandy and Devine more than 25 years ago in these pages appear to have been largely validated by the results of this study. Although many of their observations were not reported to be associated with high levels of stress, a number of critical areas were, and it is these areas that should be addressed by small-town and rural police managers. Providing small-town and rural officers with continual education and training on the subjects of officer safety and all facets of stress, including the gap between the perceptions of policing small-town and rural environments and its realities, would serve to reduce the level of stress among the officers. Although there are four stress factors unique to rural patrol, it appears there is something that can be done to relieve it by taking initiatives to address the unique factors.

FACTS FROM THE STUDY CONDUCTED BY OLIVER AND MEIER

- Prior to the stress training provided by this study to West Virginia law enforcement, 87 percent of the officers in this study reported they had never received any training on stress, stress management, or critical incident stress debriefings.
- The officers in this study reported that, on average, 5 percent of their calls deal with family members, 10 percent deal with friends, and 27 percent deal with someone they know.
- Police officers in this study reported that in the best-case scenario their closest backup is generally seven minutes away.
- In cases involving a subject who is dead on arrival, the officers in this study reported that on average 30 percent of the time they know the deceased.
- 43 percent of the officers in this study felt that their job was significantly more stressful than those of their friends outside of law enforcement.
- The size of the jurisdictions policed by participants in this study ranged from less than one square mile to 9,353 square miles.
- When asked to rate their perceived level of stress on a five-point scale, 61 percent of the officers reported stress levels above the mean.

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3

OPERATIONS

PREFACE: OPERATIONS

It is no secret that in a smaller police agency the chief wears many hats and must master the fine art of multitasking. This skill is perhaps best exemplified in the process of operations management, where the chief must plan and carry out the activities that further the department's mission, goals, and objectives.

This can be a daunting effort for the new police chief. Chapter Three offers some solid tactics and strategies to add to the arsenal of survival tools to advance the performance of the police agency. There is a best practices guide for tackling one of the more intimidating responsibilities: the budget. In addition, this chapter provides a wealth of information and resources on policy and procedures as well as a number of other operational topics.

Every chief's goal should be to develop an agency that runs at optimal efficiency while adhering to procedural and legal guidelines and staying finely attuned to the community it serves. The following examination of the topic of police operations is presented to help equip a new chief with the resources necessary to achieve that goal.

A Best Practices Guide for Budgeting in Small Police Agencies

W. Dwayne Orrick

Introduction

The best police chiefs are never satisfied with the status quo and are always seeking ways to improve themselves and their departments. They also realize money is the fuel that runs their organization.[1] To accomplish their mission and future goals, department heads must have sufficient funding. This funding is received through the budgeting process. If the department fails in the budgeting process, it is likely to fall short of meeting its goals later in the year. However, few officers climb the organizational ladder in aspiration of working with a budget. It requires the chief to step out of their "comfort zone" of operational processes and into the administrative and political environment.

In smaller communities, the city council or city manager are likely to develop the budget with little or no input from the department. When fewer people are involved in the process, it is easier to compile a budget. But this technique centralizes control of the operations outside the department and does not help address the needs of the community.

The purpose of this guide is to remove some of the 'mystic' associated with developing a budget. It is designed to help leaders of smaller police departments take an active role in obtaining funding for something they know a lot about, running a police department.

The remainder of this guide will focus on reviewing the budget cycle; developing a personnel budget; projecting the capital or long-term expenditures; forecasting operational or short-term costs; budget cutting techniques; alternative service delivery strategies, approaches to budget justification; and execution.

Developing a budget is an art, not a science. There is no "one best way" to develop a budget. There are different types of budgets and each community does things a little different. What works in one may not work in another. Regardless of the technique used, budgeting serves as the funding process for department operations. The budget can also be viewed as a:

- Planning document - It is the funding document for what the organization plans to accomplish during the next year.

- Political document - It is a financial expression of our values.

- Living document - The conditions and events impacting the department change. Because of this, the organization must be flexible and respond to these conditions.

Developing a budget is defined as a process of estimating revenues and expenditures, comparing the two, and making adjustments until they balance.[2] Unlike personal budgets, redundancy is built into the public funding process to ensure accountability. To facilitate this process, local governments subject themselves to a budget cycle. The budget cycle is a year-round process consisting of four phases. Two or more of these phases may be occurring simultaneously. These phases include: executive preparation, legislative review, execution, and the audit.

EXECUTIVE PREPARATION

This phase marks the beginning of a new budget year. In most communities, budget analysts will provide department heads and elected officials with a budget calendar. This calendar will provide a time line for the development of the budget. It is important to never underestimate the time required to develop the department's budget proposals. Once projections are formulated, they are placed in the format that has been established by the funding authority. This ensures uniformity between agencies as well as administrative ease for cross comparison. Budget meetings are held with each agency to review and analyze funding requests.

LEGISLATIVE REVIEW

During this phase, the proposed budgets for all of the departments, including the police, are presented to elected officials. Final additions and/or deletions are made by the elected body before the budget is approved and funds are appropriated for expenditure.

EXECUTION

Also known as the fiscal year, this is the period the agency spends the appropriated funds. The fiscal year defines the beginning and ending funding dates of agency services. Typically, this period lasts from July 1st until June 30th of the next calendar year.

AUDIT

This is the final stage of the budget cycle. During this period, accountants review each department's expenditures to ensure funds were appropriately spent and proper accounting processes were utilized.

PERSONNEL SERVICES BUDGET

The personnel budget typically comprises 80 - 95% of the department's total budget. While it accounts for the largest portion of funds, the personnel section is, in many ways, the easiest to project.

The first step in developing the personnel budget is to ensure the department's manpower allocation is accurate. If the department does not have enough officers and support staff, it will not be able to achieve its mission. At the same time, having too many officers will severely impact the governing authority's overall budget. This may lead members of the community and the governing authority to question the need for the officers and lose faith in the leader's ability to responsibly use the taxpayer's money.

Many factors affect the staffing levels of a law enforcement organization including the community conditions and service requirements, operational philosophy, and budgetary considerations. If the department has never completed an analysis of its staffing allocation, one should be conducted.

In an effort to substantiate the need for current or enhanced staffing levels, many administrators use mathematical equations to project the number of officers needed. Even though most formulas are regarded as being unbiased and objective, extraneous variables prevent any method from providing a "perfect" estimate. Each method has different limitations in its ability to forecast the number of officers needed. When making these calculations, it is important to provide accurate and objective estimates. There may be a tendency to inflate the time spent on calls or the amount of activity. Failure to provide accurate, justifiable, and objective projections can sabotage the department's credibility and efforts to effectively address the staffing needs. To ensure an unbiased report is completed, some agencies have relied upon outside "experts" or consultants to complete these studies.

If the community is experiencing dramatic changes in the population or workload, an analysis should be completed on an annual basis. Otherwise it should be done every three years. This process will ensure the department has adequate staff to address the needs of the community and allow administrators to strategically plan for the future needs of the department.

Once the staffing levels have been established, the department should compare its salary and benefits package to other agencies in the surrounding area. Studies have shown money is not a motivator, but absence of money is a de-motivator. This is particularly true when staff perceive officers in nearby jurisdictions to be considerably more compensated for similar responsibilities. Therefore, it is important for the department to keep pace with the pay schedule in its labor market. To obtain this information, a salary survey should be conducted. Many states collect and maintain this information but, the accuracy of the data may be questionable. Some jurisdictions mail surveys to collect this information. This technique is dependent on survey questionnaires being completed and returned by the respondent.

Another approach is for agency personnel to conduct a telephone survey of agencies in a 30 - 40 mile radius. If the department is losing staff to a particular agency, such as a larger department or the state police, it should be included in the survey. When collecting the information, comparisons should be made of positions with similar job responsibilities, not rank. For example, a shift commander may be sergeant in one department and a lieutenant in another. When completed, the results should be presented in a table for comparison. It should include the base rate of pay, insurance, and other benefits for each community by position. The survey should also identify if the department works eight, ten, or twelve hour schedules and if the surveyed communities have other programs such as take-home cars, recruitment bonuses, educational incentives, and shift differentials.

In states with collective bargaining, the staffing and salary may be part of the union contract. Regardless, this information is important to have during negotiations.
Traditionally, staff turnover has been considered a cost of doing business. Since these expenditures do not appear as a line item, little attention has been given to the cost of losing an experienced employee. The development of the knowledge, skills, and abilities to be an officer occurs at substantial cost to the local government. These skills make officers attractive candidates for many employers, public and private. Because of this, many smaller agencies have become "training grounds" for larger agencies. Comparing the cost of turnover with the cost to retain seasoned employees allows an agency to project the cost savings by reducing its turnover. This information may provide significant justification for adjustments in compensation costs.[3]

To calculate the cost of personal services, the following information must be completed. The information to complete this computation may be obtained from the community's payroll department and personnel department.

> Base Salary
>
> Merit or Longevity Increases
>
> Cost of Living Increases (Percentage of base, merit, and longevity increase)
>
> FICA 6.2% on earnings up to $117,000 (if applicable)
>
> Worker's compensation (Percentage of salary with increases)
>
> Retirement
>
> Health/Dental/Life Insurance
>
> Overtime
>
> Other compensation related benefits specific to the community
>
> TOTAL

Cost of living increases may be part of a collective bargaining agreement or linked to the Consumer Price Index. Other communities may make a political compromise in deciding adjustments to be made.
Overtime can be projected in the same manner as the short term or operating budget. It is important for supervisors to closely monitor overtime. The use of overtime is a highly leveraged expenditure and costs 50% more than regular staffing. An assessment of its usage may identify the need for staff transfers, work process review, schedule adjustments, or increased staffing levels. The National Institute of Ethics suggests false claims of

overtime are a leading cause for discipline actions against officers. To prevent this, any claims should be approved by the immediate supervisor.[4]

In an effort to control costs, some agencies require staff to take compensation time in lieu of overtime pay. In some cases, it may be more cost effective to pay overtime than to give compensation or "comp" time. First, FLSA allow an employee to accumulate 480 hours comp time. Second, comp time not taken within the "work period" must be compensated at 1 ½ times the normal rate. Third, it must be compensated at the highest rate of pay. If the officer is promoted, he must be given the time off at the higher rate of pay. If he is demoted, he must be paid while taking the comp time at the higher rate of pay.

Monitor Sick Leave. Like overtime, the use of sick leave requires close review by supervisory staff. Covering positions for persons who have called in sick costs the department 250% of the budgeted amount. The person who called in sick is being paid and another officer is paid overtime to cover the vacancy. Accurate records of sick leave must be maintained and monitored for any patterns or trends. For example, taking sick leave as soon as it is accrued, the same days of the week or times of the month being taken. High levels of sick leave may be indicative of a sense of entitlement by staff which is a indicator of low morale, disengagement, and misconduct. Because of this, persons who use high levels of sick leave should be confronted and efforts taken to reduce the use of sick leave.

Personnel Grants. Over the years, departments have made use of personnel grants. The availability of these grants vary depending on policy priorities of federal and state leaders. In some cases, agencies may obtain funding for special initiatives from private foundations. It is recommended before the department applies for these funds, staff review the grant application guidelines for retention requirements. A department representative should bring the application to the attention of the governing body and receive their approval for the application. Any retention requirements should be included in the council minutes. This is important because when the grant expires persons in elected positions may have changed and some analysts may try to eliminate the positions. It will be necessary to provide a copy of the grant and the minutes of the meeting to indicate the authority approved the continued use of funds.

CAPITAL BUDGET

Make or save Money. When requesting expenditures in the capital improvement program, the department must be able to articulate a legitimate need for the equipment. If the department can describe how the purchase will make the community money or save money, the budget analyst is more likely to approve the request. There are some ethical issues that must be considered when law enforcement officials are being used to "make" money. For instance, do not attempt to justify speed detection devices as a way to increase revenue for the community. However, the department may more easily demonstrate how the community will save money by making staff more efficient and effective with the equipment. For example, technology to accomplish more activity faster. Some agencies, have effectively used increased accountability, reduced maintenance costs, and quick response from off-duty in the event of an emergency as a justification for a take home car program.

It is cheaper to spend the money this year. The department may demonstrate the cost to the community for the purchase is less this year than it will be in the future. For example, the cost for a piece of equipment is expected to dramatically increase in the next few years.

Safety. The issue of safety may be used as a good justification for capital purchases. For instance, the radio system has numerous "dead spots" where officers cannot communicate with the dispatcher. This would be a good justification for additional towers or the implementation of a new radio system.

Another example would be a neighboring jurisdiction that experienced a tornado. Fortunately, no one was hurt, but complaints arose afterwards that citizens had no warning of the tornado. In addition, the chief noted the number of trains carrying hazardous materials was just as dangerous and the potential for an accidental spill was very great. As a result, the governing authority implemented a program to install emergency warning sirens to cover the entire city.

Prioritization of funding. Some communities establish a rank order of priorities for capital expenditures such as:

1. Legislative requirements

2. Hazards to staff/public

3. Economic advantage

4. Increased improved service

5. New Service or Convenience.[6]

The prioritization of expenditures may vary with each community. However, knowing these priorities and linking the request to the highest available justification, may increase the likelihood of approval. Recognize competition for these funds is often tight and the requests may be postponed for a more pressing issue in another area of the community.

Grant Funds. Grants and asset forfeiture funds are considered one-time revenue sources. It is not fiscally prudent to use these funds to make operating expenditures. The next year, the supplies will need to be purchased and there is no funding to make the purchase. In addition, most state and federal guidelines forbid the use of these funds to supplant or replace existing funds. For this reason, grants and asset forfeiture funds are a good source to enhance the department's capital improvement program. These are a one-time revenue source for one-time expenditures. The replacement of the addition to the program can be schedule years down the road.

JUSTIFYING CAPITAL EXPENDITURES

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FORECASTING OPERATING EXPENDITURES (SHORT-TERM BUDGET)

Once the personnel and capital budget estimates have been developed, the last section is the operating budget. The operating budget funds the day-to-day supplies (fuel, paper, latex gloves), services (vehicle repairs, telephones, maintenance contracts), and equipment (uniforms, ammunition) necessary for the organization to function. Most of the same functions of a police organization are repeated each year. Therefore, this year's budget gives the department a good starting point for estimating next year's costs. So, the first step to developing an operating budget projection is to identify the current fiscal year's budget as a baseline for each area.

In the second step, officials determine if the department is going to initiate any new programs, make major adjustments to current operations, or reduce levels of service delivery. The department's strategic plan can be very helpful in clarifying the adjustments needed.

The third step is to determine how much it will cost to provide these services. Many administrators simply make incremental adjustments to each area or line-item such as three percent. While this approach may be appropriate in some situations, these adjustments should not be done arbitrarily. As the department assesses the operating costs, staff should critically evaluate their procedures. Efforts should be made to determine if there are more cost effective procedures. This process is often overlooked, but it is essential to making conscientious use of the public's money. As a profession we cannot expect to throw more money at the same problem to get the same results. Administrators should ask what does the agency need and what can it eliminate? Are there areas the department can fund at lower levels? Is the organization performing work that serves no function? What areas does the department really need additional funds to accomplish its goals?

Fourth, make adjustments in the budget projections.

Finally, document what the funds will be used for, how the estimates were developed, and why the department needs the funds. This documentation does not need to be a formal report. Clean notes listing the calculations and assumptions used to make the projections are sufficient. This documentation will provide much of the justification needed during the upcoming budget hearings.

BUDGET-CUTTING TECHNIQUES

As discussed earlier, developing a budget involves reconciling estimated budget revenues and expenditures until the two balance. Therefore, some budget cuts are inevitable and cannot be avoided. Knowing how requests may be cut is critical for preparing a solid justification. In his study of the budgeting process, Arnold Meltsner noted analysts are likely to cut funding requests in several ways. Each of these techniques may be observed during budget reviews.

Cut all requests for personnel increases. Staffing is a highly leveraged expenditure. As a general rule, once a department receives additional staffing, they are seldom reduced. In an effort to control costs, requests for staffing increases will be cut. In communities where there is a true need for increased staff, the ability of the department to provide effective services may be affected. At the same time, if vacancies have been held for a period of time with little impact on the department's operations, budget analysts and elected officials may question the need for continuing to fund elevated staffing levels.

Cut equipment viewed as luxuries. Each community has items the elected officials feel are luxuries and unnecessary. Awareness of these idiosyncrasies allows the department to work around them and save valuable political capital.

Use precedent - cut items that have been previously cut. If the request has been cut before with little impact on the department's operations, future requests will likely be cut again.

Recommend repair and renovation, not replacement. It is a common technique to postpone new purchases by repairing current equipment. This approach is particularly feasible if the agency has a good maintenance program. If the department has a regular replacement schedule, postponement may impact purchases for several years. As a result, the department may be forced to expedite the replacement schedule in future years. While this action may produce short term savings, it could result in more costs over the long term (i.e. increased maintenance/repair costs).

Recommend a study to defer the costs. While studies may sometimes be used as a stall technique, they also provide important information for making rational decisions regarding the cost and need for the requested funds. Most elected officials do not like feeling "forced into" purchasing decisions. If a budget request is for equipment or supplies personnel genuinely need, officials should feel confident in its approval after the study. Therefore, it is important to anticipate the study being requested and recommend one be initiated prior to the budget preparation sbegins.

Cut all costs by a fixed amount (i.e. 5%). Across the board reductions give the perception all agencies are equally sharing the burden of the budget cuts. However, other departments may not be run as efficiently and have more fat to cut. This approach could be more devastating for agencies with 24 hour, 7 day a week operations, as compared with those that operate during traditional business hours. Essentially, these types of cuts can impact the police department three times more than other departments.

Cut departments with a bad reputation. Agencies that do not enjoy strong community support may experience difficulty in defending requests. In addition, if the department head has a reputation of making unreasonable requests or does not have the confidence of the budget analysts, they are more likely to have their budget requests cut. Unfortunately, legitimate requests may be eliminated.

Don't cut when the safety of staff or the public is involved. The primary purpose of government is to provide for the public safety. This is critical for law enforcement administrators to remember. If a "legitimate" risk to the staff or the public health and safety can be demonstrated the request will likely be approved. To demonstrate this, the staff should conduct a risk analysis to identify the possibility of threats and the probability of each threat occurring. Then a cost-benefit analysis can be conducted to determine the most cost effective way to address the potential threat.

Point out areas for manager or legislative attention. The budget analyst may know they cannot cut some of the department's requests during their review. But, the request may be pointed out to elected officials for them to question the need for the proposed funding and to make a final decision regarding its approval.[7]

During budget review hearings, it is critical to ensure that cuts are made where the department can absorb the loss. To accomplish this, a detailed review must be made of the operational expenditures and rank order each request according to the following criteria:

1. Urgent and necessary for legal purposes/code compliance/mission

2. Necessary

3. Desirable, but not necessary.

It is recommended the department have a list of areas where the budget can be reduced. On many occasions, budget analysts may try to cut an area the department does not feel comfortable. To address this, the staff must know in advance the consequences for any potential cuts. As a compromise, the staff may propose cuts be made in other areas they feel are more appropriate or can offset the loss. For example, the agency may have a maintenance contract that covers the repairs for radios. Upon analysis of the cost of the contract compared to the cost of repairing the radios as they malfunction, it is determined the contract could be eliminated. The department can offer to drop the contract. At the same time, additional funds should be included in the other area of the budget to cover the repairs.

Alternative Service Delivery Strategies

Historically, agencies have provided additional services with few conditions. As agencies are faced with greater fiscal constraints leaders must critically evaluate their service delivery strategy. Programs or services outside their core mission may need to be reduced or eliminated.

In some instances, the department may evaluate alternative service delivery strategies. For example, contracting for services such as equipment rental, training, and background investigations allow the department to access these services on an as-needed basis at a reduced cost.

In some agencies, sworn officers have been assigned to positions in which a civilian employee could perform the same duties at a reduced cost. Civilianization enables departments to reduce the cost of service delivery through lower salaries. At the same time, highly trained sworn personnel can be redirected to enforcement positions.

Finally, some activities require more staff or resources than one agency can reasonably justify. An effective alternative for leaders to consider is networking with surrounding agencies to provide services. The use of interagency agreements enable departments to share personnel, training, and equipment costs to provide specialized services. Some of the areas agencies have worked together with this approach include selection tests, accident reconstruction, tactical teams, fugitive teams, drug units, and crime scene units.

JUSTIFICATION FOR REQUESTS

As the department goes through the budget review process, the chief should be ready to justify each proposed expenditure in the budget. A variety of techniques could be used to justify the projected expenditures and this list should not be considered to be exclusive.

Be prepared. Don't get caught off guard. Know what the hot issues are and have a response ready when they surface. To accomplish this, it is critical to anticipate areas that may be opposed by the public or elected officials. Identify the reasons for their opposition and how they could be countered.

As projections are developed, an analysis of previous expenditures must be completed to determine what needs to be continued, eliminated, or improved. If department personnel go to budget hearings without good justification for the proposed expenditures, they will have a difficult battle. Arbitrary or unsubstantiated increases will likely be eliminated. If the department is expected to make the formal budget presentation it should be rehearsed. This rehearsal should preferably be done before persons who are unfamiliar with the department's operations and will ask pointed questions. During the presentation, use high quality visual aids.[8]

Mandates. Agencies are mandated to comply with local, state, and federal regulations such as minimum training hours, collective bargaining agreements, Family Medical Leave Act (FMLA) and the Fair Labor Standards Act (FLSA). The chief should be able to list these requirements and the associated costs.

Safety Issues. Making an affirmative link between proposed requests and officer/public safety, will greatly increase the chances the proposed expenditures will survive budget cuts. For example, the use of electronic control weapons (ECWs) will minimize the likelihood an officer will be injured fighting with a resisting suspect.

Higher Costs. Areas such as fuel prices are volatile. The uncontrollable increases will require budget adjustments.

Training. As a rule of thumb, the department gets ten dollars returned for every dollar invested in training. It is one of the most important activities an agency can do to develop staff to meet the future challenges of the community. However, when cuts are needed, this is one of the first programs targeted. Leaders must be able to justify the return-on-investment of training. There are a variety of approaches to evaluate training. One simple approach is to evaluate performance measures before and at intervals after the training. This could be done for almost any type of training. For example, officers often encounter mental health consumers in crisis. These incidents can quickly become very dangerous. Because of this, it is important for officers to de-escalate these situations and divert the consumer to mental health services instead of becoming engaged in a confrontation that results in their arrest and incarceration. To measure the impact of training on how to manage and de-escalate encounters with consumers in crisis, leaders should measure the number of encounters and the outcomes within a specific period (i.e. 6 months, one year, etc…) prior to officers attending this training. Some of the criteria that could be examined include the total number of incidents, numbers that resulted in persons being arrested or diverted to mental health services, number of injuries to officers/consumers, cost of treatment, number of work days lost from injuries, complaints or investigations resulting from these incidents, and cost to complete these investigations. After officers successfully complete the training, the same criteria should be evaluated for the same period of time. The differences can be used to illustrate the benefits of the training.

At the same time, leaders should evaluate how training can be provided in a more cost effective manner. For example, new employees could be required to obtain basic academy training prior to being employed. The use of internet based training programs can offer a cost effective option for classroom based training. In other cases, several agencies can pool their resources to provide training in a cost-effective manner.

Improvement in Methods. Every year, police chiefs across the country hear the phrase "Do more with less". Perhaps the focus needs to be on doing different with less. Examine each function of the department to identify redundancies or activities that have no real purpose.[9] Improvements can occur through changes in operational procedures, reorganization, or the implementation of equipment to make staff more effective such as new technology. Involve the staff in this process. Many times, the personnel closest to the problem have the best ideas of how to improve the operations.

Politics. One of the most common reasons some agencies fail to receive requested funding for operations is the elected officials do not know or understand the department's problems. Everything done in government falls somewhere on the political spectrum. It is not recommended the chief become involved in the campaigns of local officials. But, he cannot work in a vacuum and must be able to maneuver in the political environment. Oftentimes, the elected officials have a different perspective of the department. Take time to listen to their concerns. At the same time, explain the department's problems and what it needs to serve the community. Working together, the chief and elected body can improve the service delivery of the department.[10] Otherwise, the chief may become the scapegoat for the department's failure to address these issues.

Demonstrate cost effectiveness of expenditures. This technique is particularly beneficial with capital expenditures. A budget is like an eco-system. A change in one area may impact another. For example, it may cost more to repair a vehicle or computer and maintain it for another year than it costs to lease or purchase a new one. Accountants understand this concept very well. The chief should be able to explain how an expenditure will save money for the community, or reduce risk associated with worker injuries, law suits, or employee turnover.

Recommend incremental implementation. Funding a large project over two or more budget cycles instead of a single year reduces the impact of a large one-time expenditure. It also enables the agency to schedule replacement of these items in future years in a more palatable fashion.

Alternative funding sources. Departments that make use of funds such as grants and asset forfeiture funds, are more likely to receive authorization for the expenditures. It should be noted state and federal regulations often forbid the use of these funds to supplant or replace existing funds.

Take a positive attitude. Officers look to the chief for how they should respond to attacks on the budget. Periods of retrenchment are not permanent and should be viewed as a challenge. It is an opportunity to trim the fat, build teamwork, and work on a common cause. If this period is faced as a challenge to be overcome, most of the staff will support the department's efforts. As a result, the organization will become leaner, stronger, and more productive. A negative response may give staff the perception they are aboard a sinking ship and compound problems for the organization.

Develop a strategic plan. If you don't know where you are going, you won't ever get there. Many states require local governments to develop a strategic plan. Some departments have begun to conduct community surveys. These surveys help to identify operational issues the community would like to have addressed and the public's perception of the department's service delivery. This information along with comments from staff, elected officials, and the public during planning sessions can be very beneficial to identifying the department's weaknesses and improving the quality of its service delivery. This process will also help develop a realistic schedule to addressing areas to be improved. The goals and objectives developed during these sessions should be linked to the budgetary expenditures.

Develop confidence and trust. Trust is the glue that binds us together. This is done by developing a reputation of making reasonable budget requests. Padding found in one area of the budget may be assumed to exist in other areas. As a result, legitimate funding requests may be cut. Officials must know when a request is made by the chief, the proposal has been fully researched, all of the alternatives explored, and the recommendation is in the best interest of the staff and the community.

Use the Media. Too often we unnecessarily distance ourselves from the media. Brave men and women in police departments across the country are making great sacrifices to serve their communities. Yet this service is going unrecognized by the community. Working with the media will help to spotlight officer's efforts and enhance the agency's brand image. Together, these actions will help build public support for the department's operations.

Economic Development. More communities are starting to realize public safety is an issue of economic and industrial development. As businesses look to locate and expand their operations, they examine the quality of life in the community. The ability of the department to address citizen's fear of crime can influence the perception of the community as a whole.

Compare Potential Trends or Events. Identify evolving trends or high profile events that are occurring in other communities that have the potential to occur within the department if preemptive measures are not taken.

Write the Justification. Some communities require a written justification to accompany the department's proposed budget. Even when they are not required, written justifications are a good way to help the staff to develop their argument for the requested funds. The justification should identify the need, problem, or program to be addressed, the additional personnel and resources being requested, and the expected results.

Budget hearings can sometimes become very emotional. The department personnel are faced with many challenges and are concerned about receiving sufficient funding to meet them. At the same time, budget and elected officials are faced with the responsibility of making hard decisions regarding cutting costs or raising taxes. During these meetings, staff members should never demonstrate anger or indignation toward an elected official. In addition, department representatives should never argue with members of the elected body. It demonstrates a lack of restraint and projects an unprofessional image. In the long run the entire department will suffer.[11]

BUDGET EXECUTION

After the governing body approves the department's budget, funds are appropriated and staff are expected to provide law enforcement services within the projected costs. This process is budget execution.

Budget execution is much like firing a weapon. The sight alignment and trigger squeeze are correct but, rounds are grouped to one side at the seven yard mark. This may not cause much concern. But if the shooter does not take corrective action, he will miss the target from 15 or 25 yards. The same is true with a police budget. If the line item is two percent over budget after the first month and no corrective action is taken it may be 24% over at the end of the year. While a two percent over budget does not seem like much, it can have a significant impact for the entire community. Two percent of a $500,000 budget is $10,000.

In order to stay on target with the budget, the department's expenditures must be monitored on a monthly basis. To do this, the department should receive a statement of expenditures and appropriations from the community's finance department. This statement will have several columns to identify the appropriations, month-to-date expenditures, year-to-date expenditures, remaining balances, and percentage of expenses.

The difference in the budgeted amount and the expenditures is referred to as variance. An easy way to track the progress of the budget is to compare the percentage of expenditures for each area with the portion of the fiscal year that has passed. The percentage of funds that have been spent is calculated by dividing the amount spent (expenditures) by the budgeted amount. For example assume the department was budgeted $1,200 in a particular category or line item and has spent $300. So 300 is divided by 1,200 resulting in .25 or twenty-five percent.

Compare this percentage to the portion of the fiscal year that has passed. Three months divided by 12 months equals .25 or one fourth of the year. In this illustration, the department is on budget. If the expenditures was less than the portion of the year that had passed the department would have been under budget and vice versa.

When an area is identified as being over budget, a reason for the cost overrun must be determined. Assuming expenditures have been charged to the proper line item or section variance in the budget is always caused by one of three factors:

Price: The department is paying more or less than was expected for the supplies or services.

Volume: The organization has experienced an increase/decrease in the amount used. Reaction to seasonal activity or large isolated expenditures such as insurance premiums or bulk purchase of fuel can cause dramatic fluctuations in a line item.

Efficiency of Operations: The department is operating more/less efficiently that expected.

After the analysis is completed, describe in writing the reason for the variance, and the corrective action to be taken to bring the section in line with the budget. Officials should also make a separate notation as a reminder for when the next year's budget projections are being developed.

As the fiscal year progresses, each department head is expected to attend periodic budget reviews. The purpose of these meetings are to track how each department, and the community as a whole, are progressing with the budget. During these meetings, being aware of the variance and having an explanation ready demonstrates the department is monitoring itself.

SUMMARY

Mastering the budgeting process is critical for the success of the police organization. Budgeting is not a complicated process. Rather, it is a learned skill that requires ingenuity, creativity, attention to detail, and good communication skills.

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About the Author

W. Dwayne Orrick has more than 34 years law enforcement experience including 22 years as a police chief and public safety director. He holds a Bachelors of Arts in Criminal Justice and Masters of Public Administration from the University of Georgia. Orrick is a graduate of the 186th Session of the FBI National Academy.

A Best Practices Guide for Developing A Police Department Policy-Procedure Manual

W. Dwayne Orrick

INTRODUCTION

This guide has been designed to assist police agencies in smaller communities with the development and revision of their policy-procedure manuals. The policy and procedures manual is the foundation for all of the department's operations.   When properly developed and implemented, a policy-procedure manual provides staff with the information to act decisively, consistently, and legally. It also promotes confidence and professional conduct among staff.

Service delivery by agencies in smaller communities is often more responsive than departments in larger communities due to knowledge of partnerships within the community.   Officers working in smaller agencies must be prepared for the same challenges and situations as their colleagues in larger organizations. In addition, their response to these situations are held to the same legal and professional standards as larger communities. The only real difference between large and small is the degree of specialization in job assignments in smaller departments. Officers in smaller agencies are generalists, often seeing cases through from start to finish. Because of this, they are provided more latitude to perform their jobs and are not locked into the same routine every day, allowing for more growth, job enhancement, and satisfaction.   Therefore, policies and procedures for smaller agencies must be as thorough and complete as in their larger counterparts.

