



POLICING ASHLAND

FINAL REPORT

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THE POLICE EXECUTIVE RESEARCH FORUM

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TABLE OF CONTENTS

INTRODUCTION	3
THE FUNDAMENTAL COMPONENTS OF COMMUNITY POLICING FOR ASHLAND	5
THE CURRENT STATUS OF POLICING IN ASHLAND	10
<i>ORGANIZATIONAL ELEMENTS</i>	10
<i>PHILOSOPHY ADOPTED ORGANIZATION-WIDE</i>	11
<i>DECENTRALIZED DECISION-MAKING AND ACCOUNTABILITY</i>	13
<i>FIXED GEOGRAPHIC ACCOUNTABILITY AND GENERALIST RESPONSIBILITIES</i>	13
<i>UTILIZATION OF VOLUNTEER RESOURCES</i>	13
<i>TECHNOLOGICAL ENHANCERS</i>	14
<i>TACTICAL ELEMENTS</i>	14
<i>ENFORCEMENT OF LAWS</i>	14
<i>PROACTIVE, CRIME PREVENTION-ORIENTATION AND PROBLEM-SOLVING </i>	15
<i>EXTERNAL ELEMENTS:</i>	15
<i>PUBLIC INVOLVEMENT AND COMMUNITY PARTNERSHIPS</i>	15
<i>GOVERNMENT, OTHER AGENCY PARTNERSHIPS</i>	16
THE TRANSFORMATION: IMPLEMENTING COMMUNITY POLICING IN ASHLAND	17
SUMMARY	53
FINAL ISSUES: KEYS TO SUCCESS	54
APPENDIX.....	57

INTRODUCTION

The Ashland Oregon Police Department (APD) needs to more effectively address the problems of crime and disorder in its diverse community. It needs to adopt a community policing problem solving model as its primary methodology for delivering policing services to the Ashland's residents and visitors. The department will need to implement a number of organizational enhancements to make this model the standard for how it does business.

The City of Ashland engaged the Police Executive Research Forum (PERF) to perform this study of the Ashland Police Department (APD). In order to gain a perspective of the current status of the department, PERF staff interviewed most of the officers and staff members of the Ashland Police Department as well as many community representatives. Police employees, business owners, community activists, youth and elected officials all were asked about the strengths and weaknesses of the department and about desired changes for policing in Ashland. In conducting these interviews, PERF staff gathered information both about the community and the APD. Most interviews included discussion of the contentious issues about policing that have created conflict within the Ashland community.

It was apparent that the police chief had become a focal point for competing community and police department views of how Ashland should be policed. Some, both within the community and the department, view policing in Ashland as too "soft" with the department being characterized by a "hug and release" approach to dealing with suspected offenders. Others, again both within the community and within the department, view the department as too "hard" with the department being viewed with an approach to offenders as "lock them all up."

While the chief had attempted to utilize his personal strengths and community interaction skills to move the department forward, there was confusion and division among members of the department about their role and the vision for the future of the organization.

Because a strategic vision for policing, an “Ashland Way”, had not been well articulated members of the department adopted individual views of how the community should be policed.

The city of Ashland has significant issues which are challenging both the police department and the community. Examples of these community issues include homeless individuals who congregate in downtown areas, mentally ill individuals who do not fall within the parameters of organized treatment, juvenile behavior that is seen as disruptive and individuals in the city who choose a less-structured life style by subsisting on local handouts and the charity of others. Some community members view police enforcement efforts as punitive and restricted to law enforcement.

Effective response to these community problems requires that Ashland police officers have knowledge of, skill with and use a variety of strategies, tools and pro-active responses. Although, police interviewees demonstrated some knowledge of varied responses to police issues, there seemed to be little application of such problem solving tools.

Most police officers and first-line supervisors appear to use strict enforcement as the primary mechanism for controlling what they view as aberrant social behavior. It was reported that traffic stops, warrant arrests and ordinance enforcement are the expected work behaviors when officers are not engaged in response to calls for service. Until all members of the department become committed to the principles of community policing and problem solving, officers will continue to rely primarily on enforcement tools to meet their perceptions of the work expectations of their supervisors and managers. The department should seek to strike a balance between traditional enforcement approaches and community policing and problem solving.