The remainder of this guide will focus on the process of developing a manual in smaller departments. It will explore the general rules for developing policies, forming a policy committee, accessing information, organizing the manual, writing a policy, implementing a new policy, and conducting compliance inspections

DEFINITIONS

Organizations call their policy and procedures manual different names – policy and procedures, operations manual, or standard operating procedures. Regardless of the name, the document provides staff with the guidance necessary to perform department operations. Before outlining the process for developing an operations manual, it is necessary to provide a baseline of terminology. Several terms will be used during the development of a manual. It is necessary to distinguish between each:

- Standard – Professional or legal guidelines or performance requirements that establish benchmarks for agencies to use in developing the organizational structure and measuring its service delivery system.

- Policy - A course or line of action adopted and pursued by an agency that provides general guidance on the department's philosophy on identified issues.

- Procedure - A detailed description of how a policy is to be accomplished. It describes the steps to be taken, the frequency of the task, and the persons responsible for completing the tasks.

- General Orders - Written directives related to policy, procedures, rules and regulations involving more than one organizational unit. General orders typically have a broad statement of policy as well as the procedures for implementing the policy.

- Special Orders - Directives regulating one segment of the department or a statement of policy and procedure regarding a specific circumstance or event that is temporary in nature.

- Personnel Orders - Announcements of changes in status of personnel such as transfers or promotions.

- Rules and Regulations - Procedures that apply each and every time a situation occurs with specific guidelines for staff to follow. Rules and regulations usually proscribe specific behavior that will result in employees being disciplined for failing to follow the guidelines provided.[1]

- Post Orders – Specific processes and duties to be performed at assigned locations or posts (i.e. front desk, security positions)

- Employee Handbook - Manual provided by the governing authority that introduces employees to the organization, its benefits/compensation package, and an abbreviated listing of policies.

Rules for Effective Manual Development and Implementation

When developing operational policy and procedures, several general principles should be remembered.

- First, the operations manual should be comprehensive, providing staff with direction and guidance for all aspects of the department's operations.

- Second, the manual should be clearly written and easy to use.

- Third, the manual should be consistent with and mirror the organizational philosophy, legal requirements, and applicable standards.

- Fourth, staff should be involved in the development of the manual and kept informed of any changes.

- Fifth, staff should receive adequate training and participate in open, frank discussions about the policy and the reasons for its requirements.

- Sixth, the operations manual should be considered a living document. Routine inspections and reviews should be completed to ensure compliance with its directives so that the manual remains current.[2]

- Seventh, the manual should reflect and incorporate accepted state and national best practices. For example, model policies like those developed by the IACP's National Law Enforcement Policy Center or other law enforcement organization's general guidelines for policy-procedure manuals as developed by CALEA (Commission on Accreditation for Law Enforcement) or state law enforcement associations.

Formation of the Policy Committee

Developing a policy manual is a substantial undertaking. One of the first tasks to be completed is the selection of a policy project coordinator. The selection of the proper person for this position is critical to the success of the development and implementation of the operations manual. The individual must have the written communication skills to compose and edit the document in a grammatically correct manner that flows in an easy-to-understand manner. This requires patience and attention to detail. In most agencies, this appointment is not a full-time assignment. Instead, the person must complete these responsibilities in addition to their current duties. In very small agencies the police chief may serve as the coordinator. Regardless of who is selected, the person serving as the policy project coordinator must have the authority, knowledge, and motivation to make assignments, draft policies, coordinate meetings, and complete the process. In addition, the coordinator must have sufficient administrative or clerical support to expedite the development process.

While one person can write the manual, the final product will likely be more complete, comprehensive, and accepted by staff, if it is developed with contributions from both sworn and civilian representatives of the agency. Diverse, heterogeneous groups tend to be more effective with complex problems and assignments than a homogeneous group or an individual.[3] Therefore, it is strongly suggested that as many staff as practical be involved in the manual's development and implementation. To accomplish this, many departments have organized policy committees to assist with development of the manual.

Involving staff in the development process provides a vehicle for employees' abilities to be both challenged and recognized. It is recommended the chief post a memorandum or intra-office e-mail explaining the development/revision process of the operations manual. Supervisors should ask for persons who are interested in assisting with the effort. In addition to volunteers, the policy committee should involve employees who may be critical of the department's operations. Many times, these staff members provide information that can improve operations within the department. Inclusion of individuals with vocal opposition provides a safe avenue to discuss contentious issues and promote the resolution of conflicts. Alternatively, alienation of critics only fuels their cynicism and undermines the agency's cohesion and morale. Finally, there may also be a need to involve legal counsel and persons from other agencies, particularly those with special knowledge areas.

SOURCES OF INFORMATION

When preparing to develop each area of the manual, a variety of sources should be reviewed for information to be included in the policy.

The local government's charter usually outlines the department's authority. Similarly, local, state, and federal laws and applicable court decisions proscribe standards of performance for department compliance.

Collective bargaining agreements, consent orders, and court decrees often:
- List requirements for the employment process;

- Describe individual duties and responsibilities;

- Outline discipline and grievance procedures, compensation and benefits programs.

The governing authority's procedures are binding upon the department's operations in many areas, particularly employment procedures and compensation benefits. The department's procedures may be more strict or detailed but, cannot conflict with policies of the governing authority or they will automatically be considered null and void.

Intergovernmental agreements and contracts for services, such as detention of inmates or dispatch operations, may include requirements that should be considered and included in the operational procedures.

Mutual aid agreements, emergency operation plans and previously agreed upon protocols (i.e. child abuse/molestation investigations) often outline binding procedures for officers to follow while working with other agencies. Because these documents are often updated on a schedule different than the review of the manual, it is good to place the latest copy of the agreements in the appendices and refer to them in the body of the policy.

Standards such as the **Standards for Law Enforcement Agencies** by the Commission on Accreditation for Law Enforcement Agencies (CALEA) or standards promulgated for state certification programs provide the benchmarks for professional conduct and are an excellent cornerstone for department operations.

Existing departmental policies, procedures, and general orders, provide ample direction for officers and should not be arbitrarily abandoned. With a little modification to ensure consistency in structure with the new manual, these procedures can be easily included in the manual. In many cases, the department's informal operating processes simply need to be recorded.

Since police operations are similar throughout the United States, there is no need to reinvent the wheel. Model policies provide a baseline to begin the development of a manual. There are a number of sources for model operating policies including the IACP National Law Enforcement Model Policy Center and state police chiefs' associations. Because of the diversity in the size of communities, state laws, and operational

philosophies between agencies, it is difficult to develop a policy that is applicable in all departments. Consequently, model policies should be thought of as general guidelines to be used in the development of the department's manual.

Policies from other departments are also an excellent resource for expediting the development process. Copies of manuals may be acquired from neighboring departments that have completed state certification or national accreditation. In addition, manuals can be obtained or requested on internet sites such as IACP Net. In many cases, these policies can be downloaded in an electronic format, which simplifies the editorial process. The tendency is for departments to copy manuals from other communities verbatim. This process is completely acceptable if the manual represents the department's philosophy and procedures and is consistent with legal guidelines. However, this is usually not the case and considerable editing is usually required.

TIPS:

- Academic research journals, trade magazines, and training lesson plans are a good source for policy and procedure background information and address areas that may be overlooked in particular subjects. Examples: **Journal of Criminal Justice**, **International Journal of Police Strategies and Management**, and **The Police Chief**.

  - Interview subject matter experts (i.e. records clerks, evidence custodians, and narcotic agents), and persons such as law enforcement leaders and legal counsel whose contributions are critical to the manual's success.

ORGANIZATION OF THE MANUAL

Before beginning to write the manual, several issues relating to formatting must be discussed and decided including scope, headers, pagination, key phrases, and index.

The scope of the manual must be identified. Smaller agencies typically have one comprehensive manual that regulates all of the department's administration and operations. Larger agencies have found it necessary to have more than one manual for functional areas such as administration, patrol, investigations, and detention.[4]

The beginning of each new section of the manual should be divided with a tab that readily identifies the chapter's subject or number. Each policy must have a header that includes the Agency's Name, Chapter/Policy Number, Title, Effective Date (originally implemented), Revised Date (Current Revision), Number of Pages in the section, and to whom the policy is distributed. Before the policies can be finalized, the format for the header must be designed and approved.

Because manuals tend to be rather voluminous, it is necessary to develop a pagination system to ensure the reader can easily identify and locate specific areas. This system should identify the exact policy and page. For example, 5-1.3 indicates the location is Chapter 5.1, page 3. There are several derivations of this format.

To ensure consistency, key phrases such as detention facility vs. jail, investigator vs. detective, and shift vs. watch must be identified, discussed, and decided upon for consistency throughout the entire manual.

As the policy manual is being developed, broad topic areas to be covered must be identified. Reviewing model manuals or other departments' policies may provide insight into developing these categories and the specific policies to be included in each area. Each policy should be organized in the sequential order they are to appear in the manual. Some policies may not be finalized until issues are addressed and resolved in other policies. Therefore, it may be necessary for the coordinator to prioritize the order in which the policies must be composed.

Finally, some departments have found it useful to provide an index in the appendices of the manual to assist in readily locating relevant policies. The index cannot be compiled until the manual is completed. If the document is accessed electronically, staff can use 'key words' to search for relative policies/directives.

COMMITTEE REVIEW

After the topics to be included in the manual have been identified and finalized, the drafting of policies can begin. To ensure the manual is developed in a timely manner, a schedule should be developed to outline the tasks to be completed, time expected to complete the tasks, persons responsible, and deadlines for completing each task. This schedule helps the committee to prioritize their work activity and focus their attention on the manual's development. For these same reasons, an agenda should be developed and distributed at every committee meeting. Otherwise, the meetings will likely get off track and fail to accomplish anything. There are a number of ways to compose an operations manual. The process of policy development typically includes the following steps:

POLICY DEVELOPMENT STEPS

1. The policy committee meets and members reach a consensus regarding what should be included in each section. Any discussion points, questions, and concerns identified during meetings should be noted by the coordinator and addressed at the next meeting.
2. Using the information provided by the committee, the project coordinator (or the designated committee member) develops all draft policies (see "Steps for Writing Operating Procedures" below). The policy development committee should not be used to write the manual. If members were expected to compose the manual as a collective group, it would never get done.
3. Copies of the draft policy are sent to committee members for review and comment.
4. Committee members may individually return their draft copies with comments to the coordinator or meet as a group to discuss their concerns. As the manual is reviewed, committee members should be primarily concerned with the validity of the policies. That is, does the policy regulate or direct department operations and employee conduct in the manner in which it was intended. Any contradictions, gaps, or inconsistencies should be identified and corrected. This review should also ensure each policy is grammatically correct, correctly spelled, and easily understood.
5. The coordinator reviews the comments by the committee and makes the necessary changes to the drafts.
6. Copies of the subsequent draft are sent to the committee members for review. In some cases, it may be necessary to repeat Steps 4 and 5 several times.
7. The coordinator submits the final draft to the department's legal counsel to ensure the proposed policy is in compliance with current local, state, and federal laws. There are differing opinions about the decision to have legal counsel review each policy or restricting the review to areas of high liability and where legal questions exist. This is a decision that should be made by leaders in each community.
8. When the legal review is complete, any comments or changes may be sent to the committee for final review. In some communities, it may be necessary to send the approved policy to the City Manager or governing authority for review.
9. Upon final review and approval by the chief, the coordinator places the policy in final form and prepares it for distribution to department staff.

PROCEDURE DEVELOPMENT STEPS

Before embarking upon the procedure development, it is recommended the committee take the time to identify and articulate the department's core values, mission statement and vision statement. While the manual can be developed without these documents, they can prove invaluable to developing the organization and its culture. Embedding the organizational values throughout the manual will encourage desired behaviors by officers as well as a strong and consistent value system throughout the department. In many cases departments have found it necessary to contract with a facilitator to assist with the development of these statements.

When writing the procedures, the use of scenarios can be helpful tools in the development process, clarifying each component of the procedure and the supporting agency values and mission. Completing the scenario helps to identify the duties and functions that must be completed with each task.

STEPS FOR WRITING OPERATING PROCEDURES

1. Start with the end in mind. Assuming an officer completes the scenario successfully, identify the desired outcome. (Goal)
2. Review the literature/research material for issues that should be addressed in the policy being developed. Also review the committee's notes of discussion points, questions, and concerns.
3. Outline the actions/steps to be completed to achieve the goal or complete the function successfully. (What)
4. Place the outline steps in sequential order. (When)
5. Identify the person/positions to be involved in completing the tasks in Steps 2 and 3. (Who)
6. Be sure to identify and include any special equipment, supplies, and materials to be used with the procedure.
7. Compose the draft directive and submit it to the policy committee for review.[5]

It should be noted the tone of the language used in the manual subtly impacts the organizational culture. Unreasonable restrictions in operational policy have oftentimes been the source of dissension between line and supervisory staff. The purpose of the manual is to empower the staff. So it is important to recognize every possible scenario cannot be identified and officers should be allowed the latitude they need for making decisions in unusual circumstances. If a negative tone is used in the manual (e.g., shall not, will not, are not, forbidden) it can permeate the ranks and promote cynical attitudes in staff. Consequently, the text of the manual should avoid focusing on prohibited acts, but rather emphasize conduct the department expects and supports of officers. Finally, there are very few absolutes in law enforcement. The courts have ruled that terms such as should, are to, and directed to, are not absolute. The use of "shall" is an absolute and means under all circumstances and conditions officers will act in the manner described or directed. In addition, some courts have held the use of the term 'will' is very close to an absolute. Because it is difficult to identify circumstances when officers are to always act in the same exact manner, the use of absolute language should be avoided whenever possible.

IMPLEMENTATION

After the manual has received final approval, it is ready to be implemented. Traditionally, this has been accomplished by first printing copies with a high capacity printer or photocopy machine. If a commercial printer is used, the agency should have an agreement with the printer to ensure extra or discarded copies are destroyed or returned to the department.

If a paper copy of the operations manual is used, it is best to issue them in a three ring binder. This allows easy modification and addition to existing policy. As each manual is issued it should be stamped with a sequential serial number that is recorded as being assigned to the officer. As with most department equipment, officers may be required to sign for the manual when it is issued to them.

Today most agencies post their manual on the department's computer server to ensure the policies are accessible and easy to search at all times. Regardless of the format, having the entire manual distributed at one time will likely overwhelm officers. It is highly recommended to distribute new policies incrementally as they are developed and approved. This incremental process provides staff a better opportunity to digest its requirements.

When distributing a new policy, some agencies inappropriately require officers to sign a form indicating they have received, read, understand and agree to follow a new policy. This forces staff to indicate they understand and will abide by a policy before they have been provided an opportunity to read and resolve any questions. The preferred approach to follow when a new policy is issued is to give staff ample time to read the policy to identify expectations of performance, note legitimate questions, and detect any issues that need to be resolved.

Next, officers must be trained on the policies to ensure that they fully understand their requirements before they are implemented. This training should cover administrative and operational topics, with particular emphasis being placed on high-liability issues. This process may include both classroom as well as practical exercises.

Once a policy is implemented, officers can usually refer to the manual for clarification. However, for high liability and critical policies, officers must have a comprehensive and detailed understanding of the policy. For example, every employee must be able to immediately recall specific details of policy requirements for topics such as use of force and vehicle pursuit directives. To ensure officers understand and comprehend the policy and its expectations, each should be tested on critical topics. After the testing is complete, incorrect responses should be reviewed with the officer. If an officer fails a test or several officers miss the same question, additional training should be provided.

In addition to introductory training, time may be designated during in-service training to review the department's operational procedures relating to the topic of instruction. This is a convenient way to ensure training is relevant and staff remain current on the department's standards of performance.

When the training is complete, documentation should be maintained that officers have been issued the policy, trained on the content, and understand its requirements. This documentation may include a copy of the policy, lesson plan, power point slides, handouts, sign-in attendance sheets, tests given to measure comprehension, and officers' test scores. Manually tracking and maintaining records of distribution can be cumbersome and time consuming. To simplify the documentation process, agencies should consider using a digital format to track testing, record issuance, and understanding of policy content.

Finally, 'master' copies of previous policies must be maintained to answer questions of why specific actions may have been taken or if litigation is filed against the agency. These records will be critical for resolving questions regarding department practices during that time.

INSPECTION AND REVIEW

Once the new manual has been implemented, only half of the work is completed. Department officials must ensure the policies are being followed. If work is not done in accordance with the policy, the manual is meaningless because the custom is the policy. This situation is more problematic than not having a policy. Informal customs attack the credibility of the department's operational procedures and administration. It also increases the department's exposure to potential liability.

What gets inspected is what gets done. There are several ways to ensure compliance with the manual. One way is to form a check sheet that lists various inspections that are to be conducted, by staff and the frequency of the inspections. It is a simple process of checking off when the inspection is complete. In some cases, policy may require internal and external inspections.

In the event officers are not in compliance with the department policy, a decision must be made as to the appropriate corrective action, ranging from remedial training to counseling to punishment. In some cases, a change in policy may be required.

Finally, the entire manual should be reviewed on at least an annual basis. This review helps to ensure the manual is in compliance with current management, operational, and legal standards. Instead of trying to eat the elephant in one bite, it is best to coordinate this review with key personnel over several weeks. As the review is conducted, listen to the staff closest to the service delivery. They know the problems and often have the best ideas for addressing them. If modifications are necessary, the same procedures outlined in this guide should be followed for updating, distributing, and training staff of the changes.

CONCLUSION

Developing, maintaining, and revising a police department's operations manual is a monumental under-taking. If completed properly, the community, its governing authority, chief executive, and department's staff can be assured their operations are in compliance with current standards. It will ensure staff act in a consistent, professional and legal manner. It will also ensure department staff are prepared for unusual circumstances and the correct course of action is identified.

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About the Author

W. Dwayne Orrick has more than 34 years law enforcement experience including 22 years as a police chief and public safety director. He holds a Bachelors of Arts in Criminal Justice and Masters of Public Administration from the University of Georgia. Orrick is a graduate of the 186th Session of the FBI National Academy.

SAMPLE ORGANIZATION OF DEPARTMENT OPERATIONS MANUAL

MODEL POLICIES—IACP NATIONAL LAW ENFORCEMENT POLICY CENTER

www.theiacp.org/Model-Policy

In 1987, the IACP established the Law Enforcement Policy Center. The objective of the center was to assist law enforcement agencies across the country in the critical and difficult task of developing and refining law enforcement policy.

Organized under the direction of a broad-based advisory board of recognized law enforcement professionals, the center has carried out its mission through the development of a wide variety of model law enforcement policies. Each model incorporates the research findings, the input of leading subject experts and the professional judgment of advisory board members who have combined this information with their extensive practical field and management experience. The end product is some of the best contemporary thinking in the field.

The policies addressed are selected because they represent some of the most difficult issues facing law enforcement administrators. The Policy Center continues to develop and update models as new issues arise and evolve.

Model policies are available exclusively to IACP members and IACP Net customers. After logging in to the IACP website, members can access model policies directly via *www.theiacp.org/MPMembersOnly*

For more information, email *policycenter@theiacp.org*.

POLICY MANUAL RESOURCES

There are many resources available to help you get started in writing an entire policy and procedures manual or to just review what is written on a certain subject. Visit some of the following Websites for more information:

1. WebsiteThe **IACP Technology Clearinghouse** includes multiple policy and standards resources and materials.

   www.iacptechnology.org

2. The **IACP Net** website is an information Web-based network designed specifically for law enforcement professionals. It is a paid membership site offering publications, resources, and discussion boards covering various contemporary and historical topics and issues.

   www.iacpnet.com

3. The **IACP Technology Policy Framework** offers guidance identifies nine universal principles to guide agencies in the development of effective technology policies, and suggests factors to incorporate when crafting those policies.
   www.theiacp.org/ViewResult?SearchID=2361

4. The **Highway Safety Committee's "Traffic Safety Strategies for Law Enforcement**" can be found on the IACP website. Prepared to assist agencies in developing operational tactics and innovative approaches to reduce the number and frequency of traffic collisions, this document consists of 46 strategies covering a broad range of management and technology topics.
   www.theiacp.org/ViewResult?SearchID=993

5. The **Florida State Highway Patrol** is a nationally accredited law enforcement agency whose website features a sample manual.

   www.fhp.state.fl.us/Manuals/

6. The **Sample Directives for Virginia Law-Enforcement Agencies** is a collection of approximately 60 sample orders on important administrative and operational topics developed by the Commonwealth of Virginia Department of Criminal Justice Services. The sample directives manual is intended to help local agencies develop their own comprehensive, written guidance. The administrative component of the manual is oriented toward small law enforcement agencies with little specialization beyond patrol personnel and a few investigators. The operational component consists of orders on common law enforcement tasks.
   www.dcjs.virginia.gov/cple/sampleDirectives

PROTECTING CIVIL RIGHTS: A LEADERSHIP GUIDE FOR STATE, LOCAL, AND TRIBAL LAW ENFORCEMENT

The effectiveness of the police depends on the trust and confidence of the community. If civil rights of individuals or groups within a community are compromised, public trust and confidence in the police are diminished. Without trust, police become less legitimate in the eyes of the public. Compromised relations with the community result in strained relations and in less effective law enforcement.

With funding from and collaboration with the **Office of Community Oriented Policing Services (COPS)**, a component of the U.S. Department of Justice, the IACP produced this guide in September 2006 as a comprehensive overview of the civil rights issues and challenges that face today's law enforcement leaders. The guide describes the processes by which agencies with alleged "pattern or practice" civil rights violations are investigated and monitored. It offers lessons learned, resources, and strategies for protecting and promoting civil rights across the varied communities' police agencies serve.

Topics addressed include

1. Federal "Pattern or Practice" Civil Rights Investigations and Agreements
2. The Pivotal Role of Community Policing
3. The Benefits of Early Intervention Strategies
4. Effective Management of Use of Force
5. Fair and Open Investigation of Citizen Complaints
6. Bias-free Policing
7. Personnel and Data Management Issues Related to Civil Rights

Electronic copies of the Protecting Civil Rights Document can be found by going to *www.theiacp.org* and searching publications. Or downloaded directly via the link below. *www.theiacp.org/ViewResult?SearchID=1105*

POLICE FACILITY PLANNING GUIDELINES

In collaboration with the Bureau of Justice Assistance, the IACP has released Police Facility Planning Guidelines, a desk reference to help police administrators plan, design, and build facilities to meet present and future needs. The document contains a step-by-step planning model.

This project had the support of police leaders across the country who had recently constructed new facilities. Their partner architecture firms participated as well. IACP staff visited several new facilities to gain firsthand knowledge of how successful projects were managed.

Electronic copies of the Police Facility Planning Guidelines can be found by going to *www.theiacp.org* and then searching publications.

For more information, contact 1-800-THE-IACP.

THE FACILITY PLANNING MODEL

This Desk Reference is designed around the IACP's Facility Planning Model, taking the reader through the four phases of facility planning and the steps included in each phase. Detailed discussion helps the reader understand the value of each phase and step and gain clarity on how each step can be successfully completed:

Phase I: Project Initiation

This phase of the planning model contains seven project start-up steps:

1. Identify and document facility problems.
2. Build police internal planning team.
3. Build political support.
4. Document policing philosophy.
5. Establish project pre-design team.
6. Establish community support for project.

Phase II: Project Planning/Pre-Design

This phase includes three steps focusing on pre-design planning issues:

1. Conduct space needs analysis.
2. Evaluate facility options.
3. Conduct site evaluation.

Phase III: Budgeting and Funding

This phase outlines three steps of the model that must be taken to assess and secure the necessary funds to complete the facility project:

1. Develop preliminary project design/construction costs.
2. Obtain project funding.
3. Secure and purchase site.

Phase IV: Design and Delivery Phase

The last five steps of the model identify all necessary actions to design, construct, and occupy the facility:

1. Deliver design and construction services.
2. Select an architect.
3. Design the facility.
4. Build the facility.
5. Develop occupancy strategy.

While individual jurisdictions may have the need to re-order some of the steps based on unique local issues, the IACP believes that each of the 17 steps of the planning model must be accomplished successfully. Following the planning model will ensure that the facility constructed reflects the mission of the department, meets all programmatic needs, fulfills all functional requirements, and has sufficient space to meet departmental needs for at least the next twenty years.

A BEST PRACTICES GUIDE FOR ACQUISITION OF NEW TECHNOLOGY

By Major Sharon Stolting, Fairfax County Sheriff's Department;
Major Shawn M. Barrett, Fairfax County Police Department;
Chief David Kurz, Durham, New Hampshire Police Department

INTRODUCTION

Law enforcement technology is advancing into the 21st Century with the realization that technology alone does not solve problems.

However, as technology links information systems between agencies and communities, it can provide an accurate, speedy information exchange, resulting in increased safety for all citizens.

Today's smaller city police executives need the ability to effectively design and manage evolving technologies. For this reason, the IACP has developed a Best Practices Guide on Acquisition of New Technology.

WHY INVEST IN NEW TECHNOLOGY?

Smaller police departments are unique entities. They serve diverse communities with unique needs. Local government agencies often dictate the direction a department can take, determining its budget and how it may use its resources. If you, as a chief of police, plan to acquire *new technology* – whether it may be a *laptop, tablet, a laser printer, an MDT, new frequency radios, livescan devices, or a digital mugshot system* – you will be asked, "Why?"

As the chief of your department you must justify the:
- Acquisition of new technology
- Expense of new technology
- Usefulness of new technology

WHAT IS NEW TECHNOLOGY?

In the context of this article, the term *technology* is used in a very general sense and can include anything from new computers, a management information system (MIS), to sophisticated software for data analysis. The term is used generally because smaller police agencies will have a variety of needs and uses for technology. The focus of this work is to guide the local chief through the planning and acquisition for any new technology.

As a plan develops, it is important to factor in any departmental changes resulting from the implementation of any new technology. For example, as a result of acquiring new technology, a department could experience adjustments to personnel, budget, cooperative agreements, or information sharing.

HOW TO USE THIS GUIDE

There are three steps to successful acquisition of new technology – an acquisition plan, the acquisition and delivery of the technology, and implementation and training.

Follow the three sections of this guide sequentially. The chief may proceed through the steps or use them as a reference guide when considering the acquisition of any new technology. The steps are all essential. However, the information is general enough to apply to the purchase of many types of technology.

THREE STEPS TO SUCCESSFUL ACQUISITION OF NEW TECHNOLOGY

- The Acquisition Plan
- Acquisition and Delivery
- Implementation and Training

THE ACQUISITION PLAN

The goal of the acquisition plan is to help smaller police departments plan and develop their own technology acquisition plans successfully. This guide is intended to help the local chief avoid the pitfalls leading to project failure.

Research Steps:

- Develop a planning committee.
- Review compliance guidelines.
- Develop a project budget.

Action Steps:

- Choose a spokesperson.
- Develop a mission statement.
- Set the project goals and objectives
- Develop a project timeline with milestones
- Complete a risk assessment
- Gain staff consensus

ACQUISITION AND DELIVERY

The goal of acquisition is to purchase the desired technology. Before purchase, the planning committee must determine vendor selection criteria, develop an RFP, select a vendor, and finally purchase the equipment. The next steps are to determine the cost of product installation, upgrades or additions.

Research Steps:

- Determine vendor selection criteria
- Develop a request for proposals (RFP)
- Select a vendor

Action Steps:

- Develop a delivery schedule
- Develop a contract penalty clause
- Negotiate a price for upgrades
- Consider contract additions
- Consider equipment substitution costs
- Ensure accountability
- Develop a payment schedule
- Purchase the technology

IMPLEMENTATION AND TRAINING

The goal of implementation and training is to install and test the technology, then train staff to utilize the technology successfully in their everyday activities. An essential step in this process is to ensure that the agency is protected from any equipment defects.

Research Steps:

- Develop infrastructure support.
- Develop an acceptance test plan (performance check).
- Develop staff training schedule.

Action Steps:

- Write warranty & maintenance agreement
- Install the equipment (delivery and set up)
- Train staff

THE ACQUISITION PLAN

"No one starts out to make a mistake."—*Chief David Kurz, Durham, N.H.*

FACTS

- *Only 39% of all systems development projects are completed on time and on budget.*
- *More than 13% of new technology development projects are abandoned before delivery or implementation. (The Standish Group, CHAOS Report 2014)*

QUESTIONS THE ACQUISITION PLAN IS INTENDED TO ANSWER

- Why do you want to purchase this technology?
- What will be purchased?
- Who will use the technology?
- Where will it be used?
- How will it be used?
- When will it be implemented?
- What policies will be needed to direct its use?

ELEMENTS OF A SUCCESSFUL ACQUISITION PLAN

An acquisition plan is a map and project guide. It is also a tool to evaluate project milestones and successes and a concise way to inform others about project goals and objectives. Essential elements are divided into research and action steps.

Research Step 1: Develop a Planning Committee

This group is usually selected by the chief and will assist in the planning, design, sales, and implementation of the plan. Divide the committee into work groups according to individual skill and interest. The committee will produce the bulk of the research and action steps needed to complete the acquisition. Consider these factors as you choose your committee:

- Limit size to ten. Three to five members is optimal, depending on agency.

- Include a membership from various backgrounds and fields. A broad perspective is always helpful in achieving overall success.

- Always include the training staff as well as officers who will be using the new technology. This encourages buy-in from staff and provides a valuable perspective on use and training issues.

- Select from technical schools, university professors or graduate students with technology expertise.

- Include community business professionals who may have technology expertise or interest.

- Include a selectman/council member on the committee who can provide political support.

- Choose a spokesperson or project manager who can best describe and sell the project. This person –must be well spoken, determined, credible, enthusiastic, and a consensus-builder – could be a chief, project coordinator, or another individual.

Research Step 2: Review Compliance Guidelines

Any new technology acquisition must be checked against national and state guidelines. The National Institute of Standards and Technology (NIST) sets the guidelines. To view those guidelines, check www.nist.gov/law-enforcement-portal.cfm. Check what agencies in your area may have recently purchased. If you are interested in compatibility, make sure all the systems or equipment you purchase is compatible with local, county, and state guidelines.

Research Step 3: Develop a Project Budget

While each department and municipal budget process is unique, some recommendations apply to all jurisdictions. If you are planning to purchase new equipment or technology, include the following suggestions to your budget or acquisition planning process.

- Plan for the technology upgrade or purchase one to three years in advance, if possible.

- Include technology estimates in the budget projections you submit to your municipal governing body each year prior to the purchase. This will alert the governing body to the concept of a large, new purchase on the horizon.

- Research any local or state departments that have purchased the same or similar technology within the past year. Interview planners and users of this technology. Make a site visit if you can. Take members of the Planning Committee with you.

- Research recent state and federal purchases to see if you can utilize the same contract and same vendor. This may allow you to purchase the same equipment or technology at the state or federal contract price. This will save both time and money

The Role of a Budget Subcommittee

If your agency is responsible for budget development, establish a budget subcommittee within the Planning Committee to develop a project budget. Make sure these individuals are familiar with the process of budget development, contracts, and/or procurement. The committee should have legal representation. An attorney with a background in contract law would be helpful.

It is difficult to project a budget for technology or equipment never before purchased. Pay close attention to installation and training costs in the budget (Section Three: Acquisition). Review this entire guide before completing the budget. The most reliable way to develop a realistic budget is to research other departments that have recently purchased similar equipment. Any equipment contract purchased with public dollars is open to public review. Complete a site visit and discuss the budget with them. Take a group with you that includes members from the budget subcommittee.

Budget Questions to Ask During a Site Visit

- How close to actual cost was your projected budget?

- Are there costs that you forgot to add to the budget?

- Will you review our budget and give us input?

- Do you know if this equipment (technology) will undergo changes **or updates** soon?

- If you do not have all the funding you need, what can you do incrementally?

- Did the vendor you used stay within the budget?

- Would you recommend this vendor?

- Do you know of any local or state departments intending to purchase this equipment?

TIP: *Equipment can be purchased at State or Federal contract prices. Do the research to find if the same or similar equipment has been purchased recently or is scheduled for purchase.*

Lease versus Purchase Option

Technology is changing at such a rapid rate that vendors are producing more advanced products each year. A lease option could save money in the long run if the jurisdiction is able to anticipate rapid product changes by their research steps. Make a point to be aware of new products or updates being developed during the planning and evaluation stages.

ACTION STEPS

Action Step 1: Choose a Spokesperson or Project Manager

This step is essential and pivotal. Each project needs a spokesperson, usually the chief. This person's responsibility is to inform the agency and the community and to sell the project's goals and objectives to community and political leaders. When making a selection, consider the following:

- Include the spokesperson or project manager on the Planning Committee. They need to be involved and informed.

- Select someone who is politically linked but not politically at risk by advocating for the project. Political support is essential to project success.

- Select someone (if not the chief) who is familiar with police activities, philosophy, and needs. Often questions about the project can be strategically linked to previous projects, department successes, and new linkages. This spokesperson must include that information in any attempt to promote a persuasive argument for this project to an audience with little frame of reference.

Action Step 2: Develop a Mission Statement

The purpose of this statement is to accomplish the following:

1. Define the project goal.
2. Set the project direction.
3. Define the project purpose.
4. Promote the project plan and structure.

This short, descriptive statement briefly describes the project goal. It is used in media coverage, for public relations and to build staff consensus. It is important that the statement is linked to the values and philosophy of the police department and the citizens it serves.

Public safety, cost-benefit analysis, or public trust are all persuasive issues to include with the following:

- Linking the statement to local police department philosophy, goals, and accomplishments.

- Speaking to future plans *only* when those plans have been discussed and accepted by the community governing body and can be linked directly to this acquisition. Avoid introducing any new issues not directly connected to this project when writing the mission statement.

- Making the statement short, descriptive and compelling by using action words – *produce, provide, develop, ensure, promote*.

Action Step 3: Set the Project Goal and Objectives

The project goal is directly related to the mission statement. Essentially, the goal will be to complete the successful planning and implementation of the new technology you plan to purchase.

Project objectives are the steps that must be taken in order to reach the project goal. Consider the following suggestions:

- Work across organizational boundaries to promote sharing of data where appropriate. (Many projects are funded because they link to or collaborate with other systems).

- Inform agency personnel and the community of the need for and benefit of an equipment or technology change.
- Improve current work procedures to maximize the use of the new technology.
- Study the current system for strengths and weaknesses. From that study, make defensible recommendations for the new technology requirements.
- Maintain a responsive relationship to those served by the new technology– the local community, neighboring communities.
- Clearly define the technology terms and the police jargon so that the new technology, its application to and how it will enhance the current system, is understood.

Action Step 4: Develop a Project Timeline That Includes Milestones

This step enables the chief, project manager, Strategic Planning Committee, and the community to mark the project's progress and completion of objectives. This is a good way to sustain interest in the project over time.

With each successive achievement will come an opportunity to build support and consensus for the project. Consider the following recommendations:

- Forecast a project timeline and milestones that is flexible and achievable.

- Celebrate each milestone reached. Remember to invite and thank the following:

  o Planning Committee Members
  o Key Political People, Especially Allies
  o Staff Members
  o The Media
  o Vendor Representatives
  o State or Local Criminal Justice Organizations

Action Step 5: Complete a Risk Assessment

A thorough risk assessment will provide you with the information and documentation to move forward on your acquisition. It will advise you as to what you need, can afford, and what you can get approved by the local political review process. This risk assessment includes a search of state and federal guidelines, a compatibility study with other local or county departments, and a determination of and recommendation for equipment you need. You'll want to know what technology is best suited for your agency, what will be compatible with other regional or state departments, and what you can successfully negotiate through the local political process. First, you must determine what technology is currently in use or planned for use in your county and state. Here are suggested steps to follow:

- Conduct site visits to any local agencies that use the technology you want to purchase.
- Develop a list of questions that will ascertain the types of technology in use, the vendor name and/or contact person.
- Ask that department for an honest assessment of the product and its performance.
- Ask if your group can view the technology in field/actual use.
- Ask about the vendors they *rejected* and why.

SITE VISIT QUESTIONS

- *What type of technology is currently in use?*
- *How is the product working? Has it met expectations?*
- *What is the name of the vendor used? Name of vendors that were rejected, and why?*
- *Who is the contact person for the vendor?*
- *Who is the contact person for the police department?*
- *Can you arrange for a site visit to see the product application in real situations?*
- *Is the product compatible with other technologies (new or old)?*
- *Does the product satisfy State Public Safety Department guidelines?*
- *Does the department contemplate change of this or other technology? (if so, can you piggyback their project and purchase at State prices?)*

- Contact your state public safety department to determine whether or not they are contemplating a technology change in the near future. If they are you may be able to piggyback on their project at state prices.

- Contact other information resources outside local and state sources such as:

  o **The International Association of Chiefs of Police (IACP)** has several websites with information on assistance – www.theiacp.org and www.iacpnet.com

  o **The IACP Technology Clearinghouse (www.IACPtechnology.org)** provides technical assistance and resources, including program summaries, reference articles, and grant opportunities.

  o **The IACP Law Enforcement Information Management Section (LEIM)** is comprised of over 700 law enforcement technologists from agencies of all sizes. This group produces technology resource materials and conducts an annual law enforcement technology training conference. For information about the next conference, see www.theiacp.org/leim-conference.

  o **The IACP Technology Framework** was released to help law enforcement executives create policies that support responsible deployment and use of new technologies. The framework identifies nine universal principles to guide agencies in the development of effective policies, and suggests factors to incorporate when crafting those policies, see www.theiacp.org/ViewResult?SearchID=2361

  o **The Police Chief Buyers Guide** is an annual resource from IACP's Police Chief magazine. This tool offers up-to-date listings of the latest products and services available to law enforcement to help law enforcement executives research options and determine technology budgets.

  o **The National Law Enforcement Corrections Technology Center's** *JUSTNET News and eTechBeat* is a comprehensive and free newsletter sent electronically to subscribers via e-mail. The newsletter summarizes technology news articles from many different sources and provides a synopsis for the reader, see www.justnet.org/app/puborder/subscribe/subscribe.aspx.

Action Step 6: Gain Staff Consensus

Staff at all levels will need to support the plan and be able to implement the new acquisition successfully and on time. One way to ensure cooperation is to include staff representatives on either your Acquisition Planning Committee or as a separate ad hoc advisory group.

An effective training schedule is essential if staff are to be trained and informed. Consider these recommendations:

- Include staff on committees that represent administrative, line, and support positions. You will need each group to successfully implement the technology. The sooner you engage staff support, the easier it will be to incorporate the new technology into standard business process.
- Gain staff input as the product or technology and its policy guidance is being developed or researched. Many projects have failed to introduce staff to the new project until it was delivered only to find the implementation process seriously undermined.

ACQUISITION AND DELIVERY

The goal of acquisition and delivery is to purchase and receive the desired technology. Before purchase, the project team must determine vendor selection criteria, develop a Request for Proposals (RFP), select a vendor, and finally purchase the equipment. The next steps are to determine the cost of product installation, data storage, ongoing maintenance, upgrades, or additions after the purchase. Research steps are important to the RFP guidelines for product and vendor selection.

TIP: *Vendor contracts are legally binding documents created at the local, state, federal or tribal level. The helpful tips presented in this article are not intended as final contract language since they may or may not be applicable in your particular jurisdiction.* ***Consult your legal counsel before entering into any vendor agreement.***

RESEARCH STEPS

Research Step 1: Determine Vendor Selection Criteria

Vendor selection criteria are vital to the project acquisition plan. The goal of this step is to be able to clearly and fairly evaluate all vendors responding to the RFP.

An effective way to develop vendor selection criteria is to contact other police departments or other agencies that have recently bought any technology. You can get some valuable suggestions from agencies that have successfully or unsuccessfully dealt with vendors, even if the purchase was not new technology. Learning what not to do is often as valuable as learning what strategies are effective.

These are some important suggestions for deciding vendor selection:

- Include specific equipment specifications in the RFP that will weed out any vendor not able to deliver.

- Once a number of vendors have applied, research any referrals they include in their organizational descriptions:

- Questions to ask vendor references:

- Were you satisfied with the product and service of this vendor?

- Would you use them again if you could? If not, why not?

- Did the vendor adhere to the budget? If not, why?

- Was the installation process on schedule?

- Did the product work according to expectations?

- Was there appropriate technical support for operation and training?

- Ask to see the contract. Check for essential items such as warrantee, delivery schedule, payment schedule, and penalty clause. (These issues are discussed later in this section.)

- Visit any site the vendor has referred you to. See if the equipment actually works. Ask some hard questions about the reliability, service, and support functions of the company.

- Do a financial review of all companies responding to the RFP. Don't take anyone's word on how financially sound the companies are. Judge them all equally.

- Once the selection criteria are determined, develop forms that document scoring. You may need proof of evaluation if a company appeals the award.

- Include an interview with each company that requires referrals of agencies the company has recently worked with.

- Make the award based on total score, not just dollar bid alone. The lowest bid may not be the best bid. Specify award criteria in the RFP. Vendors unable to deliver will often not apply.

The essential point is to do as much research as possible prior to selection.

Research Step 2: Develop a Request for Proposals (RFP)

An RFP is written after the acquisition plan is complete and after the research has provided you with several possible vendors for the new technology you have chosen to purchase. RFP language must be direct and specific. Include the following:

- Your department's requirements of the product;

- Exact product specifications or expectations (not "or the same as");

- A standard for assessing bids from vendors (vendor selection criteria); and

- Contract guidelines and expectations regarding delivery, warrantee, penalty clause, millennium compliance, installation guidelines, test plan, project expectations.

Caution: **Do not use the words "the same as" when describing the equipment in the RFP. You may be forced to accept equipment that a vendor claims is the same, even if it is clearly not the same.**

The local purchasing department of your municipality, a local attorney, or a sample RFP from a neighboring department may provide you with the needed legal language to include in the contract. The local library often carries the National Register, which is a government publication of RFP's and will have good examples.

Prior to publication, make sure to get several RFP reviewers including your agency's legal counsel, who can give you input on content and form. This step is essential. Include several Planning Committee members on the committee to write and review the RFP.

Research Step 3: Select a Vendor

This step requires research much like what was suggested in Research Step One. Make sure you have the selection subcommittee present their vendor evaluations and recommendations to the Planning Committee. Ask probing, specific questions about the product, services, and/or scoring of these choices. Be prepared to reopen the bidding process if the subcommittee is unsure about which vendor to select. A choice should be based upon total score. The winning vendor should not be selected upon the dollar bid alone; make certain that the RFP states this.

Selection of a vendor is a pivotal step in the acquisition of new technology. It is not uncommon for law enforcement executives to be intimidated by the terminology or the selection process. In an effort to simplify this process, consider it not unlike buying an automobile. There are similar steps to take in each decision.

There will be multiple manufacturers who will all be vying for your dollar and trying to sell you on their models. Consider these checkpoints:

- ***Performance.*** Vendors often say their product performs *the same* when, in fact, it performs only similarly. One product may vary considerably from others.
- ***Extras.*** Determine what are considered standard features of the new technology and what is considered extras. If the extras are costly and your department requires those features, the cost will be significantly higher.
- ***Resale Value.*** Vendor companies have a past and a future in much the same way Ford and Chevrolet do. Many people have favorites based upon familiarity and name recognition. Do a background check on the reliability of the company with regard to parts, service, reputation, and follow-through.

- *Test Drive.* Find out how the product operates in the real world by viewing the product in operation. Interview the purchaser, the operator, and the chief of the department that utilizes the equipment you are considering.
- *Location.* Is there a vendor located near you in the event you require repairs to the new equipment? If the vendor is not located near you, determine what the repair cost will be and if your department may be charged for their travel expenses or for postage if shipping is required.
- *Parts and Service.* Each vendor will have a customer service reputation. When you interview departments or companies that have purchased this equipment before you, ask them specifically about the reliability of the vendor's parts and service contract. Did they perform as contracted, or not? When repairs were needed did the vendor provide replacement items or "loaners" in place of the equipment you purchased that is now in "the shop?" Were repairs completed in a timely fashion and was the charge the same as the estimate?

Planning and research provided by the Acquisition Plan provides the basis for developing a vendor contract that will enable accurate and timely acquisition and delivery of the purchase.

ACTION STEPS

Action Step 1: Develop a Delivery Schedule

- The delivery schedule is developed between you, the planning committee and the vendor. It should include the following: A delivery start date with specifications for the type of delivery (FOB destination and location of the delivery).
- Implementation milestones (accomplishments throughout the contract)
- An end date for product delivery
- Quality assurance testing by the vendor prior to shipment
- Installation procedure and dates
- Product field testing and final acceptance procedures

Action Step 2: Develop a Contract Penalty Clause

Financial penalties may be included in the contract for late delivery of the product, for damaged goods, or for services not received.

TIP: *It is wise to include a sum to be assessed per day for late delivery of the product.*

Usually this sum is developed using a percentage of the contract total spread over a specific amount of time. Use figures comparable to other local contract fees.

This strategy holds vendors accountable to the contract timeline. It is common to have vendors run concurrent projects. So avoid costly delays by using the penalty clause to your advantage.

Action Step 3: Negotiate a Price for Technology Upgrades

Product upgrades, due to obsolescence, are usually not included in a contract price because they have not yet been developed. Plan on upgrades if you plan to use the same vendor.

Vendor competition has created an arena for new products. Ensure that hardware and software are compatible, particularly if using multiple vendors. Add this as a contract clause. Police departments can benefit from this competition if a *replacement price* is negotiated in the product contract.

TIP: *When negotiating upgrades for possible obsolescence, require additional funding to be paid to the vendor over several years. Plan ahead for this eventuality by negotiating a replacement price if possible. (It is a risk to the purchaser that is based upon the vendor's financial future and growth).*

Action Step 4: Consider Contract Additions due to Increased or Decreased Product Function

It is normal to have additions to contracts after final acceptance. As the user gains a better understanding of the product capabilities, enhancements may become evident.

Enhancements may include faster response time, speed of information retrieval, or linkage to nearby area systems. Product functioning may be enhanced or reduced by changes in the law or community initiatives. Additions to the contract occur when equipment functions increase or decrease unexpectedly.

Action Step 5: Reserve the Right to Accept or Reject All Substitution of Equipment without Additional Cost to the Vendor

It is commonplace to have substitution of equipment occur between the signing of a contract and the delivery of the product. Technology changes so quickly that components may become obsolete between the time a contract is signed and a product is delivered.

TIP: *Include a title clause* to guarantee that the title of the product passes to the police department or local governing body when *payment in full* is received by the vendor.

Contract clauses may protect your acquisition, but pitfalls may befall you throughout the project.

Be wary of salespeople who promise that their product can meet or exceed your expectations/needs. The promise from the salesperson may be more influenced by a product commission than by actual fact.

Once a sale is made, a salesperson may be replaced by a *project manager*. Ask the vendor if you will receive a project manager after the sale. If so, insist that this individual is included in all project negotiation.

A project manager does the following:

- Monitors the contract and deliverables to ensure the product arrives on time to the satisfaction of the purchaser.

- Notifies the purchaser of any product delays.

TIP: *Use the penalty clause to your advantage if the project manager attempts to get you to waive the penalty charge when a delay occurs. Legally acceptable project delays include:*

• An Act of War (including civil war or civil unrest).

• An Act of God (including fire, flood, explosion, earthquake, epidemics or quarantine restrictions).

• An Act of Government (strikes, lockouts, plant shut-downs, material shortages, transportation delays).

Action Step 6: Ensure Accountability

Include a statement that ensures the vendor complies with city, county, state, and federal mandates. They must be electronically acceptable according to state standards.

Action Step 7: Develop a Payment Schedule

Payment schedules are developed relative to an agreed delivery schedule and accomplished milestones. Most vendors will request a large portion of the product negotiated price before actual product delivery.

This schedule should be negotiated based on local financial procedures. It is wise to negotiate payment based on product delivery date, not contract signing date. Vendors often ask for as much as 40 percent of your funding upon contract signing.

- Negotiate a manageable payment schedule for your department.
- Example: 25 percent upon delivery, 50 percent within 45-60 days after delivery based on success of delivery, setup, installation, training and initial performance. May be extended due to poor performance. 25 percent within 6 months after delivery to ensure a formal review and acceptance of the system for compliance with mandates, proper data conversion is completed, interfaces are working and the system is reliable.
- A performance bond can be written into the contract to further protect your agency's investment, or in the absence of any payment schedule. Compel the vendor to obtain a performance bond payable to the buyer, i.e., your police department, for the total dollar amount of your contract. If the project's identified vendor is bought out by another vendor, insist upon and add into the contract that your agency wants the same product and service, or better.

TIP: Be aware that there is no such thing as a turnkey system. Each agency is unique with local requirements.

Action Step 8: Purchase the Technology

A vendor will be selected on the basis of the quality of the product, the price of the product, service and delivery schedule, maintenance and training, financial background, client references, and any other criteria your planning committee determines is important. The following are important to include in the vendor selection criteria or the contract discussions once a selection and purchase has been made.

TIP: *An additional contract, or an addendum to the original contract, may be needed if product liability law changes or product enhancement/reduction of functionality occurs. Include funds in the budget for unforeseen product changes. (Look in other contracts for an amount).*

IMPLEMENTATION AND TRAINING

The goal of implementation and training is to install and test the technology, then prepare and train staff to successfully utilize the technology in their everyday duties. An essential step in this process is to ensure that the agency is protected from any equipment defects.

RESEARCH STEPS

Research Step 1: Develop Infrastructure Support

Infrastructure consists of any element required to successfully complete the new product installation and/or operation. For example:

- Personal computers require electrical power, surge protectors, or a battery unit. They may be connected to a network or management information system (MIS). Any network or MIS requires wiring, cables, a back-up unit, and network administrator.

- MDT's, or MDC's, and radios require a communications infrastructure capable of transmitting signals throughout a jurisdiction or region.

- Livescan devices and mugshot systems require internet access for data and image transmission.

TIP: *Coordinate infrastructure requirements with your jurisdiction and the vendor in advance of contract signing. Determine who will maintain the infrastructure, network, or equipment.*

Research Step 2: Develop an Acceptance Test Plan, Warranty, and Maintenance Agreement within the Installation Guidelines

The acceptance test plan determines the functionality of your acquisition and ensures the product performs as expected. The plan can be negotiated with a vendor and included in the contract.

TIP: *Negotiate an acceptance plan that extends for a 30-day acceptance period. This is sufficient time for defective or failed equipment or parts to materialize and be repaired or replaced.*

Research Step 3: Develop Policy and Procedures to Direct Use of the New Technology

To promote public confidence and address privacy concerns, it is imperative that law enforcement agencies create and enforce comprehensive agency policies governing the deployment and use of new technologies, and the data they provide.

Research Step 4: Develop a Staff Training Schedule

Training is considered one of the key components of product implementation. Levels of training, its duration and content, and who will provide the training can, and should, be included in the contract.

Types of Training

(1) Vendor training: The vendor agrees to train the entire staff at a cost negotiated within the contract.
(2) Train-the-trainers: The vendor trains a selected group of key staff who then train all other staff within their divisions. These individuals can be officers, staff, or citizens.
(3) Shared training: A jurisdiction near you may have the same or similar equipment and could provide product training at a significantly lower cost.

TIP: *Have the vendor provide course materials and a training schedule (more intensive during product implementation) to be included in the contract if the vendor training option is chosen.*

If a train-the-trainer option is chosen, provide staff with a helpful tool: "The Accidental Trainer" by Elaine Weiss. This book is easy to read, informative and often humorous.

Networking between police departments is often the least expensive and most productive means of technical assistance and training resource development.

A few telephone calls to regional departments can achieve results. It proves again that many smaller departments face the same challenges as do larger departments when dealing with technology acquisition and vendors.

Networking can also be effective between police departments and local civic organizations and/or technology companies. Networking can reveal unknown resources that may produce improved relationships between smaller departments and the constituents they serve.

More information on actual training is found in the next section in Action Step 3

ACTION STEPS

Action Step 1: Write Warranty and Maintenance Agreement

The *warranty period* begins once the acceptance test plan has been completed. Although the warranty exists, it may not include all the additional services required to maintain the product.

TIP: Include a period of time for the product warranty. A suggested time is one year from the date of final acceptance. It is suggested to negotiate this warranty and include it in the contract.

Under a separate *maintenance agreement*, additional services such as parts replacement, preventative maintenance, emergency repairs, a method for fixing "bugs" in the system, and after-hours technical assistance are most often charged to the police department.

The following are types of maintenance agreements:

- Annual agreement: Covers service and repair during the regular work week, Monday-Friday, 9 a.m. – 5 p.m. The cost of the annual maintenance agreement is based on a fixed percentage of the actual, total contract. *After-hours* repairs are charged at an hourly rate (usually a higher percentage).
- Lease agreement: Some maintenance agreements are made in the form of a lease between the police department and a financial institution. The lender pays the vendor and the department makes payments to the lender, much like a mortgage. These payments can be amortized annually over several years, lessening the financial impact to the local department or jurisdiction.
- *The advantage of the lease agreement:* Technology is changing at such a rapid rate that vendors are producing better and faster products each year. This option could save money in the long run if the jurisdiction is able to anticipate rapid product changes.

TIP: *To determine the type of maintenance agreement, ask how mission critical is the operation of this technology to the department. Negotiation of long-term, low-rate maintenance agreements during the contract signing is advantageous because this agreement has the potential to save the department thousands of dollars over the life expectancy of the equipment.*

Action Step 2: Install the Equipment or Technology

Installation means delivery and set-up of all product components.

- Hold vendor accountable for proper delivery and setup according to terms negotiated in your contract.
- Decide who will install the equipment and then include that responsibility in the contract.
  - Determine what space the department will be required to provide for product installation and setup

TIP: *Consider power distribution, cabling, air conditioning, and other environmental conditions in the installation cost and timeframe. Factor in these additional costs. Facilities management personnel must be included at this stage.*

Action Step 3: Train Staff

The process of training is crucial to successful procurement or implementation of new equipment or technology. Too frequently, administrators overlook or diminish the important role of training in the acquisition plan. It is possible, depending upon the impact of any new equipment/technology, for a small number of persons to either undermine the product implementation because of dissatisfaction, or to disrupt department functions if the training phase is not planned or supervised appropriately.

Implementing the purchase will succeed with greater certainty if the planning process includes the following points:

- Delegate a training supervisor or someone who can oversee the training process and monitor its progress. If it is necessary to implement and train in stages, make sure that the schedule is understood and that allowance is made for any disruption of services because of training. If you have to assign staff to train on the new equipment/technology, or if support staff is training during core working hours, they will be missed and service may be disrupted.
- Determine if training will be on or offsite.
- Train staff in stages prior to the actual implementation of the purchase. Staff training may be done all at once or in stages, but is generally more efficiently carried out in stages.
- Staff involvement in the project through representation on subcommittees or during the planning stage will avoid implementation and/or training difficulties caused by disgruntled or resentful staff. The important step of including users of the purchase in the project planning and implementation stages will provide good will between this group and administration.
- Positive suggestions for successful training procedures can be obtained during a site visit prior to purchase.
- Include funds for travel/training if not already included in contract.

TRAINING TIPS:

- *Notify all staff of the training schedule. This step provides credibility and support to the trainers and justifies any staff reassignment.*
- *Budget for any reassignment or overtime that may be needed while staff train on the new equipment.*
- *Budget and account for any delays in department response, services, or reports that may be caused by staff training or reassignment.*

About the Authors

Major Sharon Stolting (Ret.) is a 30-year veteran, recently retired from the Fairfax County Virginia Sheriff's Office. Ms. Stolting has held a variety of positions, including oversight for information systems, policy and planning, the budget, personnel, and training. Ms. Stolting was the computer systems coordinator for the Office of the Sheriff, which entailed preparation of budgets for information technology initiatives, procurement of hardware and software, and maintaining an inventory of computer hardware and software. She later became a project manager for a regional mug shot and fingerprint system that linked several counties, two states, and the District of Columbia. Ms. Stolting was her agency's representative on the radio frequency re-banding initiative and has been part of the IACP's In-Car Camera Technical Assistance and Training Project.

Major Shawn Barrett has over 25 years' experience in law enforcement and currently is the Commander of the Criminal Investigations Bureau for the Fairfax County, Virginia Police Department. Major Barrett has served in a variety of positions, including heading the Technology Unit for Fairfax County Police Department in Virginia. Major Barrett is a graduate of the 209th Session of the FBI National Academy. He has a bachelor's degree in business management from National-Louis University and a master's degree in administration of justice from Virginia Commonwealth University.

Chief David L. Kurz has served in law enforcement since 1974 and as the Chief of Police in Durham, New Hampshire, since 1996. He obtained a bachelor's degree in Criminal Justice from the University of Southern Maine and is also a graduate of the FBI National Academy. Chief Kurz is a contributing author to IACP's *Police Chief* magazine, *Big Ideas for Smaller Police Departments* newsletter, and other periodicals on issues ranging from new technology acquisition to strategic planning. His professional affiliations include the New England Chiefs of Police, Maine and New Hampshire Chief's Associations, and Police Executive Research Forum, and he currently serves as a Team Leader for the Commission on Accreditation for Law Enforcement Agencies (CALEA). He also serves as an advisor for the IACP's Smaller Police Department Technical Assistance Program.

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- Mobile Computing Technologies (MCT)
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4

COMMUNITY OUTREACH AND CRIME PREVENTION

PREFACE: COMMUNITY OUTREACH AND CRIME PREVENTION

T he success of new police chiefs depends on their developing a true partnership with their communities built upon a foundation of trust, respect, and cooperation. A cornerstone for this partnership is the department's ability to reach out proactively and effectively communicate with community members and institutions.

Toward this end, Chapter Four provides valuable tools and guidance for new chiefs seeking to establish or improve their relationships with their communities, including such key elements as how to market your agency to the public, best practices advice for the dissemination of public information, and information about police accountability and citizen review. Also featured in this chapter are two sections that address how to utilize and increase community involvement through Neighborhood Watch and Volunteers in Police Services. Both of these programs greatly extend both the depth and diversity of resources at the police chief's disposal.

This chapter concludes with resources to help with community outreach targeted at identity crime by offering some helpful tips and links for educating the public and reducing this serious threat to the community's security and stability.

MARKETING THE SMALLER AGENCY

By Chief Harvey E. Sprafka, Knoxville Police Department, Knoxville, IA

Police officers perform many tasks to safeguard their community's quality of life. Sometimes their constituents take for granted, forget, or do not know about the good work that officers do and the risks that they face daily. This lack of community awareness can lead to several less than desirable outcomes:

- Lower job satisfaction on the part of the department's employees
- Less support for the department during the budget process
- Less assistance from constituents in programs and investigations
- Fewer volunteers for work with the department

Proactive steps by the department's leadership are necessary to make the public aware of the department's good work and to improve the department's image in the community. Failure to take advantage of available resources and opportunities to tell the department's story leaves it to others (such as the makers of television shows and movies and the writers of newspaper headlines) to shape public perceptions of the department and its personnel, and these perceptions may not be accurate. In smaller communities, it is up to the local police chief to provide the good headlines for the law enforcement profession every day.

MAKE USE OF SMALL-TOWN ADVANTAGE

Among the often-cited disadvantages of small-town policing are shrinking residential populations, dwindling tax revenues, and ever-tightening budgets; economic downturns in the agricultural industry that directly affect small-town businesses and municipal governments; little political clout; labor pools that are sometimes too small to attract new or expanding businesses; the loss of experienced police officers to metropolitan and suburban departments that recruit aggressively; lower wages and fewer benefits for police department employees; and less equipment, less access to high technology, and fewer training opportunities. There are, however, some decided advantages.

Townspeople know the department's employees and they know the agency, a familiarity that encourages residents, businesses, schools, churches, service clubs, civic groups, and others to support the agency when it needs it. Smaller agencies can help maintain good relations with the public through continuous, ongoing marketing efforts. Sadly, some smaller agencies overlook the advantages and resources readily available.

COMMUNITY NEWS MEDIA

Many municipal police agencies serve communities that are home to small radio stations and weekly newspapers that, not surprisingly, have small news departments that lack the personnel and resources to fully cover and produce the news of their locale. This situation can also work to the advantage of the local police chief. The smaller news media rely heavily on news tips from the community and press releases from the private sector and government entities. Unfortunately, too many current law enforcement practitioners and news media personnel still see each other as adversaries. The result for the local police

executive can be a missed opportunity to get the department's story out. The big losers of this short- sighted practice are the police and the public they serve. Only a knowledgeable community provides active support, and this supports lasts only as long as the community feels connected to the police department and understands its purpose, vision, values, and operations.

Small-town police departments' access to the media outlets in their communities would make most businesses turn green with envy, especially because in most cases it is free. Making the agency readily available to the news media can result in big dividends as it attempts to make its constituents knowledgeable and supportive of their police agency. It takes only a little creativity and imagination on the part of the chief to have regular positive information about the department shared with the community.

PRACTICAL BROADCAST ELEMENTS

There are two practical truths in the broadcasting field: rumors are always more exciting than the story itself, and knowledge of the target audience is essential. With an understanding of these elements, the local police executive can design the appropriate news and department marketing strategy.

Knowing that the media needs to report on the perceived story, it is in the department's best interest to release complete and accurate information in a timely manner instead of allowing rumors to develop and be reported to the community. Although the burden of getting complete information out to the audience or readership rests with the news reporting media, if the police do not provide appropriate information the news media will seek other sources, and this may not be in the best interest of the department. For guidance in releasing information to the news media, see the model policy on police-media relations published by the IACP National Model Policy Center.[1]

The second key element comes from the marketing arena. The department's chief executive must first and foremost know the target audience, and the message should create change by moving the target audience to take some desirable action. There is an axiom in sales and customer service appropriate to marketing the police department: under-promise and over-deliver. This axiom is as relevant to service delivery organizations such as law enforcement agencies as it is to commercial businesses. Quality customer service consists of delivering what the customer requires and more. In most cases, more is only a little extra, but it can make all the difference in gaining and retaining a satisfied customer. Satisfied customers can be an organization's best advertising resource: word of mouth. Staying connected with customers, knowing what keeps them satisfied or dissatisfied, is extremely important.[2]

A primer on the principles of quality customer service, *The Nordstrom Way: The Inside Story of America's #1 Customer Service Company*, by Robert Spector and Patrick D. McCarthy, is recommended reading.[3] Many of the same principles and practices at Nordstrom can be applied in the law enforcement field with great effect.

POLICE ROLE IN COMMUNITY ECONOMIC DEVELOPMENT

Law enforcement can and should be a player in a community's economic development plan. Business leaders consider quality-of-life elements as they search for new business locations, and public safety services, schools, libraries, hospitals, and cultural and recreational facilities all are included in this consideration. Having an accessible and approach- able police department can become a strong selling point in attracting economic assets and greater growth in populations and tax revenues that can further enhance policing operations. The police chief should reach out to the town's economic development commission and become a partner in this effort.

LESSONS LEARNED

The author brought the lessons learned during a broadcasting career to policing, but it wasn't until later that the marketing components so necessary in community relations became apparent.

After becoming a chief, the author's first step was to open the department to the community. By redefining the department's philosophy, vision, values, mission, and operations, the department made the transition from a legalistic agency to a community-policing agency.

Then, by building positive relationships with area news outlets, the department's philosophy, vision, values, mission, and operations were detailed, improving the community's understanding, appreciation, and support of the police department.