THE FUNDAMENTAL COMPONENTS OF COMMUNITY POLICING FOR ASHLAND

Traditionally, there are five core operational strategies for providing law enforcement services to a community – preventive patrol, routine incident response, emergency response, criminal investigation, and support services. Community policing focuses on crime and social disorder through the delivery of police services that includes aspects of traditional law enforcement, as well as prevention, problem-solving, community engagement, and partnerships. The community policing model balances reactive responses to calls for service with proactive problem-solving centered on the causes of crime and disorder. It combines officer’s tactical soundness with a community orientation. Community policing requires police and citizens to join together as partners in the course of both identifying and effectively addressing crime and disorder problems.

PERF describes below ten fundamental components for community policing and problem solving that need to be integrated into the Ashland Police Department so that it can effectively deal with challenges it faces.

KEY ORGANIZATIONAL ELEMENTS OF COMMUNITY POLICING

1. Philosophy adopted organization-wide

The APD has to commit to department-wide adoption of community policing. This philosophy must recognize that the community authorizes police actions and that community support is fundamental to successful policing. The public should not need to be protected from the police because the public and the police should have shared values about how the community is to be policed and about the respective roles of the community and the police in these efforts. The APD community policing philosophy should be integrated into mission and value statements, policies and procedures, performance evaluations, hiring, promotional practices, training and other systems and activities that define both the APD’s organizational culture and guide its operations. All of the department’s organizational systems should support and demonstrate that a service

orientation is highly valued. Different units within the APD must work cooperatively in support of community policing. The Ashland Police Department may fully execute its community policing philosophy incrementally but it must establish a defined path and timetable that lead to department-wide implementation.

2. Decentralized decision-making and accountability

The APD should give individual line officers the authority to solve problems and make operational decisions suitable to their roles, both individually and collectively. The roles of officers, supervisors and managers must be clearly defined. APD leadership not only must hold accountable managers, supervisors, and officers but also must acknowledge personal and unit efforts that have positive effects on solving problems and reducing crime and disorder with the community.

3. Fixed geographic accountability and generalist responsibilities

The APD should enhance its officers' knowledge of the neighborhoods they serve. In most community policing models officers are assigned to fixed geographic areas for extended periods of time in order to foster communication and partnerships between individual officers and the neighborhoods they work in. In larger communities community policing results in the majority of staffing, command, deployment, and tactical decision-making becoming geographically based. In Ashland, as a smaller community, the city can be divided into individual neighborhoods with each having an assigned officer who strives to create a special relationship with the people, businesses, and institutions there. Although officers will vary shifts and patrol assignments over time, the department should design systems so an officer can still attend community meetings and interact with people in the officer's neighborhood.

4. Utilization of volunteer resources

The Ashland Police Department should further encourage community residents to volunteer and actively participate in assisting the department. This is in keeping with one of the principles of Sir Robert Peel, (the originator of modern policing) who said that "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 the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.” The APD needs to continually educate the public about ways that community members can partner with the organization and its members to further community policing. Volunteer efforts not only enhance understanding and communication between the department and the community but also can help to free up officer time thus permitting sworn personnel to increase their problem solving and community engagement efforts.

5. Enhancers

There are a number of enhancers and facilitators that can assist the APD to implement community policing. For example, updated technology and information systems can facilitate community policing by providing officers access to crime and incident data which supports problem analysis or increases uncommitted officer time by reducing time spent on administrative duties. This results in enabling officers to spend more time in the community and less time in the station.

Also the APD should insure that crime and call information is accessible not only to police officers, but also to the community. If officers are to be responsible for problems in their assigned neighborhoods, and if the community is to be an equal partner in combating crime and disorder, both must have access to timely and complete information that can be disaggregated to the neighborhood level.

The APD must provide community policing training for all sworn and civilian personnel. Training is an essential facilitator of successful implementation of the philosophy. The training opportunities provided by the department should support community policing through developing skills in a variety of means for ensuring that the laws are observed and crime and disorder are controlled and prevented. A community policing approach must be incorporated into all facets of training, and required for all department personnel. Such training should also be available to the community and offer meaningful knowledge and skill development beyond a mere orientation.

TACTICAL ELEMENTS

6. Enforcement of laws

The APD must convey to both its employees and the city that community policing complements the use of proven and established enforcement strategies. It does not mean that such strategies are abandoned. Community policing increases the assortment of tools available to officers that can be collectively employed to prevent and combat crime. As the philosophical foundation, the department should emphasize the quality of individual and group efforts. The APD should be an active partner in identifying laws or ordinances that need to be amended or enacted, then work with lawmakers and citizens who seek to change them. Collectively, these activities will enhance the ability of the APD to garner public support both to address the underlying conditions that lead to crime and disorder and for effective enforcement efforts.