Marketing and the building of relationships with media outlets are not risk-free. The chief executive needs to recognize that there will be infrequent occasions where the department is burned by incomplete or inaccurate reporting by news outlets. But even after this occurs, the chief executive needs to continue releasing the facts and, when appropriate, meet with the publisher or the station owner to discuss inaccurate reporting. Nevertheless, the maxim "The greater the risk, the greater the reward" holds true. Making the agency available to the news media on a daily basis is a risk worth taking. Being available means providing information during slow news days and not only during high-profile events. Slow news days afford the department with opportunities to define and brand itself to the community.[4]

For instance, the police department recently invited local newspaper editors and other community members to the agency's citizen planning session, a five-hour workshop that encourages participants to help police determine their goals and objectives for the future. One of those participants at the Saturday event, Deb Van Engelenhoven, the general manager of the *Knoxville Journal-Express,* later wrote about her experience there in her regular column:

> *I got a glimpse into the personalities of the officers themselves and interacted with them on a human level. I was exposed to the things that make them individuals and the things that make them what they are together as a team. . . . The officers became real to me. They were not just a uniform I saw passing me on the street. . . . I will never look at the Knoxville Police Department the same way again.[5]*

SEEK OTHER MARKETING OUTLETS

News outlets are not the only means to market your agency. Many communities have the following outlets:

- Free newsletters
- Service club meetings and events
- City and department annual reports
- Local corporation and business newsletters
- Internet sites
- Business communication networks
- Social Media (Facebook and Twitter)

The chief executive should use many different local outlets to market the agency to the community. For example, a broadcast e-mail system for sending messages to local businesses about situations affecting them can easily be set up. If a series of thefts, burglaries, con games, and fraudulent practices, for instance, begin occurring in and around the community, a broadcast message can alert the businesses to the situations and help them avoid becoming victims. At the same time, it can advance the department's community outreach efforts.

COMMUNICATE YOUR STORY

This past spring the Knoxville Police Department produced a brochure to communicate its story to three target groups: current community residents, potential residents and businesses, and new officers (for whom this is a recruiting tool). The brochure, which purposely has little writing and does not have the legalistic trappings of many police brochures (patches and badges), relies on eight photographs to market the desired image of the department: police personnel are integral players in the community's quality of life, are approachable, and fulfill many roles.

Two of the photos were taken inside the police station, but the others were taken at identifiable locations in the community. Department personnel are depicted interacting with the public, from the youngest to the most senior residents, which highlights the four principles printed on the cover and back page: service, communication, understanding, and cooperation. Another concept valued and portrayed is the need and importance of community partnerships.

The Knoxville police brochure has a horizontal design and uses color to maximize the message in the photos. The only writing of any length is the department's mission-vision statement, which is the agency's most important document. The mission-vision statement is always referenced and serves as a guide during budget preparation and organizational planning processes, as well as a measurement tool for commendation and disciplinary action. This statement not only defines the values of the organization and its employees' purpose as public servants, but also spells out what the department's employees seek to do and become and succinctly describes the behavioral attributes that are expected of its employees.

The brochure became a collaborative project during the early stages of its development. The brochure concept was shared with a vice president in charge of marketing at a locally owned and managed community bank. The vice president, whose marketing expertise also involves design and production, immediately and enthusiastically offered both financial and technical assistance. The bank paid half of the production costs, and the vice president worked closely with the photographer and printer in a support role. In addition, the bank volunteered to provide further financial assistance in future printings of the brochure. Development of the police department's brochure met the bank's criteria of a special project in which budgeted funds could be directed toward meeting the needs of the community and nonprofit organizations.

The street superintendent with the City of Knoxville Public Works Department, who is also an award-winning photographer, agreed to conduct the photo shoots free of charge. Selection of participants and locations of the photo shoots were arranged. One series of photographs was taken in a middle school library with students. Permission slips with parent or guardian signatures were obtained before pictures were taken.

When undertaking these projects, consider the assistance available from businesses and citizens. Many are willing to help; they just need to be asked. Usually these projects can be done at little cost, involve the department and community working together on a fun project, and make everyone a winner.

The Knoxville brochure was distributed strategically throughout the community to reach specifically targeted audiences. The Knoxville Chamber of Commerce was provided with a large supply to send to prospective businesses wishing to relocate or start their business operations in south-central Iowa. These brochures were also available to potential residents drawn to the area. Additional copies were delivered to the National Sprint Car Hall of Fame and Museum, which is in the background of the cover page. The ticket office at a nearby racetrack and the city's municipal airport terminal were provided with copies. The intended target audience at the three locations is the same as that of the chamber office: visitors, potential residents, and businesses. Other locations where the brochures were placed for distribution include restaurants, the public library, professional offices, banks, and retail outlets. Although visitors to the community may see the brochures at

these locations, for the most part the targeted audience is local residents. Knoxville's Welcome Wagon coordinator was given a large supply to distribute to new residents.

The brochure is used as a recruitment tool and is provided to a targeted audience of people seeking a law enforcement career. The brochure is sent to area colleges with criminal justice or police science departments as a means of putting the agency's identity in front of potential recruits.

CONTINUOUS MARKETING IS NECESSARY

It is important to remember that defining and selling your agency to your community is a constant endeavor. Marketing efforts by the chief executive officer are paramount to maintaining the positive vital connection between agency and community. Partnerships, as a result of developed relationships through communication and understanding, are necessary to a community's well being.

The need for continuous marketing efforts cannot be overstated. Those that do not wish to define themselves will be defined by the various media. Conversely, agencies that positively market their operations and effectively tell their story will become integral partners with the community and recipients of valued support through their communication efforts, which leads to greater understanding and cooperation.

QUICK FACTS

Knoxville, IA

Population……………………………………………..7,731
Median Age………………………………………….39.9
% White……………………………………………97
% African American……………………………………..<1
% American Indian……………………………………..<1
% Asian American……………………………………...<1
% Hispanic American…………………………………..<1
% Other Race………………………………………1

Full-time Police Officers……………………………...…13
Civilian Police Employees………………………………..7

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[3] Robert Spector and Patrick D. McCarthy, *The Nordstrom Way: The Inside Story of America's #1 Customer Service Company*, reprint edition (San Francisco: Wiley, 1996).

[4] See Gary J. Margolis and Noel C. March, "Branding Your Agency: Creating the Police Department's Image," *The Police Chief 71* (April 2004): 25–34.

[5] Deb Van Engelenhoven, "They Give Up a Lot to Protect and Serve," *Knoxville Journal-Express* (April 2, 2004).

EDITOR'S NOTE

Prior to his law enforcement career, the author was news director with AM and FM radio stations in Knoxville, IA. He is an advisor to the IACP Smaller Police Department Technical Assistance Program.

About the Author

Chief Harvey Sprafka (Ret.) is a 30-year law enforcement veteran. He began his career in 1975 in Knoxville, Iowa. During his career, he spent 16 years as a school resource officer and served in patrol and supervisory positions. In 1995 he was appointed chief of the Knoxville Police Department and served until January 2005 when he retired. Chief Sprafka has a bachelor's degree in English and history from Moorhead State College in Minnesota and graduated from the Brown Institute in Minneapolis, Minnesota school of Radio-Television Broadcasting. Chief Sprafka was news and program director for KNIA/KRLS radio in Knoxville prior to becoming a police officer. He served a number of positions in the Iowa Professional Executive Forum and has served as a project advisor for the IACP Smaller Police Department Technical Assistance Program since 2001.

P U B L I C   I N F O R M A T I O N   I N   A   S M A L L   D E P A R T M E N T

By Chief John D. Wintersteen, Paradise Valley Police Department, Paradise Valley, AZ

New Year's holidays can be tough on the public information officer (PIO)—and on the chief—in the Paradise Valley Police Department. Each year, one of the collegiate teams competing in the Fiesta Bowl stays in the community of 14,000 people, and with this influx comes the chance for intense national media attention.

Media coverage of the 2004 Fiesta Bowl took an unfortunate (but not uncommon) turn from the usual feel-good reporting when the star quarterback of the team favored to win was accused of sexual assault very early on New Year's Day, one day before the game. This accusation kicked off a media frenzy that took several weeks to subside.

The Question: How does a small department handle hundreds of media calls, constant presence of media vans in the police station parking lot, and the need to coordinate with other PIOs?

The Answer: Have a good plan and multiple backups for the PIO.

In this case, the PIO and the chief worked 15-hour days on New Year's Day and game day, plus plenty of extra hours over the weekend before the out-of-state media began to return to their home cities on Sunday and Monday.

In the end, relations with reporters and editors were uniformly at least good and in some cases actually cordial. There were a few comments from members of the public criticizing the department for releasing information covered by state public records laws in response to valid media queries and demands; there were no criticisms of the conduct of the actual investigation.

THE DEPARTMENT AND THE MEDIA MARKET

The town of Paradise Valley is sandwiched between two major cities, Phoenix and Scottsdale, in a metropolitan area of three million people.

The police department is a small but full-service agency, with 35 officers and 12 civilian employees. The Field Operations Division lieutenant is the primary PIO, assisted by the chief and the detective sergeant. The detective sergeant (although he has not had for- mal PIO training) also serves as PIO for a regional task force targeted at a particular serial burglar who has operated for more than 10 years, preying on affluent homes where the thief steals jewelry. After several inadvertent releases of crucial information that should have been protected, Paradise Valley offered to provide the task force with a PIO. Because of our long history of success in this field, the other (much larger) agencies agreed.

Other than a small "media room" with a table and chairs off the police station lobby, which is also used as an interview room and for other purposes, the department does not have or need any facilities devoted to the media. When TV reporters want to videotape an interview, they have no problem using offices, the lobby, the classroom, or the exterior of

the station as a backdrop. In fact, these informal locations are preferable to a fixed studio area, as there is more flexibility to choosing an appropriate site.

The metropolitan area includes five major English-language television channels, one Spanish-language TV channel, many radio stations, two major daily newspapers, and a host of specialized free publications. A weekly commercial newspaper is mailed to every resident.

MEDIA RELATIONS GOALS

The Paradise Valley Police Department has three primary public information goals:

- Engage the media to participate in public information activities, such as crime prevention and specific incidents in which the public's help is needed.
- Create support for the department by "telling the police story" to build general goodwill.
- Respond quickly and effectively to media requests and conduct "damage control" activities in those rare instances where it is indicated.

SUCCESSFUL STRATEGIES

The most successful aspect of the department's media strategy is in building long-term relationships with each media outlet. Here's what has contributed to successful relationships:

PIO Tenure

The primary PIO is the longest-serving law enforcement PIO in the state. He was assigned this duty as a sergeant in 1988 and has continued in his capacity though his promotion to lieutenant in 1992 and to the present. He knows all the established media personalities, including news directors and editors, many from their days as reporters.

Response to Queries

On a daily basis, media queries get immediate responses, especially after normal business hours. Whether the query relates to something that occurred in the town of Paradise Valley or a larger issue, reporters can count on being able to talk to someone who will provide the information they request or tell them, with final authority, why it will not be provided.

The department routinely comments on laws, programs, ideals, and other matters not directly related to incidents in the town but makes clear that there will be no comment on events in other jurisdictions.

Recently, after the chief responded to a broad query related to the authority of police officers outside their local jurisdiction in the state of Arizona, reimbursement, and coverage for workers' compensation and liability insurance, the chief asked the reporter why he chose the Paradise Valley Police Department, out of two dozen municipal agencies, to query on these matters. The reporter answered, "Because we know you're very knowledgeable and friendly."

This relationship with the media is helpful, as it establishes communication channels on routine queries as well as issues that come into play when there is a serious incident or a problem. This is beneficial to the department and the town.

Follow-up on Queries

Unless events are moving too quickly, the PIO or chief telephones or e-mails reporters after they have interviewed department members or obtained requested information to ask whether the reporters need more information. Even if they only leave a voicemail message, this gesture creates a climate in which reporters feel that the department is honestly interested in helping them to do their job. These follow-ups also sometimes provide the opportunity for a clarification or correction on some aspect of the story that would not have been accurate or would not have represented the department well.

Empowering the Department

Officers, supervisors, and administrative staff are empowered to talk to reporters. At the scene, facts that have been verified and can be released without compromising the investigation are often released. And the PIO encourages individual officers to contact a specific reporter to tell their own story when they have done something well.

The office staff field calls and handle visits from the media every day. Each morning, they are told which incidents warrant referral to the PIO; for everything else, they use their own judgment. Supervisors are free either to answer media queries or call the PIO. For the most part, the administrative staff is comfortable answering routine queries, whereas patrol supervisors usually contact the PIO.

Feeding Good Stories

When an important arrest is made, the PIO prepares a news release early the next business day from information provided by the officer or supervisor. Feeding stories on small successes, in a form that requires little effort by a reporter, often results in positive articles and television and radio news items.

Coordinating with Other PIOs

When it is apparent that another agency or agencies may become involved in an incident or event, the PIO calls his colleagues—at home, if necessary—to alert them and coordinate on matters such as which agency will provide the primary PIO, what will be released, and when. This fosters a united approach to the media. These organizations include the county attorney, the school district, other law enforcement agencies, and other cities. Periodic meetings also help to cement relationships among PIOs. As in other areas where agencies cooperate regionally, there are no written agreements, bylaws, or other documents that require updating.

Following the Basics of Media Relations

Of course, the basic factors that result in positive media relations are routine: truthfulness, respect for deadlines, allowing access to crime scenes and collisions to the maximum extent practical, providing photos and news releases in electronic format via e-mail for ease of use, and so on.

OTHER CONSIDERATIONS

In many ways, media relations can be the most political area in the department, in the government, and in the community.

Whose PIO?

Police department success with the media may result in the city taking advantage of the relationships the police have established, their skill in writing, and their ability to disseminate information to the media quickly. This can result in the assignment of especially tough media jobs to the police department PIO. Ultimately, the chief and the PIO must decide, depending on the local situation, how much and what kind of support they should provide to other areas of government in their dealings with the media.

An example: After preliminary efforts by the police department to negotiate a contract with a local full-service gas station, the project was taken over by the public works department, and a year later a contract was approved by the town council.

There was no media attention to a routine matter like a contract for refueling until a town resident noticed police cars being refueled at the premium price charged by the station for full service. Although all municipal vehicles were being refueled at the same station, the police vehicles were most noticeable. The resident called the local television channel and characterized paying for full service as "government waste."

The media query was received by the town clerk at town hall, but no one took action to respond. The town manager assigned the police chief to be the spokesperson to explain the value received for the extra cost, including full under-hood and tire checks, window cleaning, and single-source billing. In addition, the contract included a significant discount from the posted pump price and a commitment to provide fuel during emergencies, even during electrical outages. The chief made himself available to explain the situation; he was interviewed sitting on a large rock in front of the police station, not in a studio.

The result was that the television channel held the item for several weeks after the videotaping and finally aired a two-minute story that included the benefits of the contract. No other media picked up the story, and no other queries were received.

For PIO involvement in an issue external to the police department, consider these factors:

- How much time will it take away from the PIO's own media duties and other duties within the department? (Full-time PIOs are rare or nonexistent in small departments.)
- Will it take too much focus away from the police department in the media and the community?
- If the issue has negative potential, will having the spokesperson associated with the police department taint the department in the eyes of the community?
- Will the situation give the PIO too many bosses to satisfy (for example, the mayor, council, city manager, and other department heads)?
- Will the department likely be ordered to handle the issue with the media anyway, even over legitimate objections?
- When the police PIO also serves as the PIO for the city, it may be an opportunity to provide a much-needed service to the city manager and other departments, as well as providing professional growth for the PIO. It can also be a pitfall.

Dealing with Biased Reporters

Every government agency must occasionally deal with reporters (and editors) who are biased to some degree, are overly aggressive, have poor interpersonal skills, and may even have trouble getting simple facts straight.

The key to dealing with these reporters successfully is to approach the problem professionally and unemotionally.

An example: A television reporter asked to do an interview on one subject, and it was approved. In the middle of the interview, while the camera was rolling, the reporter asked

a question on a sensitive, unrelated matter. The PIO's answer was acceptable but obviously ripe to be taken out of context.

The PIO, after consulting with the chief, telephoned the news director of the TV channel and asked to meet with him immediately. The next day, the chief and the PIO went to the newsroom to have a discussion on fairness, trust, and their unwillingness to deal with a reporter who would resort to "ambush" questions. The news director apologized for the reporter's action and indicated that corrective action would be taken.

Taking a complaint to the reporter's superior must be done only after careful thought and with great caution. The following are some considerations:

- Is the issue worth the risk of creating hard feelings?
- Is a complaint likely to start another round of stories on an issue that will die out if it is ignored?
- Are all the facts available on what was printed or aired? For example, it may appear that the reporter is the problem when, actually, some other official provided incorrect information, an editor changed something that made the story wrong or unfair, or a headline or photograph set a tone not intended by the reporter.
- What experiences have other PIOs had with the same reporter or media outlet? Were they successful in achieving the desired result?
- Is there some win-win outcome to strive for?

Some frustration in dealing with reporters and editors is inevitable, so the goal is to keep this frustration to a tolerable level, not to eliminate it entirely.

Satisfying Officers

Detectives and other officers usually want to keep as much information as possible from public release. No matter what is released about a case in progress, even if law mandates the release, one or more of the officers will believe that some piece of the information should have been protected—and probably will be vocal with that opinion. The internal audience of the police department may be the most difficult for the PIO to satisfy.

An example: During a major investigation into child molestations by a fifth grade teacher at the public elementary school, detectives assured victims' parents that their daughters' name would not be released.

With no notice to the police department, the county attorney released documents that contained the girls' names. Detectives and others in the department were angry that the trust they had built with the victims and families had been violated. Whereas most of the anger was directed at the county attorney, there was also anger that the department had not coordinated well enough with the county attorney's office and that the department PIO had not received advance notice of the release so that the victims' parents could at least have been warned.

The following are some ideas of obtaining buy-in from the department staff:

- Coordinate closely with PIOs from other agencies and insist that they discuss any releases that are likely to be controversial with the police department PIO.
- At every opportunity, the PIO must talk to the officers, detectives, and supervisors directly involved in the case, even calling them at home, to notify them of media queries and discuss what must or should be released. Even if those involved disagree with the decision on what to release or when to do it, the fact that they were informed and consulted reduces hard feelings.
- Use major incidents to discuss what was released, what the media did with the information, who made the decisions, and so on as a learning experience for the officers, detectives, and supervisors involved.

- Take advantage of media relations training opportunities for supervisors and detectives so that they know the basics of effective media relations.
- As an exercise, assign others in the department besides the regular PIO to handle queries on less sensitive issues. With some supportive coaching, and perhaps some informal coaching by cooperative reporters, they will see how hard it is and discover how every decision on what to say is likely to be second-guessed by other officers.

As in everything else in media relations, the goal with the department's own employees isn't to avoid all controversy but to deal with it in a way that doesn't cost too much time or engender hard feelings.

Satisfying Elected Officials

Elected officials are subject to many pressures that municipal staff may not feel, and the elections themselves result in a cycle related to the media. An incident that a mayor or council member may all but ignore early in a term may require his or her action in a very visible way just months later. A minor issue may seem much more important from a political point of view.

In small towns and cities, the police chief and the PIO are never far removed from the elected officials—there is nowhere to hide.

An example: The department holds a Public Safety Fair every year in the spring, when the weather is at its best in Arizona. One year, dedication ceremonies for two huge projects (by town standards) were scheduled for the period just before the fair. Both ceremonies required extensive planning and much overtime for officers. Two weeks after the scheduled fair date, a major charity weekend event, sponsored in part by the town and chaired by a council member, also would require extensive planning and work.

The police chief, after consultations in the department with key volunteers and a brief conversation with the town manager, made the decision to cancel the fair that year. In response to a routine inquiry by the reporter for the local weekly paper about the fair (which she had helped publicize in previous years), the PIO faxed a brief news release. The reporter then contacted the mayor for comment, as a routine matter.

The mayor immediately contacted the town manager, and stated that only the mayor and town council should make a major decision like canceling the Public Safety Fair. Another news release was prepared, postponing the fair until a date that fall.

To avoid these situations, several commonsense steps can be taken:

- Set up a system to e-mail, fax, or telephone each elected official when there is a major incident. This system can be expanded to cover more routine decisions and activities. The town manager does the e-mailing, faxing, and telephoning, or directs a department head to do it. In our case, the town manager specified that if he can't be contacted immediately, the police chief and other department heads are to get out the information and inform him later.
- When in doubt, ask—especially if an election cycle is involved.

The goal is to have few or no situations in which an elected official says, "The first I heard about this was when the reporter called me!"

Satisfying Citizens

In police work, any action taken by an officer, detective, dispatcher, other civilian employee, or command officer may offend someone. Often there are conflicting interests, with one party in an incident demanding that all information be withheld and another party wanting the facts widely disseminated though the media.

What may seem to be a simple announcement supported by facts and in the best interest of the citizens involved may be perceived very differently by different parties.

In Paradise Valley—which is home to many nationally known entertainers, political figures, sports stars, and top executives—privacy is more important to many people than loss of property.

An example: The CEO of a major company, which happened to be experiencing serious financial difficulties, was the victim of a burglary in which losses totaled $1 million.

In response to a media inquiry about whether the individual was targeted because he was the CEO of a high-profile corporation, the PIO stated that the circumstances of the burglary did not point to this. Rather, the PIO noted that this burglary was similar to others that had been committed over a period of time.

The CEO's wife was incensed, and called the mayor and the town manager to complain. Her complaint was that the police department should not have released any information or made any statement whatsoever, and she was especially angry that the dollar value of the loss was reported in the news. The media had obtained the information from a police report requested under state public records laws, and the PIO had only verified that the amount of loss in the report was correct.

These factors must be considered with regard to the citizens:

- Avoid blaming the victim, even when the victim's actions or failures directly contributed to the crime or incident. (In the last example, the PIO did not mention that the family had reported that the security alarms were never set in the home and the wall safes were anchored only to the metal studs in the drywall and thus easily removed using tools found in the home.)
- Protect victims and the privacy of everyone who is not arrested or charged with a crime to the extent possible under the law.
- Actively seek out those who have expressed dissatisfaction with the information released to correct factual inaccuracies and, if possible, to absorb criticism in person rather than having it flow through statements to reporters or letters to the editor.
- The chief and other officials must back the PIO unless it is obvious that the information that was released or the comments that were made were improper. There will always be some criticism of the use of a word or phrase, or of some fact (often taken out of context by the reporter) that should not have been published. It is important that at least the chief should start with the presumption that the PIO has done the right thing.
- Cultivate a thick skin and don't take "venting" by victims and their families, friends of suspects, and other parties personally, even when these people are critical or verbally abusive toward the department or the PIO.

The hardest part of being a PIO is not getting the facts and developing media points quickly, talking to reporters and doing interviews, or even juggling PIO duties with other duties in the department. The hardest part is accepting that every news release, every quote, and every interview on the evening news is likely to be criticized by someone.

SMALLER DEPARTMENTS

Although the paradise Valley Police Department is dwarfed by the surrounding municipal police agencies, it is larger than many others. In a smaller department there may be fewer situations that draw media attention, but departments with fewer than 10 officers have the same needs in dealing with the media.

Smaller agencies usually have fewer resources, but among the factors that lead to success with the media, most do not cost money.

Training does cost money, for both registration fees and travel expenses, and in many cases for overtime for another officer to fill the shift. However, over a period of years, it is usually possible to justify the cost for the primary and backup PIOs and the chief to attend formal media training. Although it is best to do this before there is a problem, the reality is that after a complaint from an elected official or citizen about a story, there may be more

willingness to provide funds for formal training. In some cases, local industries or community-minded citizens might pay for PIO training, if acceptance for the donation is not a violation of municipal rules.

If there is an advantage for smaller agencies, it is that the PIO has fewer problems getting information from the chief and officers involved in an incident in regards to what information to release and what media points to make.

Success in media relations is not a matter of money; it is a matter of building relationships and setting priorities, which small departments can do just as successfully—and often more successfully—than larger ones.

CONCLUSION

Every day is a different day with new challenges, but the media strategies of the Paradise Valley Police Department have earned the respect of the media and other law enforcement agencies. No lawsuits have been filed against the department by the media for over a decade, and the media have not attacked the department's media policy in print or on the air. There have been few disputes between reporters and the department, and those that occurred have been resolved with the management of the newspaper or television or radio station.

Successful media relations involve having a PIO who gets to know the local reporters and editors over many years, having a backup PIO and a chief who are trained in this area, making it a priority to respond to and follow up on media queries, empowering everyone in the agency to speak to the media in appropriate circumstances, feeding good stories to reporters, and coordinating with other PIOs.

Success also requires working closely with the rest of the city or town staff on media issues, firm action to resolve problems with reporters or in individual stories, discussing queries and incidents with the officers and detectives involved before releasing information, keeping elected officials informed of incidents and problems so they don't learn about them from a reporter, and being sensitive to victims.

About the Author

John D. Wintersteen served as the chief of the Paradise Valley, Arizona Police Department for 14 years. Besides serving as a Marine and a peace officer, Wintersteen has experience as a working journalist—he was a photographer, reporter, and editor at two daily newspapers in Pennsylvania in the 1960s. Wintersteen received a BA in history from Thiel College in Pennsylvania and an MA in systems management from the University of Southern California. He also pursued graduate studies in radio, television, and film at Temple University. He is a graduate of the FBI National Academy. In 1994, Wintersteen retired from the U.S. Marine Corps. In the final assignment of his 29-year career, he served for four years as head of law enforcement, security, and anti-terrorism at Marine Headquarters in Washington, D.C.

PUBLIC INFORMATION IN COMMUNITY POLICING

By Deputy Chief Beau Thurnauer, East Hartford Police Department, East Hartford, CT

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Homicides are not supposed to occur in tranquil communities of 12,000 in the middle of New England. However, in the spring of 2001, I was summoned from a community meeting when the body of a young Hispanic woman was found on the side of the road near the town line.

Although the event was out of the ordinary, the police department immediately went into crisis mode, and all necessary tasks were accomplished as a matter of routine. I had been chief of police for only three years but had spent 23 years in a nearby town with a population of over 50,000, so I thought I was well-prepared for whatever the community or the media could dish out.

About two days after the event, there were rumblings in the community that our Coventry was no longer a safe place to live and that urban sprawl had reached our town, 12 miles east of Hartford. As a progressive administrator with a great relationship with the media, I decided to call a press conference to quell the rumors and market the progress of the investigation. It was a reaction expected of a chief in a community-policing environment, an environment especially sensitive to relationships with the public. All the local TV channels and newspapers showed up. I knew what my approach would be: I would tell the citizens that they were safe, that this was not a random event and they should feel free to continue their lives as they had last week. Which is basically what I said . . . live . . . on camera.

Then a well-respected local reporter asked me how I knew the citizens were safe and that the event was random. Could I guarantee that the citizens were safe? A million responses flashed through my head. If I said no, I would be contradicting my original comments. If I said yes, I would be asked for details. If I skirted the issue with a generic "nonanswer," I was sure that the reporter would say something like, "Chief, you did not answer my question. Let me repeat it to you."

I wasn't sure how to respond in an objective, authoritative, and convincing manner. I devised an inane, barely professional response and we moved on. This question, and my inadequate response, would be the basis of every media contact I had from that day forward. I was not prepared. I had not done my homework. I had not tested my comments with my staff before the press conference so they could pick them apart and ensure that I had good responses to potential questions.

What I *should* have said is that we had preliminary information that the victim may have known the suspect, so this was not a case of a roving murderer scouting our neighborhoods. Without preparation, I decided that this might be releasing too much information that might hurt the investigation. That was a bad decision. An honest response would have far outweighed any damage I might have done to the case.

My failure to properly prepare was a comment not only on me but on my agency as well. Are proactive contacts by the police ill-advised? Is the chief the right person to be making statements? What if patrol officers are asked questions like this? If community policing is a culture of doing the right thing, did I violate that tenet by doing the wrong thing for the wrong reason?

Like it or not, the community's perception of the Coventry Police Department is partially formed by the media. It is in my and my officers' best interests not only to be well-prepared when the press calls or walks in the door but also to make sure we present a positive image even when there is no crisis.

PURPOSE OF THE MEDIA

The press and the police have overlapping roles and responsibilities. In the words of the Commission on Accreditation for Law Enforcement Agencies (CALEA), "Police agencies have an obligation to inform the public and news media of events that affect the lives of citizens in the community with openness and candor."[1] Change some of the words, and the media have a similar obligation. We often lose sight of this mission and start believing that the role of the press is to ferret out embarrassing information with the intent of discrediting officers and making the police agency look foolish. Why do we believe that the media has an "agenda"? This comes in part from a few bad apples on both sides. At a recent FBI training session on press-police relations, a press representative described several incidents in which the police had denied him access to a fire scene. The police panel member quickly responded with several incidents in which the press had misquoted information in the newspaper.

After further discussion, both sides agreed that the incidents were out of the ordinary but still formed the basis of their opinions about each other. How do we get over these bad experiences? We absolutely must, without question, have an open path of communication between the press and the police. CALEA goes so far as stating in standard 54.1.2 that the police agency being examined must involve the news media in the development of changes in policies and procedures relating to the public information function.[2]

The police need to remember that contacts with the media should fulfill one of two major goals: (1) to fulfill the public's right to know or (2) to market the organization's services to the community. They should never be to correct a wrong committed by the agency or to advance a personal agenda, such as dislike of a certain person.

DAILY PRESS RELEASES

Like many police agencies, my agency had for many years formulated press releases when arrests were made or significant events occurred. Invariably, some media outlet would contact us for more details after receiving the release. Because of these follow-up questions, we revised our release to include more information. It is a common executive fear that too much information will be released and that an investigation will be jeopardized. We have found that honest, comprehensive, commonsense release of information not only reduces the number of follow-up phone calls but also instills trust that we are not hiding information or protecting anyone.

Release of information about significant events may satisfy minimum requirements, but release of other interesting information fosters continued good relations with media outlets and creates an image with the public of an agency that does more than arrest people and write tickets. Many things that we take for granted are very interesting to the public. Have you sent anyone to advanced training lately? How about drug recognition or accident reconstruction? Have you given out gunlocks? Write a press release and market your agency and law enforcement in general. Even weekly statistical reports are interesting to the media. My day shift supervisor compiles a quick computer summary of the past week and sends it out Monday morning. It gives numerical totals for burglaries, suspicious person calls, 911 hang-ups, medical responses, and so on. We let the press decide where to go with it. Sometimes we don't hear from them. At other times, they call and write stories that we never anticipated. Staying in the news in a positive way is good.

My agency was approached by the Knights of Columbus to see if we had any use for handmade dolls one of the member's wives had been making. We wrapped three or four dolls in plastic and put them in the trunk of each cruiser. At family violence scenes or other incidents where children are victims, officers give the dolls to kids. We're not the first agency to come up with this idea; in fact, it's part of many community-policing models. But not every agency markets their efforts. We sent out a story about the program and received more positive press than we'd gotten from any program in the previous year.

We now have a policy that we will distribute a press release every day about *something*. Sure, we miss a day here and there. However, the policy forces us to think about some of

the good things we do and some of the community-oriented activities we participate in, instead of the traditional cops-and-robbers stuff. A quick note on technology: We would never do this unless we had a quick and easy way to get the information out. We preprogram our fax machine to send to all media outlets with one push of the button. Five minutes to write the daily press release and 30 seconds to send it is a very good investment of time. Here are some general rules for making your press release meaningful:

- Make it newsworthy—If you're highlighting new equipment or a new purchase, tell how it will solve a problem or fulfill a community need.
- Write an effective headline—Craft a headline that conveys the importance of your subject immediately.
- Write a strong lead paragraph—Cover the basics of who, what, when, where, and why.
- Market your agency—At the bottom of each release, give a short summary of your town that includes population, square miles, location, incorporation date, and other statistical information that establishes the community.
- Contact information—Include phone numbers, e-mail addresses, and name and rank of the author, as well as call-back information.
- Length—Confine yourself to one page.

WHO DOES THE NEWS RELEASE?

We all have different ideas about who should write news releases. Often our ideas are the result of inheriting a process rather than creating a well-thought-out procedure that meets our needs. Until recently, I handled all calls from the media every morning. In a small agency, it may not be possible to designate another person, or you may not be confident that your designee will release the right information or create the image you desire. However, I found that I was not able to come in each morning and be knowledgeable about every case and every act of vandalism, family violence, and road rage. Therefore, I designated a patrol lieutenant as the press contact. She works day shift Monday through Friday and is a town native. The reporters still call most mornings. They ask for her and have developed a sense of trust that rises above the normal media-police relationship.

It is an added bonus that my media point person is a native of the town, went to high school here, and is on a first-name basis with most of the community. Talk about the ultimate in community-policing efforts! She creates more goodwill in half an hour each morning than most of us do at planned neighborhood meetings and business association visits. The fact that she is a native helps. However, by picking the right contact person, any police department can create a sense of press-police cooperation.

Dispatchers are also relieved, because now they know exactly where to forward press questions, instead of searching around the building for someone who *might* want to talk to the media.

PUBLIC INFORMATION OFFICER TRAINING

With fewer than 30 employees, the Coventry Police Department does not have a press office or a full-time public information officer. If my day shift lieutenant is sick for a week, I may have to assign someone else to the PIO function or field questions and develop press releases myself. If I want all my officers to talk freely to the press (addressed later in this chapter), they should all be trained as public information officers.

Community policing often uses nontraditional approaches to solve old problems. Recognizing that all my staff probably would never receive the level of training I desired for them in media relations, we first met with the Connecticut Police Chiefs Association because it arranges training programs for chiefs and their staffs. Then we all collaborated with our local CBS affiliate in an effort to increase the level of training and create some new personal relationships. I met with the assignment desk editor, and we developed a pilot program to bring selected police officers into the WFSB Channel 3 studios. Officers from chief to patrol officer will be filmed and interviewed on tape. These willing subjects will then be critiqued by media experts and given tips on how they can make a better personal impression and better represent the agency.

Can a Patrol Officer Meet the Press?

At a recent regional chief of police meeting, the news director of a local network affiliate spoke briefly about what media outlets expect when they call police agencies with open- ended questions like "Anything going on?" We all laughed, because we know that the dispatcher who answers this call may have just sent officers to a triple fatality but will likely respond, "Nope, nothing" and hang up.

The news director was taken aback and became a bit defensive, stating that there was a right to know, that this fostered bad relations, and that maybe the media would stop contacting us. The attendees laughed even more heartily and there were some unsolicited comments from the crowd like "Good!" and "Don't call and we won't tell!"

But the atmosphere of frivolity cloaked a serious undercurrent of distrust between the media and the police. The discussion developed into one that concentrated on the common media assumption that the police are not fully disclosing important information and the police assumption that the media will distort the facts to sell the story. This distrust may be one reason that we hesitate to allow non-designated personnel to release information to the press. Will they be misquoted? Will the facts be distorted? If we decide that patrol officers or dispatchers can release information, we need to provide guidelines and training. Few things are worse for a patrol officer than to be at the scene of an incident and have a reporter with a camera and microphone asking direct questions.

Officers in the field will be much more willing to talk if they know that the administration encourages them to talk and will back their response. My instructions to all sworn officers are that they should feel free to discuss the basics—who, what, when, and where. If the reporters get too invasive, they are told to say something to the effect that they are uncomfortable answering any further questions but will get back to them. This gives them time to talk to a supervisor, the chief, or another employee who may have a better under- standing of freedom of information issues.

Although I encourage dispatch staff to answer basic questions from the media, I know there is some phobia about doing so. But "Yes, there was an accident with injuries and the road is closed" is much better than "Nothing going on—bye."

During a discussion at the New England Law Enforcement Executive Development Program put on by the FBI, one participant said that he was much more willing to release information to a reporter he knows on a first-name basis than to an unknown. This sentiment was echoed by several other participants. In the Hartford market, the CBS affiliate has one on-camera news reporter who calls me on a regular basis just to check in. I have spoken to others whom he also calls. At first, I thought I should keep a professional distance, or that this reporter might have an ulterior motive. Yet he continued to call, and our conversations have led to a level of trust I have never had with a news reporter. I have had discussions with him that I requested stay in confidence, and they actually did. In turn, he has shared information with me that shows that he expects the same discretion on my part.

When I described this relationship to one of the reporter's competitors at another network, I was told, "That's not how we do business." As police executives, each of us has to decide how and to whom we want to talk. Let me say, though, that an honest, open relationship is better for us as police leaders, better for our officers, and better for the public.

In our community-policing models, we often forget that the media are as much a part of the community as are our residents. Too often, we complain about articles or stories that malign our profession, and we fail to thank the reporters and editors who partner with us in support of law and order. If we make an effort to foster positive personal relationships with the media, then we have the opportunity to sit back and reap the benefits of good coverage that creates a closer bond with our citizens and more support from town government. The following are some basics for communicating with the media:

- Reporters have deadlines. If you are going to accept an interview, accept immediately.
- Ask the reporter questions before the interview. Know what you will be asked and don't be shy about asking what the reporter expects.
- Rehearse what you want to say. Reporters go over their words before they go live, and so should you. Make notes if you have, and don't hesitate to refer to them.
- Less is more. Get to the bottom line quickly. Support your point with facts, but be brief. The reporter might pause and you think you have to continue. Don't! If you're done, you're done.

SHOULD THE CHIEF BE THE PUBLIC INFORMATION OFFICER?

The public expects the chief of police to know everything that is going on. Although we may not, it is appropriate that we have some knowledge of significant events. Some media outlets call every day and ask for the chief of police. My dispatchers know to refer these calls to the day shift supervisor. Sometimes reporters specifically wish to talk to the chief. In these cases, I talk to them. If I can't answer their questions with authority, I get the details and call them back.

If news stories always say a "police spokesperson", the public may get the impression that the chief is not interested, not involved, or not present. That is not a positive image. A few minutes of preparation are worthwhile. A headline that says, "Chief Obtains Government Grant" portrays the chief as a leader, a success, and an innovator.

RADIO, THE LOST MEDIA SOURCE

The Program and Planning Committee of the Connecticut Police Chiefs Association (CPCA) is burdened with the job of marketing not only the association but the 100 municipal law enforcement agencies in Connecticut. Large state agencies often have a central point of con- tact that sends out press releases about ongoing activity, special events, and breaking news. How do you get 100 small agencies to consolidate all of this information for release? We've tried having agencies fax their news releases and activity reports to the CPCA but often have 50 percent or lower participation. Most departments continue to rely on their own staff to release what they want. Proactive information is negligible.

Radio stations and networks often have public service time that they would be glad to contribute to a public safety message. (This is not as common on television because of the expense.) Radio can put together a 30-second message that markets not only your agency but also policing in general. With this in mind, CPCA met with a local station owner. Through his contacts with the state radio association, we were able to get them to write a 30-second spot that read something like this:

This is John Doe, Anyplace Chief of Police. Historically, warm weather weekends yield a long list of motor vehicle accidents and drunken driving arrests. Many are deadly; all are tragic, sad, or disruptive. The Connecticut Police Chiefs Association, representing every one of the 100 cities and towns we serve, reminds every driver to always buckle up and drive safely. Please follow our firm position that no alcohol is the only amount acceptable when you're driving. The sixty-seven hundred sworn municipal police officers serving Connecticut—our state's largest law enforcement group—want you to enjoy safe and accident-free highways every time you drive.

To give the message a local flavor, we selected chiefs throughout the state to contact the main radio station in their area to arrange a time to tape the message. That way, people were likely to hear a familiar voice from their town.

Substitute holiday messages or change the wording to reflect the time of year. A message like this can reach hundreds of thousands of citizens at no cost.

OUT-OF-THE-ORDINARY PARTNERSHIPS

In Connecticut, FOX News sponsors a show called "Kids News." Middle and high school students write, film, and edit news and feature stories, and submit them for airing. The films go directly to FOX 61 in Hartford, where they are screened and then shown during the 10 p.m. news. At the end of the year, the best stories win awards that eventually garner rewards for the submitting schools, such as new camera equipment for the school.

FOX 61 is always looking for sponsors for these student segments. This fiscal year the premier sponsor is the Connecticut Police Chiefs Association. CPCA pays a flat fee for the sponsorship. In return, the CPCA emblem appears during the showing of the "Kids News" stories, and a voiceover at the end of the story says, "Sponsored by the Connecticut Police Chiefs Association." This community partnership demonstrates the police commitment to the development of the youth in our towns and reinforces the concept that policing means positive interaction, not just penalizing violators. (Channel 61 in Hartford was especially considerate in allowing this sponsorship at a discounted rate.)

POLICE POLICIES ON MEDIA MATTERS

Should all police media guidelines be written? It certainly lets the media know what to expect if the public information procedures are in policy form. It also reduces finger-pointing if everyone knows who is responsible for what. Policy may protect officers if they can cite guidance on the release of information about previous criminal record, character, or reputation; use of mug shots and statements; information about evidence; and the results of any examinations or tests conducted on the accused.

It may be uncomfortable, however, if the policy says you will release certain information that you do not want to release because of unique circumstances. When writing your policies, supply guidelines, but be careful about making inflexible rules that you think you might need to violate.

CONCLUSION

No matter what we do, there is a chance that the media will be there to cover the activity. Inherent in this coverage is the public's right to know. There is no more compelling paradigm in community policing than open communication between the police and the public we serve. One aspect of this communication is our use of and contact with the press. Make it honest, make it well-structured, and make it timely.

As a tribute to this relationship, we have taught for years that a police officer facing an ethical dilemma should picture him- or herself on the front page of the local newspaper or at the top of the 6 o'clock news. Would you be proud to have your actions publicized in this way? If so, you have probably made the right decision.

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About the Author

Deputy Chief Beau Thurnauer, a twenty-two year veteran of the Manchester, Connecticut Police Department, retired at the rank of captain in 1998. From 1998 until 2006 he served as Chief of Police for the Coventry, Connecticut, Police Department. In 2007 Chief Thurnauer accepted a position as Deputy Chief of the East Hartford, Connecticut, Police Department. Chief Thurnauer is Chair of the IACP Crime Prevention Committee. He also served as an advisory group member and trainer for the IACP Smaller Police Department Technical Assistance Program and as a mentor in the IACP New Police Chief Mentoring Project.

Social Media and the Smaller Agency

www.iacpsocialmedia.org

Social media is integrated technology that allows users to generate their own content and share that content through various connections. There are numerous social media tools available, with different characteristics, user demographics, and functionalities. Examples of social media tools include blogs, social networking sites, microblogging sites, photo- and video-sharing sites, wikis, RSS feeds, and podcasting.

Social media has many unique characteristics including:

- Immediacy – Because of this users are able to control the conversation by being the first to disseminate information and by having the ability to immediately respond to incorrect or negative information.
- Interaction – Social media also helps facilitate interaction and engagement between the community and agency, helping to improve communication and relationships.
- Audience – Many social media sites operate free of charge and are accessible by a large and diverse audience through mobile devices and computers.
- Scalable – Social media can be tailored to meet the unique needs of any organization and can be integrated into an agency's communication and outreach strategy.

Organizations of all types and sizes are achieving dramatic benefits by using these tools to reach out to customers and community members in new ways. Law enforcement agencies are finding immense value in social media technology. Departments are using these tools to share alerts and press releases, reach out to the community, and prevent and solve crimes.

IACP's Center for Social Media offers a model policy on social media use and a variety of tip sheets, training materials, data, and case studies on the different social media platforms and how law enforcement agencies are using them. See more at www.iacpsocialmedia.org.

The following case studies of smaller law enforcement agencies effective use of social media are included here with permission from the IACP Center for Social Media.

CASE STUDY: OLIVE BRANCH POLICE DEPARTMENT – GIVING TO THE COMMUNITY AND GETTING BACK

The Olive Branch, Mississippi, Police Department (OBPD) is located in a suburb of Memphis, Tennessee. With 72 sworn officers and approximately 100 civilian employees, including dispatchers, OBPD serves a population of 33,000 in a primarily residential community.

OBPD began using social media in March 2009. Using pictures taken by the Community Relations Officer, OBPD populated their Facebook page with feel-good stories about their officers and the community. In June 2009, the mayor of Olive Branch received a letter from a concerned community member who was dissatisfied with the information available on the Neighborhood Watch page. OBPD realized that Facebook was a much better platform for this information. They could easily keep citizens updated on what was happening in their area and reach a much larger audience than the current, more static Web page. So, OBPD changed their content strategy to include, not only the community relations information, but also, crime news and crime prevention information. With this change, their fan base increased dramatically.

OBPD has found success in multiple areas of operation that have stemmed from social media use. They were able to apprehend a burglary suspect after his description was posted on Facebook and he was recognized by a clerk of a local business who had been monitoring the OBPD Facebook. She promptly called the police. OBPD has also received numerous accolades from their community after weather emergencies such as tornadoes hit the area. During this time, many people did not have power, however, they could use their mobile phones to access Facebook and receive information from OBPD that helped to keep them safe and to get needed resources.

When asked what has made them so successful in the social media arena, Major Tim Presley had a few ideas. The combination of content types keeps people engaged and gives a little something for everyone. OBPD posts a range of content from the feel good stories about officers in the community to the daily crime reports. Major Presley also noted that the citizens to need to be able to reap some benefit from the information and resources they receive via Facebook. Therefore, OBPD makes sure what they post serves to inform and prepare their community to be safer and more knowledgeable.

Major Presley hopes OBPD can continue to learn about social media and do what they are doing even better. He urges other law enforcement agencies to give social media a try, and to begin by finding someone within the department who is media conscious, interested, and cares about social media and the community. Agencies have to be willing to be transparent when they begin using these tools and when they do, the benefits are immeasurable.

CASE STUDY: JUNEAU, ALASKA, POLICE DEPARTMENT – COMMITMENT TO COMMUNITY SERVICE

The Juneau Police Department (JPD) serves the capital city of Alaska. The permanent population of 31,000 residents plays host to over a million tourists each year. The Juneau community is relatively wealthy and well-educated and also has a high rate of Internet use.

The JPD started their journey into social media after Chief Greg Browning made it a priority to update the department's static Web presence. About six months after establishing a Twitter account, the JPD launched their Ask a Dispatcher program, just a small part of a larger commitment of community service. JPD recognizes that no department, including theirs, can afford to lose the support of their community.

There were many unexpected outcomes of the Ask a Dispatcher initiative. The community knows they are heard and uses this forum not just to ask questions, but also to send supportive and positive messages to the department. The messages have also created an archive of knowledge accessible not only to the community, but also to department personnel who may not know the answer to specific questions. In addition, the questions asked paint a picture of the community, with all their needs, wants, and concerns. This has allowed JPD to better direct resources to the areas and issues that are most important to the public.

When JPD was getting ready to launch the Ask a Dispatcher initiative, there was some trepidation from the legal department and others in the agency. However, it was also acknowledged, that these conversations were taking place already, and the Ask a Dispatcher program would allow JPD to take the time to answer these questions in a more well-researched and complete manner. JPD has also learned that some things are just not going to work. When JPD called a virtual town hall meeting they were expecting an audience larger than a single participant. The lesson learned was that people want to communicate, but when it is convenient for them.

When asked what advice they had for other law enforcement agencies getting into social media, Chief Greg Browning and Lieutenant Kris Sell agreed: use common sense, be bold, do your research, and get out there. There are rewards for being bold. While not everything is going to work, by finding innovative ways to engage with the public your agency is showing the community that they will be treated with a sense of respect and responsiveness. The JPD also acknowledged that people are really hungry for this type of interaction. People are creating relationships online every day, and if law enforcement agencies are brave enough to move into that space they will find a willing audience.

CASE STUDY: DUNWOODY, GEORGIA, POLICE DEPARTMENT – TWEETING FROM THE START

The Dunwoody Police Department (DPD) is located in a suburb of Atlanta, Georgia. The department serves the city of 47,000 with 54 sworn officers and 10 civilian employees. Populated with office buildings, a college campus, a mass transit station, and a regional mall, the day time population swells to over 100,000. Residents of Dunwoody are fairly affluent, well-educated, and active Web users.

The city of Dunwoody is young, incorporated on December 1, 2008, and the police department is even younger. DPD's first day serving the community was April 1, 2009 and they hit the ground running with social media, launching their Twitter account the same day. Chief Billy Grogan knew, as a department, they had a unique opportunity to begin their first day with a clean slate. They had no history or reputation with their community and this was their one chance to make a first impression.

DPD decided to use Twitter, and later Facebook and YouTube, to enhance communication with the people, businesses, and organizations in their community. The feedback has been positive. The community feels they know and trust the members of DPD. Today, the department has expanded their social media reach to include Vine, Pinterest, Instagram and Periscope.

Chief Grogan noted that the use of Twitter has been advantageous on other levels as well. In the fall of 2010, a homicide was reported in the vicinity of a school. No students or school personnel were involved in the incident, however, it was immediately picked up by local and national media as a school shooting. Before media crews arrived, DPD officials used Twitter to send out messages from the scene, notifying their followers (a group that contains both community members and media outlets) of the facts of the situation. These quick bursts of immediate, accurate information kept the situation from spiraling out of control.

In addition, a citizen reported several traffic issues to the DPD using Twitter. The department was responsive to his safety concerns, issued several citations and reported the outcome on Twitter. As a result, the citizen contacted a local television station and a positive story about DPD's responsiveness was generated.

As a smaller law enforcement agency, DPD has personnel limitations that keep them from doing everything they would like with social media. However, Chief Grogan notes, that every agency does not have to be present on all social media sites. He understands that many departments may find it confusing or even overwhelming when figuring out where to start with social media. Chief Grogan recommends looking first at your community and how they communicate. Also, look at other agencies and see what they are using, and how they are using it. Take a small bite, he says, picking even just a single tool and learn the ins and outs and how to use it well.

Initially, Chief Grogan recommends starting a social media program out with a centralized approach, which is exactly how the Dunwoody Police Department's social media program started. Chief Grogan was the only person who posted information on any site. The benefits of this centralized approach are you speak with one voice, the message is controlled, there is more accountability and fewer mistakes.

Over time, this model is difficult to maintain, even if the Chief is not the one posting the information. Chief Grogan recommends a decentralized approach for most departments. Today, approximately 18 members of DPD are allowed to post information on the department's social media sites. This method provides broad coverage, the ability to cover real-time events, showcases a variety of personalities and occasionally has that great post that would otherwise not have happened.

Chief Grogan and DPD have found great success in using social media from the very inception of their department's service. The positive comments from citizens on the DPD's various social media platforms have been translated into positives attitudes about the department. A recent email received from a citizen is a vivid reminder of how using social media can benefit every law enforcement agency.

"Hi there: I just wanted to send a little note and let you know how much I appreciate you and your team. Brave people don't come around every day and from what I see on Dunwoody PD Facebook and in the news, you have some brave and wonderful people working at the precinct. I hope you are doing well. Thank you for all you do!!"

As they continue to move forward with their social media endeavors they plan on continuing to increase their community engagement, being transparent and being responsive to their community.

NEIGHBORHOOD WATCH

Encouraging your community to establish a Neighborhood Watch Association can be an effective tool for both crime prevention and strengthening the ties between your department and the community.

Neighborhood Watch unites citizens and law enforcement to deter crime and make communities safer. Sponsored by the National Sheriff's Association, this program was developed to address increases in incidents of burglary and to increase community safety.

Neighborhood Watch relies on citizens to organize and work with law enforcement, bringing the two groups into closer contact and making communication easier, more efficient, and more effective. Through citizens' involvement, the community has an increasing number of people who watch their neighborhood for suspicious activities or crime. This organized effort can make the community less of a target for criminals. However, it is important that the community understands that although Neighborhood Watch reduces crime opportunities, it does not alter criminal behavior or motivation.

These programs also help communities to prepare for terrorist attacks, pandemics, and other emergencies. There is a Neighborhood Watch toolkit available, specifically designed for law enforcement to work with Neighborhood Watch organizations and liaisons to start, build, and revitalize their local programs.

NEIGHBORHOOD WATCH RESOURCES

Bureau of Justice Assistance:
www.ojp.usdoj.gov/BJA/topics/crime_prevention.html National Crime Prevention Council: *www.ncpc.org/topics/neighborhood-watch* National Sheriff's Association: *www.sheriffs.org*
Neighborhood Watch Program: *http://www.nnw.org/*
Neighborhood Watch Awards of Excellence Program:
http://www.nnw.org/publication/neighborhood-watch-awards-excellence-program

VOLUNTEERS IN POLICE SERVICES

www.theiacp.org/VIPS

Law enforcement volunteer programs can be force multipliers that allow agencies to provide additional services, maintain positive relationships, free up officer time for higher level duties, and maximize impact in the community. The Volunteers in Police Service (VIPS) Program developed a variety of resources to enhance the capacity of state and local law enforcement to utilize volunteers.

VIPS RESOURCES

- An e-library of sample documents and forms, including policies and procedures, training materials, and screening forms
- *VIPS Add Value While Budgets Decrease* – a guidebook on budgeting, funding resources, and innovative ways law enforcement is using volunteers.
- *VIPS in Focus*—a publication series that addresses specific elements and issues related to law enforcement volunteer programs
- *Missing Persons: Volunteers Supporting Law Enforcement* – a guidebook on the various ways that volunteers can support missing persons cases
- A model policy developed in collaboration with the IACP's National Law Enforcement Policy Center
- A technical assistance program to help local agencies determine their volunteer needs and design programs that will effectively meet those needs
- A mentor program that pairs new law enforcement volunteer coordinators in need of support with experienced coordinators
- Educational videos and podcasts

FOR MORE INFORMATION

Volunteers in Police Service (VIPS) Program
International Association of Chiefs of Police
http://www.theiacp.org/VIPS
1-800-THE-IACP

NATIONWIDE STRATEGY TO PREVENT AND RESPOND TO IDENTITY CRIME

www.theiacp.org/Identity-Crime

The International Association of Chiefs of Police and Bank of America joined forces to develop a nationwide strategy to combat the alarming trend of identity crime and provide consumer protection that encompassed the critical responsibilities of law enforcement, the private sector, and the public.

The effort created a comprehensive, multifaceted approach to prevent, investigate, and respond to identity crime and effectively aid its victims. To reach this goal, the following objectives were achieved:

- Prevent identity crime.
- Advance investigative techniques.
- Further a coordinated response.

TOOLS

The following tools are available to members of the law enforcement community, the private sector, and the public:

- A Police Chiefs' Toolkit to address principal and essential items facing law enforcement executives regarding identity crime. It includes:
  - Online Resources and tools available through *www.theiacp.org/investigateid/*
  - Training curricula for officers
  - Various models and leading practices
  - Overview of structural responses (for example, fusion centers, task forces, and so on)
- A multi-IACP committee joint resolution outlining the responsibilities of law enforcement relative to identity crime
- A legislative compendium of state-specific and relevant federal legislation
- Prevention and Recovery Toolkits to provide law enforcement agencies with products to assist citizens - *www.theiacp.org/portals/0/pdfs/prevention_toolkit.pdf*
- A uniform law enforcement record request to access financial information more easily

FOR MORE INFORMATION

Visit *www.theiacp.org/Identity-Crime* or contact the project manager, at 1-800-THE-IACP.

CYBER CRIME

IACP CYBER CENTER

www.iacpcybercenter.org

The Cyber Center is a collaborative project of the International Association of Chiefs of Police (IACP), RAND Corporation, and the Police Executive Research Forum (PERF), and is made possible by funding from the Bureau of Justice Assistance, at the U.S. Department of Justice's Office of Justice Programs.

The Cyber Center was developed to enhance the awareness, expand the education, and build the capacity of justice and public safety agencies to prevent, investigate, prosecute, and respond to cyber threats and cyber crimes. It is intended to be a national resource for law enforcement and related justice and public safety entities.

The Cyber Center addresses three principal functional areas:
- Cyber crime investigations
- Digital forensics
- Information systems security

The Law Enforcement Cyber Center will leverage the broad range of resources, training, technical assistance, and research currently offered by partner organizations worldwide.

IACP COMPUTER CRIME AND DIGITAL EVIDENCE COMMITTEE

http://www.theiacp.org/Computer-Crime-and-Digital-Evidence

The Computer Crime and Digital Evidence Committee (CCDE) strengthens law enforcement capabilities to prevent, investigate and prosecute information age crimes involving digital technologies and evidence, promotes expert collaboration among agencies, government, business and academia, identifies resource needs, advocates for enhancements and sharing, and advises Association leadership and members.

The goals of the committee are to:
- Identify gaps and advocate solutions, especially for resources, technologies, and capabilities.
- Improve education and awareness of IACP members and other stakeholders.
- Increase access to training and certification at all levels of law enforcement.
- Promote awareness and education regarding risks, threats, vulnerabilities, procedures, solutions, and technologies.

Tech Minute Video

The Computer Crime and Digital Evidence Committee produced a new Law Enforcement Technology Minute video, Digital Officer Safety, in association with iThreat Cyber Group. The video addresses both awareness and education in building effective digital officer safety policies and procedures. The CCDE Committee also released another Tech Minute video, The Current Climate in Cyber Security, (with the support of Lockheed Martin) that is available on the IACP YouTube channel. *https://www.youtube.com/user/TheIACP*

Additional videos are being produced regarding officer safety and emerging issues associated with cyber crime investigation, digital evidence, and information systems security. Monitor the IACP YouTube channel for new releases.

Resources

- White House Cybersecurity Site
  www.whitehouse.gov/issues/foreign-policy/cybersecurity
- Federal Bureau of Investigation (FBI)
  www.fbi.gov/about-us/investigate/cyber/cyber
- National White Collar Crime Center (NW3C)
  www.nw3c.org/
- Internet Crime Complaint Center
  www.ic3.gov/default.aspx
- High Tech Crime Investigation Association
  www.htcia.org/
- SEARCH Group, Inc.
  www.search.org/programs/hightech
- National Institute of Justice, Digital Evidence & Forensics
  www.nij.gov/topics/forensics/evidence/digital/pages/welcome.aspx
- Symantec: Build a Custom Internet Security Threat Report
  www.symantec.com/security_response/publications/threatreport.jsp
- National Cyber-Forensics & Training Alliance
  www.ncfta.net

Crime Prevention Committee

www.theiacp.org/Crime-Prevention-Committee

The IACP's Crime Prevention Committee investigates and studies all conditions and situations that induce and encourage crime, develop antisocial attitudes, foster civil disturbances, and contribute to juvenile delinquency generally; consider, evaluate, and determine to what extent crime prevention may be accomplished by action of the community as a whole and by the police particularly; develop techniques and methods for the interchange of information and ideas relating to crime prevention between police agencies; and, report to this Association for dissemination to all police agencies all pertinent information and recommendations relating to practical crime prevention programs and legislation that will assist them in establishing effective programs within their jurisdictions.

Additional Resources

- The Virginia Crime Prevention Association provides these standards as an example of how to further an agency's crime prevention mission.
  www.theiacp.org/portals/0/pdfs/Crime%20Prevention%20Stand ards%20-%20VA.pdf

- U. S. Department of Justice, Office of Justice Programs, National Institute of Justice. This Web Site provides information on a variety of subjects and resources for crime prevention practitioners and agencies.
  www.ojp.usdoj.gov/nij/topics/crime-prevention/welcome.htm

- U. S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. This Web Site provides information on a variety of subjects and resources for crime prevention practitioners and agencies, specifically focused on serving children, family and communities.
  www.ojjdp.ncjrs.org

- National Crime Prevention Council. Visitors will find crime prevention and safety strategies, tips, downloadable brochures, tools, newsletters, merchandise and more.
  www.ncpc.org

- McGruff.org. Featuring McGruff the Crime Dog® and his nephew Scruff®, this Web Site teaches children (ages 5-11) about crime prevention, safety, and community service. McGruff.org entertains and educates via games, advice, downloads, and more.
  www.mcgruff.org

- Crime Prevention Coalition of America. This coalition is a nonpartisan group of more than 350 national, state, federal, and community-based organizations that promotes and works towards citizen action to prevent crime. Members include youth development organizations, municipalities, law enforcement agencies, federal and state government representatives, state crime prevention associations, and community-based groups.
  www.ncpc.org/cpca

- National Crime Prevention Association (NCPA). The NCPA is an individual membership association for crime prevention practitioners. It provides a national resource for the enhancement and development of professional crime prevention practitioners. The association offers training, resources, conference opportunities, and information-sharing outlets for the practitioner to help programs grow and expand, as well as educate the practitioner about new emerging trends in the crime prevention field.
  www.ncpc.org/ncpa

- Celebrate Safe Communities (CSC). CSC is an exciting project designed to help local law enforcement agencies and their community partners kick-off celebrations of Crime Prevention Month each October.
  www.celebratesafecommunities.org

- International Society of Crime Prevention Practitioners (ISCPP). The largest crime prevention association in the world, the ISCPP offers resources, training, timely newsletters and programs. They also offer topical information sharing opportunities on child safety, neighborhood watch, and school safety.
  www.iscpp.org

- ASIS International (ASIS). ASIS is dedicated to increasing the effectiveness and productivity of security professionals by developing educational programs and materials that address broad security interests.
  www.asisonline.org

- International CPTED Association (ICA). The mission of the ICA is to create safer environments and improve the quality of life through the use of CPTED principles and strategies.
  www.cpted.net

- National Center for Community Prosecution. Community prosecution involves a long-term, proactive partnership among the prosecutor's office, law enforcement, the community and public and private organizations, whereby the authority of the prosecutor's office is used to prevent crime, solve problems, improve public safety and enhance the quality of life of community members.
  www.ndaa.org/apri/programs/community_pros/cp_home.html

- Los Angeles Police Department. This Web Site provides tips and resources to enhance public safety and reduce the fear and incidence of crime.
  www.lapdonline.org/prevent_crime

School Safety

- IACP Guide for Preventing and Responding to School Violence. This document presents different strategies and approaches for members of school communities to consider when creating safer learning environments. Violence prevention programs work best when they incorporate multiple strategies and address the full range of possible acts of violence within schools.

  Guide for Preventing and Responding to School Violence
  www.theiacp.org/ViewResult?SearchID=92

- New York State Best Practices in School Safety. This document addresses potential security concerns and provides an overview of best practice strategies and methodologies that have been implemented with successful results.
www.theiacp.org/portals/0/pdfs/NYSBestPracticesSchoolSafety.pdf

Senior Fraud

- From the New York State Consumer Protection Board, the pamphlet *"GREAT DEALS" BIG SCAMS A Consumer Guide for Seniors,* provides useful tips for avoiding scams on the elderly.
www.theiacp.org/portals/0/pdfs/ElderlyScams.pdf

Metals Theft

- The Institute of Scrap Recycling Industries (ISRI). ISRI is fully committed to working with law enforcement and affected parties to reduce the unintentional purchase, processing, or sale of stolen materials. Visit their Web Site at *www.isri.org* for recommended practices and procedures for dealing with scrap materials.

Gang Activities

- Best Practices to Address Community Gang Problems. This report provides guidance for communities experiencing gang related activity and contains best practices and solutions.
www.ncjrs.gov/pdffiles1/ojjdp/222799.pdf

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CONTEMPORARY ISSUES IN POLICING

PREFACE: CONTEMPORARY ISSUES IN POLICING

The nature of policing is such that many issues may be considered "contemporary," and those issues are often changing from moment to moment.