7. A proactive, crime prevention-orientation

Other than with the Chief's efforts, the APD has seemed too often to be a reactive agency engaging in the traditional model of policing. A traditional police agency responds to calls for service from citizens and focuses primarily on arresting offenders after crimes have been committed. As the APD undergoes the transition to community policing, it should focus not only on enforcement, but also on crime prevention and proactively addressing the problems that result in crime and disorder. The department should become the catalyst for leveraging the community to actively collaborate on prevention and problem-solving activities with a goal of reducing victimization, disorder and fear of crime.

8. Problem-solving

Problem solving should become an increasingly dominant feature of the Ashland Police Department. Police, community members, and other public and private entities should work together to address the underlying problems that contribute to the disorder issues

Ashland is facing. Core elements include identifying and analyzing problems, developing suitable responses, and assessing the effectiveness of these responses. While enforcement is an integral part of policing, problem-solving in Ashland should rely less heavily on use of the traditional criminal justice system components and enforcement methods and more on preventing crime through deterring offenders, protecting likely victims, and making crime locations less conducive to problems.

EXTERNAL ELEMENTS

9. Public Involvement and Community Partnerships

The Ashland Police Department must view citizens as partners who share responsibility for identifying priorities, and developing and implementing responses. The department must formulate methods to accurately survey customer needs and priorities to determine the problems that drive police services, and give the public ownership of the problem-solving process. In some instances, the department should adopt the role of neutral facilitator allowing differing points of view to be expressed and eventually worked out either through compromise and/or the political process.

10. Government, other agency partnerships

The APD is only one of the local government agencies responsible for responding to community problems. As it implements community policing the APD needs to work more closely with other government agencies and recognize their abilities to respond to and address crime and social disorder issues. The APD needs to bring community-based organizations into crime prevention and problem-solving partnerships with the police. The support and leadership of elected officials needs to be combined with a coordinated police effort to achieve success in these efforts.

THE CURRENT STATUS OF POLICING IN ASHLAND

Based upon interviews with internal personnel and the proposed city ordinance, a consensus has not emerged in the community and the police department about what constitutes community policing in Ashland. There has not been a clearly stated vision that lays the foundation to align the structure and operations of the police department to deliver community and problem oriented policing services to the community.

This section of the reports seeks to answer the question: What have been the barriers to the implementation of community policing in Ashland? This discussion will be framed according to the ten principles of community policing outlined in the previous section.

ORGANIZATIONAL ELEMENTS

The Ashland Police Department does implement the five core strategies for delivering traditional police services to the community listed earlier: preventive patrol, routine incident response, emergency response, criminal investigation, and support services. It has been much less successful in integrating into the department core community policing strategies including prevention, problem-solving, community engagement, and partnerships. It has not implemented a community policing model for Ashland which balances reactive responses to calls for service with proactive problem-solving centered on the dealing with the causes of crime and disorder.

As an example, the table of contents for the APD General Orders lists sections on areas that relate to the organization of traditional policing such as: Administration, Personnel / Training, Operations, Communications / Records and Uniforms / Equipment. However, within the manual there is no guidance provided for patrol officers on how to use their discretionary time to focus on problem solving or community interaction. The department has not provided its employees with the appropriate work expectations that

would lead them to connect with community members and strive to find alternative solutions to long-term issues.

PHILOSOPHY ADOPTED ORGANIZATION-WIDE

There is not a clear link between the mission of the Ashland Police Department and community policing. APD does have a written mission statement, which is outlined on the first page of the General Orders manual, on the department's web site and on posters in the department. It is as follows:

<p style="text-align: center;">MISSION STATEMENT ASHLAND POLICE DEPARTMENT 2005</p> <p style="text-align: center;">OUR VISION:</p> <p>The Ashland Police Department is committed to the protection of Ashland's peace, safety, and quality of life and follows the highest standards of professionalism, courtesy, and compassion. We maintain the highest degree of organizational integrity, preserving order and competently investigating crimes, and remain responsive and accountable to our community.</p> <p>In accomplishing this, we strive to:</p> <ul style="list-style-type: none">• Model integrity, honesty, and fairness;• Guard and respect the constitutional and human rights of every person;• Evaluate our performance, learning from our errors and building on our accomplishments;• Consistently maintain and improve our training and skills;• Exercise wise discretion, choosing enforcement options which match the seriousness of the situation;• Build good relationships with youth and other citizens through education, understanding, and respect, encouraging citizens to know both their rights and responsibilities; and• Work with other law enforcement agencies, holding them to our standards.