Recognizing that a comprehensive summary of all contemporary issues in policing would not be practical for this guide, this chapter features issues that have been identified as specific areas of interest or concern by the U.S. Department of Justice (DOJ), the Bureau of Justice Assistance (BJA), the Office of Community Oriented Policing Services (COPS), and the IACP.

The sampling of contemporary issues highlighted here includes issues that have been a priority for a long time as well as issues that have more recently emerged. This chapter provides resources available to smaller police departments related to gangs, gun violence, methamphetamine, domestic violence, human trafficking, sexual assault, sex offender management, offender re-entry, immigration, and response to mental health crises.

For further information about contemporary issues in policing, visit the "What's New" section of *www.theiacp.org* or *www.BJA.gov.*

G A N G S

Often, smaller communities believe that gangs are exclusively an issue for bigger cities. However, if you have concerns that your community has an emerging gang problem, you are probably not alone. There are many smaller towns and rural communities across the country struggling with the same issue. One of the inherent difficulties in addressing the gang problem is in recognizing it. Much of youth crime is group behavior, although not necessarily gang-related. Some of these groups, although not true gangs in themselves, may try to emulate big city gangs.

The National Youth Gang Center (NYGC) defines a youth gang as "a group of youths or young adults in your jurisdiction that you or other responsible persons in your agency or community are willing to identify as a 'gang.'"

A trend toward short-lived, variable gangs that disappear as rapidly as they develop has been noted in some smaller and rural communities. This could be attributed to a smaller population base, unable to sustain a persistent gang membership. A number of factors may contribute to the emergence of a gang:

- Social agents such as the absence of adult supervision
- Youth faced with spare time not occupied by healthy activities
- Conventional career paths limited or blocked
- A defined place in which to congregate
- Recently arrived ethnic groups facing linguistic and cultural barriers

IACP Gang Resources

With funding from the Bureau of Justice Assistance, IACP provides no-cost training and technical assistance to the law enforcement community to improve their gang and gun violence reduction and prosecution efforts. IACP provides site specific, regional technical assistance sessions.

For more information on these resources, email line *officers@theiacp.com* or visit *http://www.theiacp.org/Gang-And-Gun-Violence-Reduction*

Resources

To deal with this serious community concern, there are a number of resources that are available to your department:

G.R.E.A.T.—*www.great-online.org*
G.R.E.A.T. is a school-based, law enforcement officer-instructed classroom curriculum focusing on preventing delinquency, youth violence, and gang membership, funded by the Bureau of Justice Assistance.

NYGC—*www.iir.com/nygc*
The National Youth Gang Center is a comprehensive, coordinated response to America's gang problem by the Office of Juvenile Justice and Delinquency Prevention (OJJDP).

NCJRS—*www.ncjrs.gov/spotlight/gangs/Summary.html*
The National Criminal Justice Reference Service is an informative guide to dealing with violent street gangs, with helpful links to programs and services.

NGCRC—*www.ngcrc.com*
The National Gang Crime Research Center conducts research on gangs and gang membership.

R E D U C I N G   G U N   V I O L E N C E

http://www.theiacp.org/Gun-Violence-Reduction

As gun violence in our communities becomes increasingly common, law enforcement and community leaders need to take aggressive action to reduce that violence. Gun Violence results in thirty thousand deaths of our citizens and our federal, state, local, and tribal police officers every year in America.

In a nationwide effort to reduce gun violence and save the lives of our citizens and the officers who protect them, the IACP held the 2007 Great Lakes Summit on Gun Violence. Law enforcement leaders, executives, and professionals convened in Chicago to draft recommendations to reduce gun violence in the United States. The report, "Taking A Stand: Reducing Gun Violence In Our Communities," was the result of that summit. "Taking A Stand" provides 39 recommendations addressing three central topics:

- Keeping Communities Safe by improving public understanding about the risks of gun violence through working with community leaders to reduce easy access to firearms, especially for at-risk individuals.
- Preventing and Solving Gun Crime by stopping the flow of illegal guns through sharing information among jurisdictions and training officers to respond to and investigate gun crimes, including tracing all crime guns.
- Keeping Police Officers Safe by reducing the firepower available to criminals through providing protective technologies and improving training and support for officers in handling guns and situations involving guns and their aftermath.

To help law enforcement combat gun violence more effectively and to encourage community leaders to do the same, IACP has also produced "Reducing Gun Violence In Your Community: A Planning Guide To Asses Local Needs And Implement Summit Recommendations." This planning guide is designed to help organizations and individuals assess how far they've come in combating gun violence, identify areas where more work is needed, and track their progress in reducing gun violence in their community.

It is clear that gun violence has been and will continue to be a threat to the safety of our communities. The "Taking A Stand" report and the planning guide extend an opportunity for law enforcement leadership to bring their members, other leaders, legislators, and governing body executives to the table. Gun violence is everybody's problem, but law enforcement is in a unique position to take an aggressive stand and save the lives of our citizens and our officers.

For more information and electronic copies of "Taking A Stand" and the Planning Guide, please visit *http://www.theiacp.org/Gun-Violence-Reduction*

METHAMPHETAMINE

Methamphetamine has become one of the most dangerous drugs in the U.S., and its use is particularly high in smaller communities and rural areas where previously there may have been little to no illegal drug use.

Methamphetamine is a very addictive Schedule II stimulant with a powerful effect on the central nervous system and a high potential for addiction and abuse. A white, odorless, bitter-tasting crystalline powder known by such street names as "speed," "meth," and "chalk," it is primarily available through small, illegal laboratories. As "methamphetamine hydrochloride," it is either smoked or snorted and is known as "crystal," "glass," or "ice." It can also be taken orally or intravenously. It causes increased activity, decreased appetite, and a false sense of well-being. There is an initial rush followed by a state of high agitation that may lead to violent behavior.

Meth is a particularly acute problem for rural and smaller-town law enforcement agencies—including Indian Country. These agencies must deal not only with clandestine drug lab operations using hazardous chemicals but also with an epidemic of meth abusers who have a collateral effect on crime. In some areas it is cited by law enforcement agencies as being their biggest drug problem.

The dangers of meth production and use are being recognized, and several tools have been assembled to help local law enforcement and communities combat this growing epidemic.

RESOURCES

General Information

The following are useful general meth resources:

- White House Office of National Drug Control Policy methamphetamine fact page:
  https://www.whitehouse.gov/ondcp/meth-intro
- The Rural Assistance Center's rural meth resources:
  http://www.raconline.org/rural-monitor/meth-in-a-minute/
- The Department of Justice "Tools for Combating Meth" page:
  www.cops.usdoj.gov/default.asp?Item=1645
- U.S. Drug Enforcement Administration (DEA) methamphetamine
  http://www.dea.gov/druginfo/drug_data_sheets/Methamphetamine.pdf

Meth in Indian Country

The following resources address methamphetamine use in tribal communities:

- Methamphetamine in Indian Country: An American Problem Uniquely Affecting Indian Country - www.justice.gov/archive/tribal/docs/fv_tjs/session_1/session1_presentations/Meth_Overview.pdf
- Safe Indian Communities -

  www.doi.gov/budget/appropriations/2008/upload/Safe-Indian-Communities.pdf

REDUCING DOMESTIC VIOLENCE

www.theiacp.org/Police-Response-to-Violence-Against-Women

Domestic violence is a serious problem, not only for women and children in violent homes but also for society as a whole. Children exposed to domestic violence often return to court years later as juvenile offenders and adult criminal defendants. Experts estimate that a woman has between a one-in-three and a one-in-four chance of being physically assaulted by a partner or ex-partner during her lifetime (ABA Commission on Domestic Violence).

Police can be agents of change, fulfilling a mandate to intervene, hold batterers accountable, and provide protection to victims. A victim's first contact with law enforcement rarely happens after the first, or even the second, domestic incident. Historically, our legal system has become involved only after the pattern of abuse is well established and the level of physical injury has become serious. Victims of abuse in smaller and rural com- munities experience unique challenges particular to the isolated and/or insulated nature of these communities and the lack of access to necessary resources.

Consistent and appropriate response to domestic violence from members of law enforcement is critical to addressing this serious issue in any community. There are many resources available to improve the effectiveness of law enforcement response to domestic violence.

IACP DOMESTIC VIOLENCE RESOURCES

The National Law Enforcement Leadership Institute on Violence Against Women is a no- cost training opportunity available through the IACP. For more information see chapter seven of this guide or visit *http://www.theiacp.org/Leadership-Institute-on-Violence-Against-Women*

Access the following resources at *http://www.theiacp.org/Police-Response-to-Violence-Against-Women*

- Model Policy on Domestic Violence Concepts and Issues Paper on Domestic Violence
- Policy on Domestic Violence By Police Officers
- Discussion Paper on Domestic Violence By Police Officers
- Guidelines to Address Officers Under Orders of Protection
- Protecting Victims of Domestic Violence: A Law Enforcement Officer's Guide to Enforcing Orders of Protection

ADDITIONAL DOMESTIC VIOLENCE RESOURCES

The following are other useful domestic violence resources:

- **Battered Women's Justice Project (BWJP):** BWJP's Criminal and Civil Justice Office offers training, technical assistance, and consultation on the most promising practices of the criminal and civil justice system in addressing domestic violence. Criminal and Civil Justice staff can provide information and analyses on effective policing, prosecuting, sentencing, and monitoring of domestic violence offenders, as well as protection orders, confidentiality issues, divorce and custody, and separation violence. Call 1-800-903-0111 or visit *www.bwjp.org/about_offices.htm*.

- **National Coalition Against Domestic Violence (NCADV):** This coalition serves as a national information and referral center for the general public, media, battered women and their children, and allied and member agencies and organizations. NCADV has a strong track record of providing programs with information and technical assistance, and has promoted the development of innovative programs that address the special needs of all battered women. To access their comprehensive list of state domestic violence coalitions, visit *http://www.ncadv.org/learn/state-coalitions*
- **Office on Violence Against Women (OVW):** This office provides grants and technical assistance for state and local law enforcement to develop effective criminal justice responses to violent crimes committed against women, including human trafficking. For more information, visit *www.justice.gov/ovw*.
- **Stalking Resource Center:** The Stalking Resource Center is a program of the National Center for Victims of Crime. Launched in July 2000 with initial funding from the Violence Against Women Office of the U.S. Department of Justice, their dual mission is to raise national awareness of stalking and to encourage the development and implementation of multidisciplinary responses to stalking in local communities across the country. The Stalking Resource Center consists of five components: a peer-to-peer exchange program, training, an information clearinghouse, a practitioners' network, and a Web site. For more information, visit *https://www.victimsofcrime.org/our-programs/stalking-resource-center*
- **Directory of Crime Victim Services:** This online directory is a resource from the Office for Victims of Crime. It is designed to help service providers and individuals locate nonemergency crime victim services in the United States and abroad. To search the directory, visit *http://ovc.ncjrs.org/findvictimservices/*

H U M A N   T R A F F I C K I N G

Human trafficking, also known as "modern day slavery," is one of the fastest-growing criminal activities. Human trafficking includes individuals who are forced to provide labor, such as domestic servitude or factory or agricultural work, as well as individuals who are forced to perform commercial sex acts against their will.

Often, human trafficking is perceived to be a crime that is conducted at the international level or in urban localities. However, human trafficking can happen anywhere; the isolation of rural and remote areas is also appealing to traffickers seeking opportunities to operate undetected. Local law enforcement is often the first to respond to a human trafficking situation, and therefore plays a vital role in bringing an end to human trafficking in their community.

IACP HUMAN TRAFFICKING RESOURCES

To assist local law enforcement in being prepared to address human trafficking, IACP has made available the resource "The Crime of Human Trafficking: A Law Enforcement Guide to Identification and Investigation." This resource includes a guidebook as well as a three part roll-call training video. For more information on this resource, visit *www.theiacp.org/ViewResult?SearchID=969*

ADDITIONAL HUMAN TRAFFICKING RESOURCES

The following are other useful human trafficking resources:

- **Bureau of Justice Assistance Task Force Grants:** This grant program, designed especially to support local law enforcement and foster collaboration, made funds available to law enforcement agencies to start human trafficking task forces in their communities. If a BJA task force has not already been established in your area, call 800-616-6500 to determine when additional opportunities for task force funding will be announced. Visit
  https://www.bja.gov/ProgramDetails.aspx? Program_ID=51
- **Coalition to Abolish Slavery and Trafficking (CAST):** Based in Los Angeles, CAST provides a variety of victim services, including shelter, legal advocacy, medical care, translation, and counseling, as well as programs and trainings for community members and law enforcement. Visit *www.castla.org* for more information.
- **National Trafficking in Persons and Worker Exploitation Task Force Complaint Line:** This line can provide immediate translation services in over 150 languages. Law enforcement officers can also call this number for assistance in determining whether a case may be trafficking. By providing information gathered through victim interviews, the call taker completes an assessment or intake and connects you with federal law enforcement partners. The hotline is open during normal business hours. If all lines are busy, leave a message and your call will be returned within 24 hours. Call 888-428-7581 or visit

  www.justice.gov/usao-ndia/human-trafficking-response-team/report-case
- **Trafficking Information and Referral Hotline:** Operated by the U.S. Department of Health and Human Services (HHS) has created a toolkit for police on human trafficking. This toolkit includes awareness posters, a brochure for victims, and tips for identifying and interviewing potential victims. The toolkit is available on their website:

  www.acf.hhs.gov/programs/orr/programs/anti-trafficking

- **National Human Trafficking Resource Center:** Operated by Polaris, this hotline can help you determine whether you may have a case of human trafficking, and can identify local resources to assist victims. A dispatcher will be there to answer your call 24/7. The hotline number is 1-888-373-7888, and further human trafficking resources and reports can be found on their website:
  www.traffickingresourcecenter.org/audience/law-enforcement

www.theiacp.org/Police-Response-to-Violence-Against-Women

Sexual violence is a serious social issue that adversely affects the lives of men, women, and children all over the country in communities of all sizes. The impact of sexual violence and assault on victims includes altered physical, mental, social, and emotional well-being.

Unfortunately, according to the National Crime Victimization Survey published in 2005 by the U.S. Department of Justice, most sexual assaults are not reported to authorities and many victims do not seek any supportive services following a sexual assault. As a result, the frequency of sexual victimization is underestimated.

To increase the likelihood that a victim of sexual violence will contact the authorities following an attack, local police agencies must take steps to ensure that the victim feels respected and protected in coming to them. When investigating a sexual assault crime, the officer must demonstrate an understanding of the nature of sexual assault and its traumatic effects upon victims. Utilize the following resources when building an understanding of and sensitivity to sexual assault and victims of sexual violence.

IACP Sexual Assault Resources

The National Law Enforcement Leadership Institute on Violence Against Women is a no-cost training opportunity available through the IACP. For more information see chapter seven of this guide or visit *www.theiacp.org/Leadership-Institute-on-Violence-Against-Women*.

Access the following resources at *www.theiacp.org/Police-Response-to-Violence-Against-Women*

- Model Policy on Investigating Sexual Assault
- Concepts and Issues Paper on Investigating Sexual Assault
- "Investigating Sexual Assault Part I: Elements of Sexual Assault and Initial Response," IACP Training Key #571
- "Investigating Sexual Assault Part II: Investigative Procedures," IACP Training Key #572
- "Investigating Sexual Assault Part III: Investigative Strategy and Prosecution," IACP Training Key #573
- "Pretext Phone Calls in Sexual Assault Investigations," IACP Training Key #574

Additional Sexual Assault Resources

The following are other useful domestic violence resources:

- **Sexual Assault Training and Investigations (SATI):** SATI, Inc. training is for criminal justice professionals, including police, prosecutors, judges, and probation and parole officers. Community-based advocates, social workers, military personnel, state victim and witness assistance employees, and sexual assault forensic examiners and other medical staff will also greatly benefit by obtaining a clear understanding of the role of law enforcement and how collaborative efforts can improve coordinated community responses to crimes of sexual violence. Visit *www.mysati.com* to access this information.

- **National Sexual Violence Resource Center (NSVRC):** NSVRC serves as the nation's principle information and resource center regarding all aspects of sexual violence. It provides national leadership, consultation, and technical assistance by generating and facilitating the development and flow of information on sexual violence intervention and prevention strategies. The NSVRC works to address the causes and impact of sexual violence through collaboration, prevention efforts, and the distribution of resources. Visit *www.nsvrc.org* for more information.
- **Rape, Abuse & Incest National Network (RAINN):** RAINN is the nation's largest anti-sexual assault organization. RAINN operates the National Sexual Assault Hotline and carries out programs to prevent sexual assault, help victims, and ensure that rapists are brought to justice. Visit *www.rainn.org* for more information.

S E X   O F F E N D E R   M A N A G E M E N T

www.theiacp.org/Sex-Offender-Management

State and local law enforcement agencies are on the front line of a significant and growing public safety challenge: returning sex offenders. The National Center for Missing and Exploited Children (NCMEC) estimates that more than 819,218 offenders are listed in state sex offender registries nationwide (December 2014). Further, the most recent statistics from the Bureau of Justice Statistics (BJS) of the U.S. Department of Justice (DOJ) estimates that approximately 234,000 sex offenders are under some form of correctional or community supervision. Equally challenging to law enforcement are the sex offenders no longer under these types of formal supervision.

Law enforcement agencies are employing innovative information-sharing practices and forming partnerships to further enhance and strengthen their abilities to register, monitor, and track registered and unregistered sex offenders.

The IACP is working to develop resources and services to further enhance law enforcement's response to sex offenders in the community. The goal is to increase the capacity of law enforcement to monitor and track sex offenders to reduce recidivism, prevent future sex offenses, and hold offenders accountable.

For more information about sex offender management, visit: *www.theiacp.org/Sex-Offender-Management*. Please contact the IACP for information on new and current resources, including the following:

- A publication, "Managing Sex Offenders: Citizens Supporting Law Enforcement," that offers examples of how law enforcement agencies are using citizen volunteers to enhance and support their sex offender management and enforcement efforts. Available online at *www.theiacp.org/ViewResult?SearchID=756*
- "Tracking Sex Offenders with Electronic Monitoring Technology: Implications and Practical Uses for Law Enforcement", defines and provides examples of electronic monitoring technology, discusses law enforcement involvement with electronic monitoring technology, outlines the benefits and concerns of using this technology, and highlights key considerations for the law enforcement community. Downloads are available at: *www.theiacp.org/ViewResult?SearchID=1007*
- In partnership with the National Law Enforcement Model Policy Center, an IACP model policy addressing sex offenders in the community. Registering and Tracking Sex Offenders Model Policy. The model policy is available at: *www.theiacp.org/MPRegTrackSexOffenders*
- In partnership with the American Probation and Parole Association (APPA), two publications to
  - Provide guidelines for information sharing between law enforcement and corrections regarding sex offenders under supervision.
  - Outline the advantages and disadvantages of electronic monitoring technology used to track sex offenders.
- A quick reference guide for law enforcement executives listing FAQs from the community and providing sample responses.
- An overview of the Adam Walsh Act and the policy and operational implications for state, local, and tribal law enforcement.

Additional Sex Offender Management Resources

National Sex Offender Public Registry: The Dru Sjodin National Sex Offender Public Registry, coordinated by the U.S. Department of Justice, is a cooperative effort between state agencies hosting public sexual offender registries and the federal government. This Web site is a search tool allowing users to find information on registered sex offenders by state, regionally, or nationally. Visit *www.nsopr.gov* to access this information.

OFFENDER RE-ENTRY

OFFENDER RE-ENTRY: EXPLORING THE LEADERSHIP OPPORTUNITY FOR LAW ENFORCEMENT EXECUTIVES AND THEIR AGENCIES

Executive Brief on the IACP/COPS 2006 Summit

Offender re-entry has never posed more serious challenges. Every year roughly 650,000 individuals are released from federal and state prisons to re-enter their communities. Of these 650,000 individuals, nearly two-thirds will be rearrested for a felony or serious misdemeanor within three years of their release, according to the Bureau of Justice Statistics. Communities are clearly struggling to accomplish the difficult work of assisting former offenders in their transition from prison to productive life while protecting the public from those who will re-offend.

Arguably, the seriousness of this struggle is primarily the result of four factors. First, more offenders are re-entering communities than ever before. Whereas roughly 650,000 offenders will return to their communities from prisons this year, that number was nearer 250,000 only twenty years ago. This does not even include offenders released from jails, a number that, in fact, far exceeds the number of those released from prisons. Second, communities are bearing greater corrections costs than ever before. Over the last twenty years, corrections spending increased from $9 billion to $60 billion. Third, offenders are less equipped than ever before to re-enter their communities successfully. Although corrections expenditures have increased dramatically, critical social services for prisoners have, in real terms, decreased. The need for substance abuse treatment and educational programming in prison has never been greater, but the percentage of prisoners receiving these services has actually declined. Fourth, a majority of offenders return to a small minority of communities. As a result, these communities are stretched thin in their efforts to assist returning offenders while working to prevent recidivism.

Given these challenges, failure is, perhaps, to be expected. However, many of the service providers supporting returning offenders refuse to accept this. In the last decade, corrections officers, law enforcement leaders, public health officials, health and human services providers, faith-based organization leaders, welfare officials, employment services providers, and housing and transportation experts have banded together through offender re-entry efforts in order to stop the cycle of wasted lives, disrupted communities, and victimization. These providers work on behalf of offenders by connecting them to critical social services. More importantly, they work on behalf of entire communities by enhancing public safety and reducing recidivism.

In this last objective, no community organization has more at stake than law enforcement agencies. Regrettably, many law enforcement agencies' involvement in offender re-entry efforts has remained largely theoretical. Some notable agencies have designed and led offender re-entry efforts, but research by the IACP and BJA reveals that a majority of law enforcement agencies do not even participate in offender re-entry efforts. Those who do are rarely involved in the planning or design of such efforts. Offender re-entry poses too costly a problem and too important an opportunity for law enforcement agencies to stand by in this manner. The moment has come for law enforcement executives and their agencies to take their place in offender re-entry efforts.

To view the Final Summit Report: Offender Re-Entry, visit the following link: *www.theiacp.org/ViewResult?SearchID=1057*

OFFENDER RE-ENTRY PROGRAM

By Chief Steven McQueen, Winooski Police Department, Winooski, VT

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The Winooski Police Department, with 16 sworn officers, manages an offender re-entry program for 130 felons and offenders in partnership with the Winooski Community Justice Center. The program targets serious and violent offenders who will be returning to Winooski on conditional re-entry status. The Department of Corrections, which administers the offender re-entry program, works collaboratively with the Winooski Community Justice Center—a division of the Winooski Police Department—toward the mutual goal of reducing crime in the community.

WHY MANAGE AN OFFENDER RE-ENTRY PROGRAM?

According to the Vermont Department of Corrections (DOC), Winooski (population 6,800) was home to 242 individuals supervised by the DOC in 2005. Roughly 130 individuals are supervised by the Burlington Community Service Center, the supervising entity for higher-risk offenders. Approximately 24 percent of Winooski students have a family member who is under the supervision of the DOC.

The police in Winooski see it as their responsibility to help maintain a safe and happy community, and they believe offender re-entry provides the best protection to the community from future criminal acts that might be committed by offenders returning after incarceration.

The program works with offenders to help them become productive and responsible members of society. It addresses offenders' reintegration needs, helps them reconnect to the community in a positive and constructive way, and helps them repair some of the harm they have caused to the community and their victims. At the heart of offender re-entry are the goals of preventing further victimization and promoting a safer community.

HOW THE OFFENDER RE-ENTRY PROGRAM WORKS IN WINOOSKI

Qualifying offenders receive financial assistance for housing and basic needs, such as a bus pass, winter or work clothing, and apartment basics. They also receive assistance with obtaining the identification needed for work, mentorship in decision making, access to a group of people interested in their success, the opportunity to repair some of the harm they have caused the community, encouragement, and acceptance.

A re-entry panel meets regularly with each offender to develop and then review a re-entry plan and provide guidance to the offender. Re-entry panels consist of a police officer, a victim's advocate, a probation and parole officer, the city's offender re-entry coordinator, and community volunteers who agree to serve as mentors.

Winooski police officers help guide and supervise offenders. They are in the best position to observe possible problem behaviors that the offender displays and can help correct those behaviors at the earliest possible stage of the program.

The Winooski Offender Reentry Program partners with city and state agencies to help offenders get the help they need. The city's parks department, the county's domestic violence task force, and the state's human services department are among the many organizations that are committed to the success of the program.

The Vermont Department of Corrections provides primary funding for the re-entry program, with a 25 percent match by the City of Winooski. The city contributes in-kind services that include office space, office supplies, administrative support, and so on. The

DOC contributes $55,000 toward the re-entry program. Nevertheless, Winooski has pledged to continue providing re-entry services even if the direct funding were eliminated.

An oversight committee chaired by the chief of police reviews referrals provided by the offender re-entry coordinator to make sure not only that each offender meets guidelines but also that the program is able to completely meet the needs of the offender (to include housing issues, job prospects, and family support) before making a decision to accept any offender into the program.

SUCCESSES AND FAILURES

The program has been in full operation for two years. Seven offenders are now enrolled in the program. One offender has graduated from the program, and two offenders moved from the area before completing the program.

Most returning offenders lack the necessary social skills to reintegrate successfully, but in Vermont, where an offender re-entry program is employed, about 80 percent of the individuals returning to the community, given the chance, can and will make positive changes in their lives. The other 20 percent are contained and controlled through law enforcement action.

Additional resources can be found in the publication "Building an Offender Reentry Program: A Guide for Law Enforcement"

http://www.theiacp.org/portals/0/pdfs/ReentryProgramGuide.pdf

MENTAL HEALTH CRISIS RESPONSE

When police or other first responders interact with children, youth, or adults in mental health crisis, the results often can be negative for everyone involved. This can be a result of misperceptions and misunderstandings on behalf of the responding officer, the youth or adult involved, and the family.

There are several important factors that influence the outcome of an interaction with an individual in mental health crisis. One aspect of that is recognizing that there needs to be an established and understood protocol to ensure officer safety, safety for the individual in crisis, and family member safety during a crisis response.

Promising practices to improve the outcomes of responses to people in mental health crises are beginning to emerge from collaborations between family-run organizations and police departments. Some of the challenges to these emerging collaborations are inconsistent partnership development; lack of information about available resources, issues, and perspectives; as well as the needs of everyone who is involved when police respond to individuals in mental health crisis.

RESOURCES FOR RESPONDING TO ADULTS WITH MENTAL HEALTH CHALLENGES

Use the following resources as a guide in handling mental health issues:

- IACP Guide "Improving Officer Response to Persons with Mental Illness and Other Disabilities" - www.theiacp.org/Portals/0/pdfs/IACP_Responding_to_MI.pdf
- IACP 2009 Summit Report – "Building Safer Communities: Improving Police Response to People with Mental Illness" - www.theiacp.org/Building-Safer-Communities-Improving-Police-Response-to-Persons-with-Mental-Illness
- IACP Model Policy "Dealing with the Mentally Ill"—(*Accessible only to ICAP members*) *www.theiacp.org/ModelPolicies*
- IACP Model Policy "Encounters with the Developmentally Disabled"— (*Accessible only by ICAP members*) *www.theiacp.org/ModelPolicies*
- "Police Response to Persons with Autism" archived webinar presentation- www.theiacp.org/Smaller-Law-Enforcement-Agency-Program
- Police Executive Research Forum—Criminal Justice/Mental Health Consensus Project
  www.policeforum.org/assets/docs/Free_Online_Documents/Mental_Illness/criminal%20justice-mental%20health%20consensus%20project%202002.pdf

RESOURCES FOR RESPONDING TO CHILDREN AND YOUTH WITH MENTAL HEALTH CHALLENGES

The International Association of Chiefs of Police, in partnership with the Federation of Families for Children's Mental Health, released a report featuring recommendations to improve outcomes of encounters between law enforcement and children and youth with mental health problems. www.theiacp.org/Portals/0/pdfs/NationalPolicySummit2009/RoundtableSummary.pdf

6

FUNDING AND GRANT WRITING

PREFACE: FUNDING AND GRANT WRITING

Of all the responsibilities that new chiefs have, seeking out and securing additional funding for technology products, training, equipment, research, and facilities is likely one of the areas in which they have the least experience. However, this is also one of the most valuable skill sets a chief can employ.

Often in smaller communities where budgets may already be stretched thin, many departments are being challenged to "do more with less." This is where knowledge of what grants and alternative funding are available and how to receive that funding is vital, and not having that knowledge, or seeking out someone who does, can be very costly.

Exploring a variety of traditional and non-traditional funding sources and how to successfully apply for available funds after you have found them is the focus of Chapter 6. Several websites that list funding and grant opportunities are included for easy reference. Additionally, it is important to recognize that the resources a department needs may not have to come in the form of money; information about training, products, and equipment that may be available to law enforcement have also been included in this chapter.

INTRODUCTION TO FUNDING RESOURCES

By Corenne Labbe, Prince George's Country Department of Corrections, Maryland

During these budgetary austere times, it is necessary for agencies to rethink how grant funding is sought. Truly, to capitalize on obtaining grant funding, ingenuity and creativity is necessary. As an experienced grants specialist, I have discovered that I could not only seek out traditional avenues but also non-traditional avenues. A paradigm shift had to occur. For smaller agencies, it may appear difficult due to your budgetary and staffing allocations; however, creative thinking and resourcefulness are essential today when seeking out grant funds to enhance or supplement budgetary needs.

As the top manager of your agency, you need to identify that "uniqueness" that you would never have considered previously but could be a source to get grants. As an example, you can no longer see your agency just as a law enforcement agency. You must identify yourself as a public safety agency that improves the quality of life for your citizenry. As public safety officials and/or public servants, we are not only responsible for protecting our citizens but also for promoting a healthy, wholesome environment as well. Therefore, the target population we serve is the entire community, and that should be the focus when seeking grant funds. Do not only seek out grantors that exclusively fund law enforcement activities but also those that fund activities that surround our target populations, such as youth, women, and seniors.

Private Sector Funding

Many endeavors can be accomplished by seeking private sector funding. Private sector sources are foundations and corporations. These organizations do not necessarily provide large amounts of funding; however, they do provide a sufficient amount that can supplement budgetary needs. Begin with your state foundations; a good source to identify those foundations is the Foundation Center's Foundation Directory.

Most areas also have community foundations that are another good source for projects that improve the quality of life. Think about terms that can be interpreted ambiguously. For example, community revitalization may mean "cleaning the streets" to one person but could also mean "drug enforcement strategy" to another. The key term here is "improving the quality of life."

Networking is another factor. Establish a relationship with your local foundation's program manager. Give the program manager a phone call, find out what his or her interests are, and share your interests.

Collaborations

Agencies must consider collaborations or partnerships. Gone are the days of "having the whole pie." Funders are discouraged by duplicative efforts. They like organizations that can maximize resources. In addition to maximizing resources, the funders seek organizations where their projects can be replicated. As a smaller agency, consider whether there is a neighboring agency that may have similar needs, issues, or problems. Collaborating with such an agency will make your application more competitive, as your need will appear to be more significant.

Planning

Lastly, do not get discouraged; as the old adage states, *"Rome wasn't built in a day."* It also takes planning and research to target the appropriate funding sources. After you have targeted the proper funding sources and followed the outlined guidelines in this "Best Practice Guide," colloquially speaking, it will *"show you the money."*

FUNDING RESOURCES

New chiefs identify locating funding sources for their departments as an important area of concern. This section includes resources for obtaining funding for the top requested items and other general resources.