The mission statement is internally focused and does not include substantive references to working with the community to solve crime and disorder problems. Other than the statement of "build good relationships with youth and citizens ...," statements about the importance of prevention, problem-solving, community engagement and community partnerships are absent.

There is no indication that the mission statement is applied to any other strategic component of the APD. It is not used in performance evaluations, goal setting or budget development.

At the time of the site visits, a lack of congruency existed between the police chief and many police employees as to the primary purpose and role of the department in the community. There was also disagreements among officers, some elected officials and segments of the community about the department's appropriate role and mission.

One method to assess how well a community policing philosophy is adopted throughout the organization is to review the work performance expectations of all department employees. In March of 2005, in a list of policies that were removed from the General Orders manual, the department's policy of "Employees Performance Evaluation System" was deleted. The study team did not discover any replacement policy that has been added. Without explicit written statements and expectations about individual performance APD employees are uncertain about how their work performance is measured and what constitutes good performance versus poor performance, especially as their work relates to community interactions and relationships.

The current organizational structure of the Ashland Police Department is not conducive to either maximize the delivery of law enforcement services or to support internal communication and direction. Department interviewees expressed a lack of clear understanding of the roles of managers and supervisors at several levels. Examples provided to the study team included the rotating operation commander position in which temporary master sergeants are used to fill the lieutenant vacancy, the use of "officer-in-charge" to cover for patrol supervisor absences, and the lack of clarity in delineating the precise division of duties between the Chief and Deputy Chief ranks.

Departmental interviews revealed a common perception that formal (promotions) and informal (assignments and ancillary duties) rewards are based on subjective criteria such as loyalty rather than on objective assessments. Although this perception is not a new

one, it seems to have been exacerbated by recent internal personnel changes within the department. To many in the department the disciplinary process also appears to be based on favoritism and personal relationships rather than on objective assessment and pre-existing standards for sanctioning officer misconduct. These perceptions transcend the actions of any single person in the department.

DECENTRALIZED DECISION-MAKING AND ACCOUNTABILITY

Those interviewed within the department sensed that there was a lack of formal or informal leadership throughout the organization. As a result, day to day decision making seemed reactive and guided by instinct rather than formal practices. Generally, employees felt that they do not have the latitude to utilize their expertise or positional assignment to make decisions on behalf of the organization. While there had been some discussion about team building, there had not been a practical demonstration or formal conduct which would lead to team development. The relationships within and outside the department were being influenced by the controversy regarding the chief's performance.

Because of the atmosphere of uncertainty, few were willing to be held accountable and so decision making had not been effectively decentralized within the APD.

FIXED GEOGRAPHIC ACCOUNTABILITY AND GENERALIST RESPONSIBILITIES

Although some members of the department have explored the potential for having geographic accountability, senior staff has not yet used this approach to assigning officers to specific geographic duties, other than for the downtown beat officer (which receives dedicated funding.) The relative small size of the city results in day-to-day patrol operations being city-wide rather than focused on smaller geographic areas.

UTILIZATION OF VOLUNTEER RESOURCES

The APD has a Senior Volunteer Program designed to have volunteers assist the department in performing a wide range of duties that would otherwise have to be performed by sworn staff. Their duties are also designed to augment the patrol force when they are available to patrol such areas as the downtown commercial area of Ashland. Because of the various controversies surrounding the department, the volunteer

program has not been a major focus for the department. Volunteers need to be provided with more guidance on how to perform their duties and need to be viewed by everyone in the department as a highly-valued asset.

TECHNOLOGICAL ENHANCERS

The equipment and technology currently available to department officers is at a level generally consistent with departments of this size. However, patrol operations are not generally guided by crime or calls-for-service analysis for day-to-day work activities. Supervisors and managers are not accustomed to using technology for increasing the capabilities of their staff nor do they use technical analysis to assess the work activities of the officers.

Better use of technology might lead to officers spending more time in the field and less time in the station. As part of this study, a year's worth (November 1, 2004 – October 31, 2005) of dispatching records were analyzed. Of the 45,399 dispatching events assessed, 12,256 were recorded as "Station". This accounts for 27% of all recorded events.

The APD dispatch operations are part of a regional system located in Medford, some 20 miles away. Call takers and dispatchers lack local knowledge of the people, conditions and problems in Ashland. The trade-off has been one of cheaper dispatching services but with a resulting lack of customized service. A fully integrated community policing department includes alignment of all aspects of the delivery of policing services including the front end of initial citizen contact and information provided to responding officers.

TACTICAL ELEMENTS

ENFORCEMENT OF LAWS

When patrol officers are not responding to calls for service, it appears that the enforcement of traffic laws constitutes the primary work responsibility for a majority of their available time. From the descriptions provided by both community residents and officers of the department, field training for new officers seems to emphasize car stops.

For 2002, 9,676 traffic stops were recorded, 7,834 in 2003, and 4,762 in 2004. The dispatching events analyzed as part of this study, for the year from November 1, 2005 through, October 31, 2005 show 5,100 traffic stops. This constitutes 15% of all recorded field activities.

There were no categories in the dispatch system for officers to record problem solving or community engagement/interaction activities. If officers are engaging in such actions they are not being recorded.

PROACTIVE, CRIME PREVENTION-ORIENTATION AND PROBLEM-SOLVING

While some members of the department have undertaken activities that were clearly directed at long-term problem solving, the agency as a whole has not adopted strategies designed for community interaction to prevent crime. Some recent projects that were implemented were designed to enhance traditional operations. They do not involve work with the community to analyze and respond to the city-wide problems that need to be addressed.

EXTERNAL ELEMENTS:

PUBLIC INVOLVEMENT AND COMMUNITY PARTNERSHIPS

While the Ashland Police Department does appear to have some community outreach programs, the police chief has most frequently been the primary conduit for these interactions. Involvement with some community groups is conducted by only a few selected departmental employees, who are held in high regard by community members. APD patrol officers have neither been expected nor given the opportunity to interact frequently with community leaders, business persons or residents.

PERF staff interviewed community leaders and elected officials, conducted focus groups with community members representing diverse viewpoints and held a public forum to gather the views of Ashland residents. Although there is underlying support for the

police there is spirited debate about what the police should do and how they should go about their work. One view is that the APD needs to do more to combat disorder and to deal with the city's homeless and transient population by using the enforcement tools they have. Another view is that the police need to be better trained to deal with those exhibiting signs of mental illness, to handle the transient population without resorting to enforcement and to interact more positively with the community's youth. Although many expressed the view that their police are professional and responsive, others see them as overly militaristic and heavy-handed.

Interviewees reflected the division in the community about whether congregations of transients and youth downtown was a social "broken window" that needed to be fixed before it turns into serious crime or whether these congregations represented symptoms of wider community problems that needed to be addressed through social action and interventions. The role of the police in solving such problems was a subject of debate and divergent views.

Despite these different opinions, there was a consensus that the police usually responded promptly when called and that they were effective when dealing with emergencies. However, one undercurrent seemed to be that the police were not visible enough and that the APD may be understaffed.

GOVERNMENT, OTHER AGENCY PARTNERSHIPS

Among the partnerships that should be strongly supported and highly active is involvement with the local public school systems, especially at the high school level. As described by both local school officials and police department staff, a previously well regarded high school liaison program was allowed to wither over a two to three year period. It is important that such partnerships be established and nurtured. Police managers need to encourage and support such arrangements.

The department has occasional ad hoc partnerships with other agencies, but these have usually depended on the relationships formed by one department member with someone from the other agency. These relationships need to be built on and expanded so that the two agencies work on common problems and transcend the one-to-one relationships.

THE TRANSFORMATION: IMPLEMENTING COMMUNITY POLICING IN ASHLAND

Recommendation 1: The transformation process should begin with the Chief of Police convening a task force to re-examine the Ashland Police Department's mission, vision and values. The task force should be composed on a cross-section of the APD and should include community representation.

The role of the Chief in this process is to be a strategic leader. By working with the community and members of the department the Chief needs to generate both organizational and personal transformation. The Chief must exercise the power of mutual inquiry, vigilance, and flexibility in leading the task force to develop a mission and set of values and, especially, a vision for the Ashland Police Department.

The APD's vision should be a statement about choice, about what the agency chooses to do and not do. The quality of the thinking that goes into defining such choices will be a critical component in determining the quality and success of the Ashland Police Department's approach to community policing. It should be an expression of the desired future for the APD and exhibit proactive rather than reactive thinking. Creating an effective vision will include considering which decisions or activities, done right, will have a disproportionately positive effect on the APD's performance in working with the community to solve the problems that are associated with crime and disorder. It also means consideration of those decisions or activities which, if carried out wrong, will have a disproportionately crippling effect on performance.