Bureau of Justice Assistance

The Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Department of Justice, the funder for the IACP Smaller Police Department Technical Assistance Program and the New Police Chief Mentoring Project, provides funding to enhance and improve criminal justice systems and services. Most funds are awarded through formula programs administered by governor-designated state justice agencies. These agencies then set priorities and allocate funds within the state. For more information on how a state intends to distribute its formula grant funds, contact the appropriate State Administering Agencies (SAA). BJA funding is also provided on a discretionary basis under congressionally authorized programs, such as the Gang Resistance Education and Training (G.R.E.A.T.) Program and the Project Safe Neighborhoods (PSN) Initiative. Visit BJA's Web site for more information on funding and other resources.

> **Bureau of Justice Assistance (BJA)**
> **810 Seventh Street NW.**
> **Washington, DC 20531**
> **202-616-6500**
> **Fax: 202-305-1367**
> **E-mail: askojp@ncjrs.gov**
> *www.bja.gov*
> *www.usdoj.gov*

Grants.gov

Grants.gov is the central online source for information on finding and applying for Federal grants.

www.grants.gov

Funding Resources for Buildings and Facilities

U.S. Department of Housing and Urban Development (HUD)

Although HUD is primarily known for increasing home ownership and affordable housing, their mission also includes supporting community development. HUD awards grants to organizations and groups for a variety of purposes.

www.hud.gov/grants/index.cfm

U.S. Department of Agriculture, Community Programs

Community Programs, a division of Housing and Community Facilities Program within the U.S. Department of Agriculture, Rural Development, administers programs designed to develop essential community facilities for public use in rural areas. These facilities include schools, libraries, childcare, hospitals, medical clinics, assisted living facilities, fire and rescue stations, police stations, community centers, and public buildings and transportation. Community Programs uses three flexible financial tools to achieve this goal: the Community Facilities Guaranteed Loan Program, the Community Facilities Direct Loan Program, and the Community Facilities Grant Program.

www.rd.usda.gov/programs-services/community-facilities-direct-loan-grant-program

Funding Resources for Personnel

Office of Community Oriented Policing Services (COPS)

COPS awards millions of dollars every year to help community policing keep America safe. This funding supports a wide range of activities. COPS funding helps local law enforcement agencies hire, equip, and train new community policing professionals.

www.cops.usdoj.gov/default.asp?Item=52

Office of Juvenile Justice and Delinquency Prevention (OJJDP)

The OJJDP supports states, local communities, and tribal jurisdictions in their efforts to develop and implement effective programs for juveniles.

www.ojjdp.gov

Funding Resources for Technology and Equipment

Bulletproof Vest Partnership (BVP)

This initiative provides protection for law enforcement officers by assisting states and units of local and tribal governments to equip their officers with armor vests. Federal funds may be used to pay up to 50 percent of an applicant's total vest costs.

www.ojp.usdoj.gov/bvpbasi

IACPNet

This law enforcement Internet portal provides information on policies, ordinances, programs, innovations, and grant alerts.

www.iacpnet.com/iacpnet/

Miscellaneous Funding Resources

The Foundation Center

This organization is dedicated to serving grant seekers, grant makers, researchers, policy-makers, the media, and the general public.

www.foundationcenter.org

IACP Foundation

The mission of the IACP Foundation is to support injured and fallen officers and their families, protect the safety of officers, and support the goals and programs of the IACP. The Foundation honors those who have sacrificed in the law enforcement community, by giving back through our Fallen Officer Fund and through our SELECT Scholarship program. *http://www.theiacp.org/Foundation*
1-800-THE-IACP

Grants and Funding

This resource provides information on grants funding and grant resources.

www.grantsandfunding.com

Federal Register

Federal Register is the official daily publication for rules, proposed rules, and notices of Federal agencies and organizations, as well as executive orders and other presidential documents. Scroll to "grants and cooperative agreements" for funding descriptions.

www.federalregister.gov

Council on Foundations

The Council on Foundations is a membership organization of more than 2,000 grants-making foundations and giving programs worldwide.

www.cof.org

U.S. Department of Justice (DOJ)

On this site, you will find links to current funding opportunities at OJP, listed by their source, and various grant-related forms and information.

www.ojp.gov/funding

Office of Community Oriented Policing Services (COPS)

COPS awards millions of dollars every year to help community policing keep America safe. This funding supports a wide range of activities. Through a national network of Regional Community Policing Institutes (RCPIs), COPS helps local law enforcement agencies meet their community policing training needs.

www.cops.usdoj.gov

U.S. Department of Health and Human Services (HHS)

On this site, you will find the department's agencies that support public safety initiatives, specifically the Food and Drug Administration (FDA) and the Administration for Children and Families (ACF).

www.hhs.gov

USA.gov

This searchable website is designed to give users a centralized place to find information from local, state, and federal government agency websites.

www.usa.gov

Catalog of Federal Domestic Assistance (CFDA)

The CFDA is a searchable database of all federal programs, grants, and other types of assistance available to state and local governments; federally recognized tribal governments; U.S. territories; domestic public, quasi-public, and private profit and nonprofit organizations and institutions; and individuals.

www.cfda.gov

About the Author

Corenne Denise Labbe has more than ten years of experience in the arena of grant writing for law enforcement and the public sector. Ms. Labbe is currently Assistant Division Chief for the Corrections Division of the Prince George's County Office of Public Safety. For several years, Ms. Labbe served as a consultant for LJT Associates, an organization that provides strategic planning, event planning, and grant-writing workshops for community-based organizations. In two years, Ms. Labbe helped obtain over $300,000 for community-based organizations in Prince George's County. Ms. Labbe has also provided consultation for the IACP Smaller Police Department Technical Assistance Program and presented workshops for over 1,000 chiefs nationwide. Ms. Labbe holds a Juris Doctor degree from Howard School of Law in Washington, DC as well as a Bachelor of Science degree from West Virginia State College.

A Best Practices Guide for Grant Writing

Originally Composed By Bridget Newell, Ph.D.
Updated by Thomas C. Caves, Jr., MPA – June 2015

INTRODUCTION

Many law enforcement agencies today utilize grants, which are available from a variety of sources including the federal government, to fund their programs. *Public sector grants* are primarily federal and state grants made to local and state governments or to government agencies. *Foundation grants* are provided by non-profit, charitable organizations, like a corporate foundation or family foundation. The process of securing all types of grant funds requires the completion of a *grant proposal*.

Grants can be both competitive and non-competitive. *Non-competitive* grant applications are approved when the recipient simply meets the requirements or formula established for a particular grant. *Competitive* grants are only awarded when a grantee successfully meets preset criteria, through a written proposal submitted in competition with other prospective grantees.

Federal funds can also be awarded as either *Discretionary Funding or Block Grants.* Block grant funding is federal funding that is administered through a state administering agency, or "S.A.A." With block grants, every state is guaranteed to receive a share of the funds. Applicants seeking block grants apply to the S.A.A.

Discretionary funding is sent to applicants directly from Washington. The competition for discretionary funding is more intense, as these funds are not typically spread evenly among the states. If the best proposals come from one region of the country, that's where discretionary funds will go. Discretionary dollars are granted "at the discretion of" the funder.

PURPOSE OF THE GRANT

A grant proposal is a formal, written request for funds to support a specific program or project. While the exact content of a grant proposal is determined by funding agency guidelines, most grant proposals include information that explains (1) why the funds are needed, (2) what the funds will be used for, and (3) how the funds will be managed.

When planning and writing a grant proposal, it is important to remember that most proposals are submitted in a highly competitive forum. No grant proposal is guaranteed to receive funding, and hundreds of grant proposals may be submitted to the same organization to compete for the exact same funds. Given this fact, grant writers must view their grant proposal as a document with at least two goals: *(1) to inform the reader of their plans, and (2) to persuade the reader that their project is worthy of funding.* That is, they must sell their readers on all of the following points:

- The need or problem they will attempt to *"fix"* with the grant money is significant and worthy of funding.
- The project or program the funds will be used for is planned and designed well, with a good chance of success.
- The agency requesting the funds is capable of successfully managing the funds and completing the proposed project on schedule.

Finally, grant proposals must respond to readers' needs and expectations. This means that grant writers must:

- Explain their background and the situation that needs improving.
- Include details sufficient for clarifying plans to a reader who is unfamiliar with them and who may be reading several other grant proposals at the same sitting.

- Include good reasons for funding the proposed project.
- Ensure that the proposal is well written and easily accessible. Readers who have trouble accessing or understanding important information will not be convinced that the proposed project deserves funding.

CONTENT

Most funding agencies provide guidelines (directions) that identify the information they expect to find in grant proposals submitted to them. These guidelines are invaluable resources and should be viewed as the final word on what should and should not be included in the grant proposal. Do not omit information required by the guidelines. Failure to adhere to the guidelines can be justification for rejecting the proposal.

Despite differences in grant proposal guidelines, most grant proposals require the same general information. The overview below outlines a number of pieces you can expect to include in most grant proposals.

Application Form: In some cases, grant proposals might consist only of a form that must be completed by the applicant. In other cases, a completed application form must accompany a more detailed written proposal. In either case, the grant writer's responsibility is to include all requested information.

Cover Letter: A cover letter or letter of transmittal serves as an introduction to the proposal and can be used as a screening tool for readers. Given that it might be the first component readers see, this letter can be viewed as the initial tool writers use to sell their plans to the funding agency. A typical letter of transmittal includes three sections: (1) an opening that identifies the proposal, (2) a middle that introduces and sells the proposed project or plan, and (3) a closing that contains contact information.

Grant agency requirements differ. However, many detailed written proposals are required to be composed of the sections outlined below:

Section	Purpose	Questions Answered
Abstract or Summary	An abstract provides a concise summary of the grant proposal and therefore includes significant information from each section of the proposal. Because it functions as a stand-alone overview of the proposal, readers may also use it as a screening tool.	• Why are you writing this grant? • What is the purpose of your grant? • How will this grant meet your need?
Problem or Need Statement	This section of the proposal thoroughly describes the need (or problem) that will be met (or solved) through the use of the grant funds. When writing this section, writers should attempt to show that they understand the need or problem and that it is significant or worthy of immediate attention.	• What is the problem? • Why does it exist? • Who is impacted by it?

Solution or Scope	Also called the problem description, this section provides a detailed explanation of how the funds will be used to address the problem or need. In other words, what do you propose to do with the funds? When writing this section, writers should attempt to show that the plan they advocate will successfully resolve the problem or address the need.	• How will you solve the problem (or meet the need)? • What are the details of your plan? • Why is this plan appropriate?
Methods	Sometimes a stand-alone section and sometimes part of the solutions section, the methods section explains how the project or plan will be implemented. When writing this section, writers should strive to provide details rather than assume that readers will know what they mean.	• What methods will you use to implement this plan? • What justifies the use of these methods?
Benefits	Like the methods section, the benefits section is sometimes a stand-alone section and sometimes part of the solution section. Because this information helps to sell the proposed solution, this section (like all others) should be clear, focused, and detailed.	• Who will benefit from the proposed solution? • How will they benefit?
Qualifications	Also called the capabilities section, this section includes information that persuades the reader that the agency or organization requesting the funds is capable of undertaking and successfully completing the proposed project. To supplement this section, writers often include a collection of resumes in an appendix.	• Who will be responsible for undertaking, overseeing, and completing the project? • What are the roles, responsibilities, and qualifications of those involved?
Evaluation Plan	Funding agencies sometimes require that writers include a plan for evaluating the success of the project. Some agencies require the use of an outside evaluator to ensure objectivity.	• How will the success of your project be evaluated? • What justifies the use of this evaluation strategy? • Who will evaluate the project?
Time Line	This section of the proposal identifies when each segment of the proposed plan will begin and end. Whether presenting this information in a table, Gannt chart, or calendar format, the writer must show that time will not be wasted.	• What are the specific scheduled begin and end dates of each component of the plan?
Budget	To some readers, this is the most important part of the proposal. It explains how the money will be spent and justifies the need for the proposed amount. Many guidelines require that this section be presented in the form of a line-item budget, and some require a budget narrative that provides a written justification for (or in place of) a line-item budget.	• Exactly how will the money be used? • Is the requested amount reasonable? Why?
Conclusion	Not always requested, but sometimes helpful, this section allows writers to reiterate the key components of their proposal.	• Highlight issues from problem, solution, and benefit sections.

As indicated above, grant agency requirements differ. Therefore, it is best to view the above information as an introduction to grant proposal content or, as discussed below, a planning tool to use when developing a project plan.

STRATEGY—PLANNING AND WRITING

Select an appropriate funding agency:
Once you have identified a potential funder, review current opportunities from those organizations. In addition to providing information regarding content and format, grant guidelines often include significant information regarding the kind of projects funded by the organization. A careful review of an agency's guidelines usually reveals whether an agency is a viable option for funding a particular project.

Selecting an appropriate agency (i.e. the one most likely to fund a particular project) becomes easier after thoroughly reviewing grant guidelines and making initial contact with funding agency representatives. Some writers have indicated that they use this initial contact to discuss their ideas and determine whether submitting a grant at that time is worthwhile. After identifying agencies that appear to fund projects similar to their own, writers can request guidelines from them.

Draft and revise the proposal. Experienced writers do not tackle a large project all at once. Rather, they chunk their writing projects, drafting one section at a time until the whole is complete. Grant writers at all levels can do the same. Because the guidelines provide specific information regarding content requirements, they can be used to develop an outline of each section of the draft. After making an outline, writers can work on one section at a time until the grant is complete.

Review the proposal. Most writers have a difficult time reviewing their own work. Because they know what they meant to write, they often have difficulty seeing how different what they meant is from what they actually wrote. For this reason, it is best to ask someone unfamiliar with the project to read the draft to identify unanswered questions, unclear statements, or errors in grammar, punctuation and spelling. Ask someone technical to review the proposal for accuracy. Then ask someone outside the industry to review for flow. This second step can help the funders explain to their supporters why they invested in the project.

WRITING STYLE TIPS

A well-written proposal adheres to the standards of good professional writing. Therefore, grant writers should strive to make their proposals clear and easy to understand. The following are ten tips for good business writing. Writers should be aware that these tips are only guidelines; good reasons for ignoring some of them exist, so writers must use their best judgment when finalizing their proposals:

1. **Remember the reader.** Reader expectations are established by the grant guidelines, so it is best to include information that is asked for in the order in which readers expect it. Also, remember that some readers may not be familiar with law enforcement jargon, so including it may confuse rather than clarify the message. Finally, readers are busy. Many readers review more than one proposal in a sitting. To ensure that a busy reader is left with a good impression, writers should strive to make their writing clear and easy to access.

2. **Begin with the main point.** Readers should not have to hunt for important information. Forcing them to do so makes their task more difficult and potentially frustrating. By beginning each paragraph with the main point, writers provide context for readers, and they make accessing important information easier.

3. **Be concise.** Redundant or long-winded sentences and paragraphs are distracting (and sometimes annoying). Use enough words to convey your point, but no more. For example, "To begin this project, we will…" is preferable to "In order to undertake the beginning of this strategic project, this agency will commence to…"

4. **Use clear, specific language.** Big words and jargon often complicate rather than clarify a message. Plain, straightforward English is often the most effective approach. For example, it is often preferable to write "begin" rather than "commence" and "end" rather than "terminate."

5. **Write in a friendly, professional style.** An extremely formal or an extremely casual tone often detracts from the message. As a guideline, grant writers can write in the same style they would use to speak to an important, intelligent colleague or supervisor in a professional setting.

6. **Prefer active voice.** Active voice ("She threw the ball") is preferable to passive voice ("The ball was thrown") because it clearly conveys the sentence's subject (she) and verb (threw) in the order in which most people expect to receive them (subject before verb). When possible, write in active voice to let the reader know who did (or will do) what.

7. **Move from known information to new information.** Good writers provide context for new ideas. They do not simply "jump into" a new topic without warning. Including transitions that connect new ideas to those already present enables readers to follow the discussion and understand how ideas are connected.

8. **Avoid complicated sentences.** Too many complicated sentences make a document overwhelming and hard to follow. Writers should strive to limit the number of long, complicated sentences by varying sentence length. Clarify messages by adhering to tips 3 and 4.

9. **Use correct spelling, grammar, and punctuation.** Whether good or poor, writing reflects on the writer. Sloppy writing indicates carelessness; clear, correct writing suggests that the writer is clear-thinking and careful. To make the best first impression, writers should ensure that the final draft is written in correct English.

10. **Use signal words.** Good writers guide their readers through their documents by including transitional words that tell them what to expect. "Therefore" indicates that an important conclusion follows; "because" indicates that a reason is being presented; "first," "second," and "third" indicate chronology or steps in a plan; and "in addition" indicates that the point that follows is directly related to the previous point. These and other signal words can be very helpful to readers, if they are not overused.

FORMAT

Some grant guidelines include information about formatting the grant proposal. In these cases, the best option is to follow the guidelines. Most grant guidelines today require online submission of proposals. By requiring electronic grant applications, the funder can keep applicants from exceeding page limits, or even the length of specific sections within the proposals. Instead of composing proposals within the electronic submission system, type your proposal in a word processing program such as Microsoft Word. Use the "Word Count" feature under the "Review" tab to keep track of the number of characters you have written. Once your proposal has been completed, copy and paste each section into the online system one section at a time. If you have charts, graphs, pictures, or letters of support that you would like to add to your proposal, add those files as attachments or simply mail them to the funder, with an original copy of your proposal.

RESOURCES AND ASSISTANCE

Undertaking a grant research and writing project can be overwhelming and time-consuming, but no writer has to do all of the work alone. Writers should consider options for delegating tasks within their agency, and they should consider contacting the following resources, all of which can offer a wide range of assistance:

Colleges and universities: Writers can contact local colleges and universities to determine whether they offer classes in grant writing, editing, professional writing, business writing, statistical analysis, and research methods. If such courses are offered, writers can contact professors who teach those courses to determine whether they would be willing to develop a class project in which students help with writing, editing, and project evaluation. Many professors strive to incorporate real-world experience in their classes and would be glad to help if given time to plan.

Some colleges and universities offer internship programs that allow students to receive college credit for work they do outside of school. Again, writers can contact professors or college representatives in student services to determine whether an internship (paid or unpaid) can be arranged to help with grant writing, Internet research, and so on.

Professional organizations: Some local and national professional organizations for writers, fundraisers, and retired professionals may provide free help or advice on grant writing and research. Again, writers could contact professors at local colleges for information about these resources.

As with most complicated projects, planning ahead and utilizing available resources help to make the grant writing task much more bearable. Additional tips can be found in the resources listed in the bibliography that follows.

BIBLIOGRAPHY

Brusaw, C.; Alred, G.J.; and Olin, W.E. *The Concise Handbook for Technical Writing.* NY: St. Martin's Press (1996).

Coley, S.M. and Scheinberg, C.A. *Proposal Writing.* Newbury Park, CA: Sage Publications (1990).

Evaluating a Web Site. Westminster College Giovale Library Web site. *http://www. westminstercollege.edu/library/course_research/www/web_eval/index.cfm.*

The Foundation Center Web site. *http://foundationcenter.org/.*

Grantmaker Information. The Foundation Center Web site. *http://foundationcenter.org/ grantmakers/.*

The Grantsmanship Center Web site. *http://www.tgci.com.*

Locke, L.F.; Spirduso, W.W.; and Silverman, S.J. *Proposals That Work: A Guide for Planning Dissertations and Grant Proposals.* (3rd ed.) NY: Sage Publications (1993).

Locker, K.O. *Business and Administrative Communications.* (4th ed.) NY: Irwin McGraw Hill (1997).

A Proposal Writing Short Course. The Foundation Center Web site. *http://foundationcenter.org/getstarted/tutorials/shortcourse/index.html*

Checklist for an informational Web page. Widener University Wolfgram Memorial Library Web site. *www.widener.edu/about/campus_resources/wolfgram_library/evaluate/info.aspx.*

Williams, J.M. *Style: Ten Lessons in Clarity and Grace.* (4th ed.) NY: HarperCollins (1994).

STATE ADMINISTERING AGENCIES

State administering agencies are an administrative division of the government, who are authorized to act for the federal government in terms of managing, applying, prioritizing, and distributing federal grant money that is awarded to them. Agencies provide various grant programs in justice and education, highway safety, homeland security, and law enforcement issues. Examples of these programs are the Community Development Block Grant program, grants awarded to families of homicide victims, grants to help victims of domestic abuse, the Violent Offender Incarceration and Truth-in-Sentencing Incentive Grant, the Drug-Free Communities program, the Violence Against Women program, and residential substance abuse treatment for state prisoners. To find out information on your state, contact the appropriate agency: An updated contact list is maintained by the U.S. DOJ Office of Justice Programs *http://ojp.gov/saa/*

Alabama

Alabama Department of Economic and Community Affairs
Post Office Box 5690 (401 Adams Avenue)
Montgomery, Alabama 36103-5690
(334) 242-5811
www.adeca.state.al.us/

Alaska

Division of Alaska State Troopers
5700 East Tudor Road
Anchorage, Alaska 99507
(907) 269-5082
www.dps.state.ak.us/ast/

Arizona

Arizona Criminal Justice Commission
1110 West Washington Street, Suite 230
Phoenix, Arizona 85007
(602) 364-1146
www.acjc.state.az.us/

Arkansas

Arkansas Department of Finance and Administration
Post Office Box 3278
(1509 West Seventh Street)
Little Rock, Arkansas 72203
(501) 682-1074
http://www.accessarkansas.org/dfa/

California

California Governor's Office of Criminal Justice Planning
1130 K Street, Suite LL60
Sacramento, California 95814
(916) 323-7612
http://www.ojp.usdoj.gov/saa/ca.htm

Colorado

Colorado Department of Public Safety
Division of Criminal Justice
700 Kipling Street, Suite 1000
Denver, Colorado 80215
(303) 239-4400
www.cdpsweb.state.co.us

Connecticut

Connecticut Office of Policy and Management
Justice Planning unit
450 Capitol Avenue
Hartford, Connecticut 06106
(860) 418-6200
www.opm.state.ct.us/

Delaware

Delaware Criminal Justice Council
Carvel State Office Building
820 North French Street, Tenth Floor Wilmington, Delaware 19801
(302) 577-8728
www.state.de.us/cjc/index.htm

District of Columbia

Office of the Deputy Mayor for Public Safety and Justice
Justice Grants Administration
The John A. Wilson Building
1350 Pennsylvania Avenue, NW, Third Floor
Washington, DC 20004
(202) 727-0605
http://ola.dc.gov/dmpsj/site/default.asp

Florida

Florida Department of Law Enforcement
Office of Criminal Justice Grants
2331 Phillips Road Tallahassee, Florida 32308

(850) 410-8701
www.fdle.state.fl.us/grants

Georgia

Criminal Justice Coordinating Council
503 Oak Place, Suite 540
Atlanta, Georgia 30349
(404) 559-4949 Ext. 116
www.state.ga.us/cjcc/

Hawaii

Hawaii Office of the Attorney General
Crime Preventions Justice Assistance Division
235 South Beretania Street, Suite 401
Honolulu, Hawaii 96813
(808) 586-1150
www.cpja.ag.state.hi.us/

Idaho

Idaho State Police
700 South Stratford Drive
Meridian, Idaho 83680-0700
(208) 884-7047
www.isp.state.id.us/

Illinois

Illinois Criminal Justice Information Authority
120 South Riverside Plaza, Suite 1016
Chicago, Illinois 60606
(312) 793-8550
www.icjia.state.il.us

Indiana

Indiana Criminal Justice Institute
One North Capitol Avenue, Suite 1000
Indianapolis, Indiana 46204
(317) 232-1230
http://www.in.gov/cji/

Iowa

Iowa Governor's Office of Drug Control Policy
1112 East Grand Avenue
Des Moines, Iowa 50319
(515) 281-3788
www.state.ia.us/odcp

Kansas

Kansas Criminal Justice Coordinating Council
700 Southwest Jackson Street, Room 501
Topeka, Kansas 66603
(785) 296-0923

http://www.governor.ks.gov/grants/kcjcc.htm

Kentucky

Kentucky Justice Cabinet
Bush Building, Second Floor
403 Wapping Street
Frankfort, Kentucky 40601
(502) 564-7554
http://justice.ky.gov/

Louisiana

Louisiana Commission on Law Enforcement
and Administration of Criminal Justice
1885 Wooddale Boulevard, Suite 1230
Baton Rouge, Louisiana 70806-1511
(225) 925-3513
www.cole.state.la.us

Maine

Maine Department of Public Safety
104 State House Station
18 Meadow Road
Augusta, Maine 04333-0104
(207) 287-3902
www.state.me.us/dps

Maryland

Maryland Governor's Office of Crime Control
and Prevention
300 East Joppa Road, Suite 1105
Towson, Maryland 21286-3016
(410) 321-3521
www.goccp.org

Massachusetts

Massachusetts Executive Office of Public Safety and
Security
Program Division
One Ashburton Place, Suite 2133
Boston, Massachusetts 02108
(617) 727-6300 Ext. 25319
*http://www.mass.gov/?pageID=eopshomepage&L=1&L0
=Home&sid=Eeops*

Michigan

Michigan Department of Community Health
Office of Drug Control Policy
Lewis Cass Building
320 South Walnut Street, Second Floor
Lansing, Michigan 48913
(517) 373-2952
www.michigan.gov/mdch

Minnesota

Minnesota Office of Justice Programs
Town Square, Suite 100
444 Cedar Street
St. Paul, MN 55101-5100
(651) 201-7350
http://www.ojp.state.mn.us/Grants/JAC/index.htm

Mississippi

Mississippi Department of Public Safety
Division of Public Safety Planning
Post Office Box 23039 (3750 I-55 North Frontage Road)
Jackson, Mississippi 39211
(601) 987-3980
www.dps.state.ms.us

Missouri

Missouri Department of Public Safety
Harry S. Truman State Office Building
Post Office Box 749 (301 West High Street, Room 870)
Jefferson City, Missouri 65102-0749
(573) 751-5997
www.dps.mo.gov/

Montana

Montana Board of Crime Control
Department of Justice
Post Office Box 201408 (3075 North Montana Avenue)
Helena, Montana 59620-1408
(406) 444-2947
www.mbcc.state.mt.us

Nebraska

Nebraska Commission on Law Enforcement and
Criminal Justice
Post Office Box 94946 (301 Centennial Mall South,
Fifth Floor)
Lincoln, Nebraska 68509
(402) 471-3416
www.ncc.state.ne.us/

Nevada

Nevada Department of Public Safety
Office of Criminal Justice Assistance
555 Wright Way
Carson City, Nevada 89711-0900
(775) 687-4166
http://ocj.nv.gov/

New Hampshire

New Hampshire Department of Justice
Office of the Attorney General
33 Capitol Street

Concord, New Hampshire 03301
(603) 271-7987
www.state.nh.us/nhdoj/

New Mexico

New Mexico Department of Public Safety
Post Office Box 1628 (4491 Cerrillos Road)
Santa Fe, New Mexico 87504
(505) 827-3424
www.dps.nm.org/

New York

New York State Division of Criminal Justice Services
4 Tower Place
Albany, New York 12203-3764
(518) 457-8462
www.criminaljustice.state.ny.us/

North Carolina

North Carolina Department of Crime Control
and Public Safety
Governor's Crime Commission
1201 Front Street, Suite 200
Raleigh, North Carolina 27609
(919) 733-4564 ext. 233
www.nccrimecontrol.org

North Dakota

North Dakota Office of the Attorney General
Bureau of Criminal Investigation
Post Office Box 1054 (4205 North State Street)
Bismarck, North Dakota 58502
(701) 328-5521
www.ag.state.nd.us/BCI/BCI.htm

Ohio

Ohio Governor's Office of Criminal Justice Services
140 East Town Street, 14th Floor
Columbus, OH 43215
(614) 466-0352
www.ocjs.ohio.gov

Oklahoma

Oklahoma District Attorney's Council
421 North West 13th Street, Suite 290
Oklahoma City, Oklahoma 73103
(405) 264-5008
www.ok.gov/dac/

Oregon

Oregon Department of State Police
Criminal Justice Information Services Division

400 Public Service Building
Salem, Oregon 97310
(503) 378-3725 Ext. 4145
http://www.oregon.gov/OSP/CJIS/index.shtml

Pennsylvania

Pennsylvania Commission on Crime and Delinquency
Federal Square Station
Post Office Box 1167
Harrisburg, Pennsylvania 17108-1167
(717) 787-8077 Ext. 3013
www.pccd.state.pa.us

Rhode Island

Rhode Island Justice Commission
One Capitol Hill, Fourth Floor
Providence, Rhode Island 02908
(401) 222-4495
www.rijustice.state.ri.us

South Carolina

South Carolina Department of Public Safety
Office of Justice Programs
Post Office Box 1993
Blythewood, South Carolina 29016
(803) 896-8706
www.scdps.org/ojp/

South Dakota

South Dakota Office of the Attorney General
State Capitol Building
500 East Capitol Avenue
Pierre, South Dakota 57501-5070
(605) 773-6313
www.state.sd.us/attorney/attorney.html

Tennessee

Tennessee Department of Finance and Administration
Office of Criminal Justice Programs
William R. Snodgrass Tennessee Tower
312 Eighth Avenue North, Suite 1200
Nashville, Tennessee 37243-1700
(615) 741-8277
www.state.tn.us/finance/rds/ocjp.htm

Texas

Texas Office of the Governor
Criminal Justice Division
Capitol Station
Post Office Box 12428
Austin, Texas 78711
(512) 463-4997
www.governor.state.tx.us/divisions/cjd

Utah

Utah Commission on Criminal and Juvenile Justice
State Capitol Building, Room 101
Salt Lake City, Utah 84114
(801) 538-1812
www.justice.state.ut.us/

Vermont

Vermont Department of Public Safety
Waterbury State Complex
103 South Main Street
Waterbury, Vermont 05671-2101
(802) 241-5272
www.dps.state.vt.us

Virginia

Virginia Department of Criminal Justice Services
805 East Broad Street, Tenth Floor
Richmond, Virginia 23219
(804) 786-1577
www.dcjs.virginia.gov/

Washington

Washington State Department of Community,
Trade and Economic Development
Post Office Box 48300
Olympia, Washington 98504
(360) 725-3025
www.cted.wa.gov

West Virginia

West Virginia Division of Criminal Justice Services
1204 Kanawha Boulevard East
Charleston, West Virginia 25301
(304) 558-8814 Ext. 202
www.wvdcjs.com

Wisconsin

Wisconsin Office of Justice Assistance
131 West Wilson Street, Suite 202
Madison, Wisconsin 53702
(608) 266-7638
http://oja.state.wi.us

Wyoming

Wyoming Office of the Attorney General
Division of Criminal Investigation
316 West 22nd Street
Cheyenne, Wyoming 82002
(307) 777-7840
http://attorneygeneral.state.wy.us/dci/

ACCESSING FREE RESOURCES FOR SMALLER POLICE DEPARTMENTS

By Chief Paul Schultz, Lafayette Police Department, Lafayette, CO

Judicious chiefs are always keeping their eye out for resources that their department can take advantage of, especially those that are of little or no cost to them. Seeking out these resources, however, can be time-consuming. The following is a sample starter list, but I strongly encourage you to do your own research into what is available to you locally.

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE (*www.theiacp.org*)

- Smaller Police Department Technical Assistance Program:
  www.iacpsmallerdepts.org
- New Police Chief Mentoring Project:
  www.iacpmentoring.org
- Quarterly publication, *Big Ideas for Smaller Law Enforcement Agencies*, topics have included Internal Affairs, Models of Cooperation, Leadership, Recruitment and Retention, Strategic Planning, and Budgeting:
  www.theiacp.org/documents/index.cfm?fuseaction=document&document_id=837
- Police Chiefs Desk Reference:
  www.theiacp.org/Desk-Reference
- Technology Desk Reference:
  www.theiacp.org/Technology-Technical-Assistance-TTAP-Program#TDR

PRIVATE, STATE, FEDERAL GRANTS

- Philanthropic Organizations—Almost every major metropolitan area has a philanthropic organization.
- Responder Knowledge Base Program—RKB:
  www.firstresponder.gov/Pages/Responder%20Knowledge%20Base.aspx
- Domestic Preparedness Equipment Technical Assistance Program—DPETAP:
  www.ojp.usdoj.gov/odp/docs/dpetap.htm
- Propositioned Equipment Program—PEP:
  www.gpo.gov/fdsys/granule/USCODE-2012-title6/USCODE-2012-title6-chap2-subchapI-partB-sec725
- Interoperable Communications User's Handbook:
  www.ojp.usdoj.gov/odp/equipment_interopcomm.htm
- System Assessment and Validation for Emergency Responders Program—SAVER:
  www.firstresponder.gov/SAVER/Pages/AboutSaver.aspx
- State Homeland Security Grant Program:
  www.fema.gov/homeland-security-grant-program
- Urban Area Security Initiative Grant Program—UASI:
  www.fema.gov/urban-areas-security-initiative-nonprofit-security-grant-program
- Public Safety Interoperability Communications Grant Program:
  www.fema.gov/pdf/government/grant/bulletins/info258_psic.pdf
- Citizen Corps:
  www.ready.gov/citizen-corps

- Emergency Management Performance Grant:
  www.fema.gov/emergency-management-performance-grant-program
- Port Security—Container Security Initiative:
  www.cbp.gov/border-security/ports-entry/cargo-security/csi/csi-brief
- Transit Security:
  www.fema.gov/transit-security-grant-program

Additional Resources

- **Free University and Community College Resources:** Can be used for management training, computer resources, and applicant testing.
- **Background Investigations for Police Applicants:** Can be outsourced at relatively low cost; several companies provide this service.
- **Free Training by Being a Co-Host Training Site for Any Major Training Institution**
- **Local Grant Initiatives:**
  - Hospitals (AEDs)
  - Big box stores
  - Upgrading equipment through the power of negotiation of professional contracts
- **1033 Program:** DRMO—Defense Reutilization Marketing Office (free equipment for law enforcement use):
  www.dispositionservices.dla.mil/leso/pages/1033programfaqs.aspx
- **The National Law Enforcement and Corrections Technology Center:** (technology assistance, free training, product evaluation) *www.justnet.org/*
  - NLECTC National: *www.nlectc.org/national/*
  - Border Research and Technology Center (BRTC): *www.nlectc.org/brtc/*
  - Office of Law Enforcement Standards: *www.nist.gov/law-enforcement-portal.cfm*
- **National Association for the Exchange of Industrial Resources:** (free office supplies, free tools, youth supplies):
  www.naeir.org/aboutnaeir.cfm
- **National Center for Missing and Exploited Children:** (free training, free equipment, free technical assistance, free investigative assistance):
  www.missingkids.com/LawEnforcement
- **National Missing and Unidentified Persons System:** (free testing of unidentified human remains and free family reference DNA sample kits):
  www.namus.gov/resources.htm
- **Rural Law Enforcement Technology Center:** (free training, free scheduling software, free crime scene software, National School Safety Center, 1033 Assistance):
  www.nlectc.org/ruletc/
- **National Center for Rural Law Enforcement:** (free training, free computer enhancements, free management training, COPS Serve):
  www.ncrle.net
- **Technology Transfer Program:** (free investigative equipment):
  www.epgctac.com/
- **Regional Community Policing Institutes:** (free training, free community policing reviews, free technical assistance, and free problem-based learning):
  www.cops.usdoj.gov/Default.asp?Item=229 or *www.rcpinetwork.org*

- **Free Drug Enforcement Training:**
  - Midwest Counter Drug Training Center: *www.counterdrugtraining.com/*
  - North Dakota National Guard: *www.guard.bismarck.nd.us/*
  - High-Intensity Drug Trafficking Areas: *www.whitehousedrugpolicy.gov/hidta/index.html*
  - Drug Enforcement Administration: *www.dea.gov*
    - Regional Centers for Public-Safety Innovation: *www.rcpinetwork.org/*
    - Drug Endangered Child Training: *www.whitehousedrugpolicy.gov/enforce/dr_endangered_child.html*

- **Regional Information Sharing Systems** (low-cost–discounted/free training, consultant experience, specialized equipment use, crime analysis):*www.iir.com/riss/* **Six RISS Regions:**
  - Middle Atlantic-Great Lakes Organized Crime Law Enforcement Network® (MAGLOCLEN)
  - Mid-States Organized Crime Information Center® (MOCIC)
  - New England State Police Information Network® (NESPIN)
  - Rocky Mountain Information Network® (RMIN)
  - Regional Organized Crime Information Center® (ROCIC)
  - Western States Information Network® (WSIN)

- **Federal Law Enforcement Agencies**
  - FBI: *www.fbi.gov/lawenforce.htm*
  - DEA: *www.dea.gov/programs/training.htm*
  - ATF: *www.atf.treas.gov/index.htm*
  - USMS: *www.usmarshals.gov/*
  - ICE: *www.ice.gov/partners/lenforce.htm*
  - Postal Inspection Service: *http://postalinspectors.uspis.gov/*
  - Secret Service: *www.secretservice.gov/*
  - FEMA: *www.fema.gov/emergency* (Free Training, Free Investigative Assistance, Free Equipment)

About the Author

Chief Paul Schultz has more than 40 years of experience in law enforcement and has served as the Chief of Police for towns in Nebraska and Colorado for a combined total of 18 years. Chief Schultz served as an Advisory Board Member to the Smaller Police Department Technical Assistance Program for the IACP. Chief Schultz has also served as President of both the Police Chiefs Association of Nebraska and the Colorado Association of Chiefs of Police.

7

RESOURCES

P R E F A C E :   R E S O U R C E S

Whether they are novices or have many years of experience, knowledge of and access to resources enhances any chief's career. There are resources available to law enforcement at the local, tribal, state, and federal levels and through non-profit and private organizations as well.

With the vast amount of resources available, Chapter Seven provides a preliminary review of these resources, primarily focusing on those readily available from the IACP. The IACP offers a variety of programs, resources, and services, often at little or no cost. This chapter also has information about resources available through state associations of chiefs of police as well as information about accreditation. Finally, a brief overview is provided of the multitude of resources available online.

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

HISTORY

Founded in 1893, the International Association of Chiefs of Police's goals are to advance the science and art of police services; to develop and disseminate improved administrative, technical, and operational practices and promote their use in police work; to foster police cooperation and the exchange of information and experience among police administrators throughout the world; to bring about recruitment and training in the police profession of qualified persons; and to encourage adherence of all police officers to high professional standards of performance and conduct.

Since 1893, the IACP has been serving the needs of the law enforcement community. Throughout the past 100-plus years, we have been launching historically acclaimed programs, conducting groundbreaking research, and providing exemplary programs and services to our membership across the globe.

Professionally recognized programs such as the FBI Identification Division and the Uniform Crime Records system can trace their origins back to the IACP. In fact, the IACP has been instrumental in forwarding breakthrough technologies and philosophies from the early years of our establishment to now, as we approach the 21st century. From spearheading national use of fingerprint identification to partnering in a consortium on community policing to gathering top experts in criminal justice, the government, and education for summits on violence, homicide, and youth violence, the IACP has realized our responsibility to affect the goals of law enforcement positively.

MISSION

The International Association of Chiefs of Police is dedicated to advancing and promoting the law enforcement profession and protecting the safety of law enforcement officers. Drawing on the expertise and experiences of its membership and professional staff, the IACP serves the profession by addressing cutting edge issues confronting law enforcement though advocacy, programs and research, as well as training and other professional services.

PHILOSOPHY

Vision

The IACP serves the leaders of today; develops the leaders of tomorrow.

Objectives

- To provide quality products and services to our membership and to the public safety community
- To support our membership in better serving their communities

- To develop strategies, combine resources, utilize partnerships, and execute programs designed to improve the profession of law enforcement
- To offer a network of communication, education, and mutual understanding among the various member agencies, large and small, in dealing with the challenges of modern law enforcement
- To provide a productive, common meeting point for all member agencies through participation in IACP activities, conferences, training classes, technical assistance, or service projects
- To accomplish the mission statement as represented in the IACP Constitution

Values

- Professional integrity, respect, and tolerance
- Accountability to our members and their communities
- Sustained commitment to quality work
- Advancing the art and science of policing
- Preserving and cultivating mutually beneficial partnerships with individual law enforcement agencies, other associations, government entities, and the private sector
- Responsible and efficient use of association resources to accomplish the organization's mission

IACP RESEARCH AND PROGRAMS DIRECTORATE

MISSION

Identify emerging issues in law enforcement and conduct timely policy research, evaluation, follow-up training, and technical assistance on those issues to provide information and direction to law enforcement leaders, the justice system, and the community.

PROJECTS AND RESOURCES

The IACP Research and Programs Directorate administers many projects that provide numerous free training, education, and technical-assistance opportunities. The following is a brief description of current projects. Further information on services provided by the Research Center as well as many of the Center's reports and projects can be found online at or by contacting the project staff directly.

Enhancing Law Enforcement Response to Victims

Enhancing Law Enforcement Response to Victims offers a range of tools to help enhance law enforcement's outreach efforts, broad-based training, and technical assistance on such topics as funding and resources for the creation or enhancement of police-based victim service programs. Collaboration with community-based victim service programs helps agencies establishing victim service units, creating training programs for officers, developing policy, and utilizing volunteers. http://www.responsetovictims.org/

- Backing the Badge: Working with Law Enforcement—A Booklet for Advocates
- Customizable Brochure for Victims
  - Printable Brochure
  - How to Customize the Brochure
- Critical Response Newsletter
- Customizable webpages for Victims Services
- Enhancing Law Enforcement Response to Victims: A 21st Century Strategy
- Enhancing Law Enforcement Response to Victims Implementation Guide
- Enhancing Law Enforcement Response to Victims Resource Toolkit

- Victim Services and Community Policing: Model Curriculum
  - Victim Services in Community Policing Programs: The Participant's Guide
- Victim Services and Law Enforcement: Next Steps
- What Do Victims Want? Summit Report

Gun and Gang Violence Reduction

Gun and Gang Violence Reduction helps law enforcement agencies reduce the levels of gun violence in their communities through training, technical assistance, resource identification, and policy implementation. Programs and resources aim to promote police officer safety, improve police investigations, and foster safer communities. Also, in partnership with the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), this helps agencies implement comprehensive crime gun tracing procedures to produce significant investigatory leads in gun-related homicides and other serious incidents. lineofficers@theiacp.org

http://www.theiacp.org/Gang-And-Gun-Violence-Reduction

- Taking A Stand: Reducing Gun Violence in our Communities
- Firearms Interdiction Assistance Application
- Crime Gun Interdiction Continuum
- Crime Gun Interdiction Strategies for the 21st Century
- Crime Gun Interdiction Strategies: As Easy as 1-2-3
- Training Key #593 Firearm Recovery and Investigation
- Training Key #594 Firearm Identification and Tracing

Internal Affairs

Internal Affairs supports federal, state, local, and tribal law enforcement at all levels to improve community trust-building by exemplary practices in the ethical and professional way they police the communities they serve and protect. http://www.theiacp.org/Internal-Affairs

National Law Enforcement Leadership Institute on Violence Against Women

The National Law Enforcement Leadership Institute on Violence Against Women builds the leadership capacity of law enforcement executives across the United States on violence against women crimes, strengthens the commitment of law enforcement officers to respond to these crimes, and enhances the ability of agencies to hold perpetrators accountable and respond to victims. *VAWInstitute@theiacp.org,*

https://www.theiacp.org/Leadership-Institute-Series

Employing Returning Combat Veterans as Law Enforcement Officers

Veterans to Cops, with funding from the Bureau of Justice Assistance, focuses on employing returning combat veterans as police officers by supporting the integration, or re-integration, of military personnel into federal, state, local, and tribal law enforcement. militaryveterans@theiacp.org

www.theiacp.org/Employing-Returning-Combat-Veterans-as-Law-Enforcement-Officers

Police Response to Violence Against Women

Police Response to Violence Against Women focuses on the development of tools and policies to assist law enforcement in responding effectively to domestic violence, sexual assault, and all other crimes against women.

http://www.theiacp.org/Police-Response-to-Violence-Against-Women

- Model Policy on Domestic Violence; Concepts and Issues Paper
- Model Policy on Domestic Violence; Model Policy
- Model Policy on Investigating Sexual Assaults; Concepts and Issues Paper
- Model Policy on Investigating Sexual Assaults; Model Policy
- Policy on Domestic Violence by Police Officers; Discussion Paper
- Police on Domestic Violence by Police Officers; IACP Model Policy
- Training Guidebook: Protecting Victims of Domestic Violence: A Law Enforcement Officer's Guide to Enforcing Orders of Protection Nationwide
- The Crime of Human Trafficking: A Law Enforcement Guide to Identification and Investigation
- The Crime of Human Trafficking: A Law Enforcement Guide to Identification and Investigation

Smaller Law Enforcement Agency Technical Assistance

The Smaller Police Department Technical Assistance Program provides affordable and accessible training, technical assistance, and policy support to the nearly 13,000 smaller and tribal law enforcement agencies (those with fewer than 25 sworn officers) in the United States.

www.iacpsmallerdepts.org

- **New Police Chief Mentoring** - New Police Chief Mentoring provides one-on-one technical assistance to newer police leaders, from appointment to year three on the job, who serve in smaller or tribal departments with 25 or fewer sworn officers or with population sizes of 25,000 or less. *mentoring@theiacp.org. http://www.theiacp.org/Mentoring-Services*
- **Best Practices Guides -** Guides are modeled on innovative strategies and designed to be applicable and useful to smaller agencies with limited resources.
  - o Acquisition of New Technology
  - o Budgeting in Small Police Agencies
  - o Developing a Police Department Policy-Procedure Manual
  - o Field Training for Today's Recruits
  - o Grant Writing
  - o Institutionalizing Mentoring Into Police Departments
  - o Internal Affairs: A Policy Strategy for Smaller Police Departments
  - o Maneuvering Successfully in the Political Environment
  - o Predicting and Surviving a No Confidence Vote
  - o Recruitment and Retention of Qualified Police Personnel
  - o Strategic Planning: Building Strong Police-Community Partnerships in Small Towns
- **IACP Annual Conference Smaller Agency Track -** Since 2001, the Smaller Agency Technical Assistance Program has presented a training track during the annual IACP conference. These sessions focus on practical solutions to the unique challenges facing the smaller-agency executive. They highlight innovation, best practices and suggested resources in a relaxed, collegial environment.

OTHER RESOURCES

National Policy Summits

National policy summits are held annually on critical issues facing American law enforcement and the communities it serves. The following is a sampling of topics previously addressed; for summit reports and additional resources produced from past policy summits, visit *http://www.theiacp.org/national-policy-summits*

- National Policy Summit on Community-Police Relations (2015)
- Building Safer Communities: Improving Police Response to Persons with Mental Illness (2009)
- National Summit on Intelligence: Gathering, Sharing, Analysis, and Use after 9-11 (2008)
- Taking A Stand: Reducing Gun Violence in Our Communities (2007)
- Criminal Intelligence Sharing: Measuring Success and Setting Goals for the Future (2007)
- Offender Re-Entry: Exploring the Leadership Opportunity for Law Enforcement Executives and Their Agencies (2006)
- Building Private Security/Public Policing Partnerships (2004)
- Improving Partnerships Between Law Enforcement Leaders and University-Based Researchers (2003)
- DNA Evidence (2003)
- Criminal Intelligence Sharing (2002)Child Protection Summit (2001)
- Improving Safety in Indian Country (2001)
- Victims of Crime (1999)
- Hate Crime in America (1998)
- Family Violence (1997)
- Youth Violence in America (1996)
- Murder in America (1995)
- Violent Crime in America (1994)

ADDITIONAL IACP RESOURCES

A complete listing of IACP resources and technical assistance programs is available online by exploring all sections of the IACP website, *www.theiacp.org*.

THE POLICE CHIEF MAGAZINE

http://www.policechiefmagazine.org

This official monthly publication of the IACP provides a forum for sharing the collective expertise of the law enforcement practitioners who write the magazine articles. Its principal mission is to enhance the readers' understanding of the latest trends and practices in the law enforcement profession. *The Police Chief* is now available online. A complimentary subscription form can be found at the end of this chapter.

IACP INFO: BIWEEKLY E-MAIL NEWSLETTER

http://www.theiacp.org/IACPNews

IACP News provides IACP news, press releases, and brief summaries of the latest developments with our current projects, with links to gain further information. Much of this information can also be found on our website. Visit often to learn about the many services IACP provides to law enforcement. To subscribe to this free publication, go to the IACP's website and enter your e-mail address.

TECHNOLOGY CENTER AND TECHNICAL ASSISTANCE PROGRAM

http://*www.iacptechnology.org*

The IACP continues to assess the technology information and acquisition needs of the law enforcement community. The IACP Technology Clearinghouse serves as the organizational umbrella for internal and external technology initiatives.

Requests for information on technology acquisition, comparative analyses of new technologies, and prioritization of emerging technologies are a constant. Law enforcement agencies are able to access information that helps to identify, compare, select, and acquire various types of technology. Information technology is the dominant subject among all requests.

The primary outreach mechanisms of the Technology Clearinghouse are

- The Technology Clearinghouse website, *www.iacptechnology.org*
- *The Police Chief* magazine's "Technology Talk" column
- The IACP Technology Institute (held at each IACP Annual Conference)
- The IACP Law Enforcement Information Management (LEIM) Section Training Conference and Exhibition
- A "hotline" to respond to informational requests from members and other law enforcement officials

IACP Net: Information Exchange for Law Enforcement

http://www.iacpnet.com

IACP Net is the most comprehensive information network designed specifically for law enforcement with up-to-date information on policies, ordinances, programs, and innovations. Since 1991, IACP Net has been providing one-stop access to help members gather experiences, ideas, and information from their colleagues, increasing their effectiveness and efficiency. IACP Net keeps you from reinventing the wheel by giving you solutions on topics such as scheduling, accreditation, profiling, cruisers, in-car video, recruitment, retention, and thousands more.

Dedicated to police business only, IACP Net is a secure and reliable information source for law enforcement professionals. The annual membership fee for gaining access to this valuable resource is determined by the number of sworn officers in the department and whether the applicant is a member of the IACP.

To take a free tour of the website or for more information, go to *http://www.iacpnet.com.*

Management Studies

IACP is available to conduct comprehensive surveys of the management and operations of police agencies. The surveys aim to determine the degree to which a department is properly accountable, is operating cost-effectively, complies with professional police standards, and satisfies the crime control and service requirements of the citizens it serves.

The recommendations enable the department to cope successfully in the future with emerging conditions or trends, placing special emphasis on actions to ensure that the department is accountable to elected officials and the public.

For more information about management studies, call 1-800-THE-IACP or visit *http://www.theiacp.org/Management-Studies*.

Testing and Assessment Centers

IACP offers two options for written promotional tests: the comprehensive development of custom designed examinations or the application of our tailored promotional examination system. For both options, study guides are provided to candidates, which include sample test questions and instructions to help them prepare for the examination. Tests can be administered by the agency or by IACP staff.

The IACP assessment center service features exercises and evaluation procedures that reflect current issues in law enforcement. Because of their accurate simulation of the job and its duties, assessment centers have proven highly defensible as a selection strategy. Our assessment centers are comprehensive and a variety of assessment methods are available to meet every selection need from entry level to top executive.

For more information about testing and assessment centers call 1-800-THE-IACP or visit *http://www.theiacp.org/Testing-And-Assessment-Centers*

STATE ASSOCIATIONS OF CHIEFS OF POLICE

Most states have an association specifically organized to represent the interests of law enforcement executives throughout the state. Whether this organization is exclusive to police chiefs or includes sheriffs and other executive-level members of the law enforcement community, it is an extremely important and useful resource for all chiefs— new or experienced.

Although specifics vary widely, state associations exist to promote and advance the science and art of police administration and crime prevention; to develop and disseminate professional administrative practices and to promote their use in the police profession; to further cooperation and exchange of information among the state's chiefs; and to encourage the adherence of all police officers to high professional standards of conduct in strict compliance with the Law Enforcement Officer's Code of Ethics.

Each state association pursues these and other goals through a variety of benefits, tools, and opportunities. Some programs that your state association might offer include:

- Peer support network
- Resources for chief, city manager, and city council on issues that are controversial (for example, firearms)
- Legislative advocacy programs
- Specific committees (for example, legislative, ethics, training)
- Representation on POST or other certifying commissions
- Vehicles for interaction with federal, state, and private sector partners
- Area representation programs
- Coordination with other law enforcement associations, such as the IACP
- Political action policy and procedures
- Annual conference
- Executive-level training programs
- Accreditation programs
- State-specific publications about the profession
- E-mail distribution or websites for timely updates on crucial issues
- Administrative assistance in areas such as testing services and recruitment
- Vendor information

Each of these provides a specific service to help law enforcement executives to best serve their agencies and their communities.

As in most associations, the primary value is in the idea that there is strength in numbers. Through committee work, conferences, and legislative efforts, there is great value in being a part of your state association. Associations serve as both a resource and a means of giving back to the law enforcement community.

Learn more about the IACP Division of State Associations of Chiefs of Police (SACOP) Division at *http://www.theiacp.org/Division-of-State-Associations-of-Chiefs-of-Police-SACOP*

POLICE CHIEFS DESK REFERENCE: STATE-SPECIFIC RESOURCE CHAPTERS

The Mentoring Project staff is working together with the state associations to create an additional chapter for you to add to your copy of this reference. This additional chapter contains state-specific key contacts, legislative issues, training opportunities, and other topics important for a new chief in your state to know. The chapters are available electronically at: *http://www.theiacp.org/Desk-Reference*.

B U R E A U   O F   J U S T I C E   A S S I S T A N C E

www.bja.gov

The Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Development of Justice, supports law enforcement, courts, corrections, treatment, victim services, technology, and prevention initiatives that strengthen the nation's criminal justice system. BJA provides leadership, services, and funding to America's communities by emphasizing local control; building relationships in the field; development collaborations and partnerships; promoting capacity building through planning; streamlining the administration of grants; increasing training and technical assistance; creating accountability of projects; encouraging innovation; and ultimately communicating the value of justice efforts to decision makers at every level.

BJA's mission is to provide policy leadership and assistance in support of local criminal justice strategies to achieve safe communities. One of BJA's most important functions is to support the work of practitioners in state, local, and tribal justice systems through training and technical assistance (TTA) programs. BJA-sponsored TTA provides direct assistance to develop and implement comprehensive, system-wide strategies for public safety and improving criminal justice systems.

BJA provides assistance in many areas, including but not limited to:

- Problem assessment.
- Strategic planning/strategy development.
- Program sustainability.
- Cutting-edge practice(s) documentation and identification.
- Evidence-based practice(s) identification and development.
- Team building and collaboration.
- Community partnership development.
- Staff development.
- Resource identification and management.
- Information management.
- Program evaluation.

A technical assistance request form can be downloaded at *https://www.bjatraining.org/working-with-nttac/requestors/tta-request*. Once completed, the form can be submitted electronically. BJA will review all TTA requests related to public safety and will make every effort to identify avenues of assistance when possible.

For more information on training and technical assistance available through BJA, visit *https://www.bjatraining.org/.*

ACCREDITATION

WHAT IS ACCREDITATION?

Accreditation is a progressive and time-proven way of helping law enforcement agencies calculate and improve their overall performances. The foundation of accreditation lies in the promulgation of standards containing a clear statement of professional objectives. Participating agencies conduct a thorough self-analysis to determine how existing operations can be adapted to meet these objectives. When the procedures are in place, a team of trained assessors verifies that applicable standards have been successfully implemented. The process culminates with a decision by a committee that the agency has met the requirements for accreditation.

Accreditation status represents a significant professional achievement. Accreditation acknowledges the implementation of policies and procedures that are conceptually sound and operationally effective.

BENEFITS OF ACCREDITATION

Following are the major benefits of accreditation:

Greater Accountability Within the Agency

Accreditation standards give the Chief Executive Officer a proven management system of written directives, sound training, clearly defined lines of authority, and routine reports that support decision-making and resource allocation.

Controlled Liability Insurance Costs

Accredited status makes it easier for agencies to purchase law enforcement liability insurance; allows agencies to increase the limit of their insurance coverage more easily; and, in many cases, results in lower premiums or receipt of other financial incentives.

Stronger Defense Against Civil Lawsuits

Accredited agencies are better able to defend themselves against civil lawsuits. Also, many agencies report a decline in legal actions against them after they become accredited.

Staunch Support from Government Officials

Accreditation provides objective evidence of an agency's commitment to excellence in leadership, resource management, and service delivery. Thus, government officials are more confident in the agency's ability to operate efficiently and meet community needs.

Increased Community Advocacy

Accreditation embodies the precepts of community-oriented policing. It creates a forum in which law enforcement agencies and citizens work together to prevent and control challenges confronting law enforcement and provides clear direction about community expectations.

STATE AND NATIONAL ACCREDITATION PROGRAMS

Accreditation programs are available on the national level and in some areas on the state level. Each program varies in regards to requirements, the costs, and time commitment. To find out if your state has an accreditation program, contact your state association of chiefs of police. The national program, the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA), is detailed in the following section.

About CALEA

www.calea.org

The Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA), was established as an independent accrediting authority in 1979 by the four major law enforcement membership associations: International Association of Chiefs of Police (IACP); National Organization of Black Law Enforcement Executives (NOBLE); National Sheriffs' Association (NSA); and Police Executive Research Forum (PERF). The Executive Directors of these four associations appoint members to the Commission annually.

CALEA maintains a small professional staff managed by an Executive Director. The staff conducts all administrative and operational duties as directed by the Commission. Commission staff is available to assist applicant and accredited agencies through a toll-free telephone number, 1-800-368-3757.

CALEA produces a newsletter, the *CALEA Update*, three times a year and offers workshops to explain the accreditation process and standards during the Commission Conference held three times annually.

The Purpose of the Commission

The overall purpose of the Commission's accreditation program is to improve delivery of law enforcement service by offering a body of standards, developed by law enforcement practitioners, covering a wide range of up-to-date law enforcement topics. It recognizes professional achievements by offering an orderly process for addressing and complying with applicable standards.

The Voluntary Nature of the Accreditation Program

Successful completion of the accreditation program requires commitment from all levels of the organization, starting with the chief executive officer. To foster commitment, a decision to participate should be voluntary. To this end, the Commission ensures that law enforcement accreditation is and will continue to be a voluntary program.

Benefits

Besides the recognition of obtaining international excellence, the primary benefits of accreditation include controlled liability insurance costs, administrative improvements, greater accountability from supervisors, and increased governmental and community support.

CALEA Agency Support Fund (CASF)

The CASF Grant was created for the purpose of awarding financial assistance to smaller law enforcement, public safety communications, and public safety training agencies seeking initial accreditation, which would not otherwise be able to do so. Under this grant program, selected eligible agencies receive a waiver of the administrative portion of their initial accreditation fees. The grants are primarily directed at agencies with 50 or fewer full-time employees at the time of application. CALEA accepts applications for the CASF Grant between September 1st and December 31st of each year, and the selection is conducted at the following spring conference. A grant application package can be requested from the CALEA Planning and Research Coordinator by calling 1-800-368-3757 or can be downloaded online at http://www.calea.org/content/calea-agency-support-fund-casf.

For additional information contact the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) at 13575 Heathcote Blvd, Suite 320, Gainesville, VA 20155, phone:1-800-368-3757, Fax: 703-90-3126 or by e-mail: *calea@calea.org.*

Listed below is a sampling of organizations and websites related to law enforcement and law enforcement issues. This is not an all-inclusive list, but rather it is meant to serve as a starting point when seeking information and resources online. Additional websites, for specific projects and topics, can be found throughout this guide.

These Internet addresses, external to the IACP website, contain information created, published, maintained, or otherwise posted by institutions, organizations, and individuals independent of IACP. IACP does not endorse, approve, certify, or control these external Internet addresses and does not guarantee the accuracy, completeness, timeliness, efficacy, or correct sequencing of information located at such addresses. Use of any information obtained from such addresses is voluntary, and reliance on it should only be undertaken after an independent review of its accuracy, completeness, efficacy, and timeliness. Reference therein to any specific commercial product, process, or service by trade name, trademark, service mark, manufacturer, or otherwise does not constitute or imply endorsement, recommendation, or favoring by IACP.

ASSOCIATIONS

www.criminalistics.com	American Board of Criminalistics
www.aca.org	American Correctional Association
www.asisonline.org	American Society of Industrial Security—ASIS
www.apco911.org	Association of Public-Safety Communication Officials-International
www.forensic-science-society.org.uk	Forensic Science Society
www.hapcoa.org	Hispanic American Police Command Officers Association
www.theiacp.org	International Association of Chiefs of Police
www.iaca.net	International Association of Crime Analysts
www.iafci.org	International Association of Financial Crimes Investigators
www.ialep.org	International Association of Law Enforcement Planners
www.icma.org	International City/County Management Association
www.jrsainfo.org	Justice Research and Statistics Association
www.naag.org	National Association of Attorneys General
www.napo.org	National Association of Police Organizations
www.nawlee.com	National Association of Women Law Enforcement Executives
www.ndaa.org	National District Attorneys Association
www.noblenatl.org	National Organization of Black Law Enforcement Executives
www.sheriffs.org	National Sheriffs Association
www.policeforum.org	Police Executive Research Forum

CONSUMER PROTECTION SITES

www.bbb.org	Better Business Bureau
www.consumer.gov	Federal Government Consumer Information
www.ftc.gov/bcp/edu/microsites/idtheft/	Federal Trade Commission ID Theft Information
www.ftc.gov/bcp/consumer.shtm	Federal Trade Commission Consumer Protection
www.ojp.usdoj.gov/ovc	Office for Victims of Crime
www.postalinspectors.uspis.gov	U.S. Postal Service Consumer Tips

CRIMINAL JUSTICE INFORMATION & RESOURCES

www.leb.fbi.gov	FBI Law Enforcement Bulletin
www.fincen.gov	Financial Crimes Enforcement Network
www.ijis.org	Integrated Justice Information Systems
www.missingkids.com	National Center for Missing & Exploited Children
www.ncjrs.gov	National Criminal Justice Reference Service
www.nw3c.org	National White Collar Crime Center
www.policeforum.org	Police Executive Research Forum
www.policefoundation.org	Police Foundation

GIS/MAPPING SOURCES

www.*crimemapping.info*	Crime Mapping & Analysis News

INTELLIGENCE/COUNTERINTELLIGENCE

www.cia.gov	Central Intelligence Agency
www.interpol.int	INTERPOL
www.nsa.gov	United States National Security Agency
www.dni.gov	Office of the Director of National Intelligence

INVESTIGATIVE RESOURCES

www.gao.gov/special.pubs/soi.htm	Investigator's Guide to Information Sources
www.nfstc.org	National Forensic Science Technology Center
www.ssa.gov/employer/stateweb.htm	Social Security Number Allocations
www.ssa.gov/employer/ randomization.html	Social Security Number Randomization

INFORMATION/TECHNOLOGY RELATED TECHNICAL ASSISTANCE AND INFORMATION

www.iacptechnology.org	IACP Technology Clearinghouse
www.justnet.org/	National Law Enforcement and Corrections Technology Center—Justice Technology Information Network
www.iir.com/riss	Regional Information Sharing Systems Program

LAW ENFORCEMENT FUNDING

www.grants.gov	Grants.gov Federal Grant System
www.bja.gov	Bureau of Justice Assistance
www.nij.gov	National Institute of Justice
www.cops.usdoj.gov	Office of Community Oriented Policing Services