The Ashland Police Department's vision should uniquely fit the department and the community. The following examples are meant as illustrations of police department visions that were crafted to reflect a commitment to community policing and problem solving.

Through a commitment to fight crime and disorder, and provide safe neighborhoods, we will improve the quality of life for the people of our city. Working together through community oriented policing, our partnership will be strengthened with the people and their communities to maintain a safe environment. Both residents and visitors will feel a sense of security without being intimidated by crime or the fear of crime and disorder. By recognizing and quickly responding to community problems we will work together to ensure the security of our schools, businesses, and neighborhoods. Our innovation and planning, enhanced training and the incorporation of technological advancements will enable us to meet the challenges of the 21st Century and make our department a benchmark of law enforcement achievement.

And,

Our Police Department will be the foremost police agency in the State through:

- Engaging our community in problem identification and problem solving to prevent and control crime and disorder and the fear that is generated from them.
- Fostering pride in and respect for our employees' professional skills, knowledge, and creativity that reduces crime, disorder, and the fear of crime.
- A commitment to recruitment and employment, which values exceptional qualifications, and educational standards of excellence.
- The provision of initial and ongoing high quality training for all employees.

Reassessing the values of the Ashland Police Department will require consideration of how a values orientation can guide not only organizational behavior but the behavior of all departmental employees. Organizational values are the beliefs that guide actions and provide the context for all departmental actions. They link means with ends and set boundaries on how things are done. The department's senior management must be the custodian of the values that underpin the organization's culture, conserving them on behalf of and for the benefit of the organization in the future.

The APD's values should be defined in operational terms such that an observer can know whether any particular employee action is on target or off target. A statement of values is worth little unless the values are translated into actions that are performed with regularity

by the members of the organization. The examples below are from police agencies that were implementing community policing and problem solving.

VALUES EXAMPLE 1
<i>INTEGRITY</i>
<i>We value adherence to the rule of law, to the Constitutions of our state and of the United States, and to utmost honesty.</i>
<i>SAFETY AND SECURITY</i>
<i>We value working to create and maintain a safe, secure, and enjoyable working and living environment for community members, for visitors, and for ourselves.</i>
<i>COMMUNITY PARTICIPATION</i>
<i>We value working with our community's diverse communities to ensure the safety and security of our neighborhoods.</i>
<i>SERVICE</i>
<i>We value providing equally to all people fair, courteous, responsive, and efficient service which observes each individual's dignity and worth.</i>
<i>ORGANIZATIONAL GROWTH</i>
<i>We value the creation of an environment which focuses on solving problems through teamwork, participation, cooperation, and enthusiasm fostered by decisive, professional leaders who support creativity and innovation.</i>

The second example provides significant behavioral context as part of the values statement.

VALUES THAT GUIDE OUR ACTIONS
Our highest commitment is toward protecting life
The Department considers protecting life its highest priority.
Our firearms policy reflects the commitment to protect life; we only use lethal force when it is absolutely necessary to save the life of a citizen or officer, or to prevent serious bodily injury when no other options are available.
We are committed to provide high quality public service
We seek to employ individuals who seek to serve the community, rather than join the Department because they believe it offers an opportunity for "adventure".
We believe all citizens should have equal access to police service.
We care about citizen satisfaction with the type of police service they receive.
We adhere to democratic values in performing our mission
We view the protection of the democratic way of life as an important part of our mission.
We never violate the law in the pursuit of police objectives.

We are responsive to community and neighborhood priorities
Our relationship with the community is that of partnership, jointly working to solve neighborhood problems.
We view our community as being all the citizens of the city; neighborhoods are people residing or working in sections of the city having some common geographic or value orientation.
Our commitment to a community partnership means we will involve the community in determining neighborhood policing strategies and tactics which impact their lives.
We view the Neighborhood Team Process as an important link between neighborhood residents and the Department.
We treat people with respect and sensitivity
As policing professionals, we seek to ensure:
Every citizen will be treated with dignity, fairness and respect
We will always protect citizen's Constitutional rights
We seek to be helpful to citizens in solving problems of concern to them and their neighbors
We seek to be sensitive and compassionate when dealing with citizens, regardless of their circumstances
We care about our employees job satisfaction
Every employee is a valuable member of the Department.
In discipline, our emphasis is on developing and reinforcing positive behavior rather than simply administering punishment, providing a basic value or rule of the Department has not been violated.
We are committed to assisting in the development of our employee's professional and personal competencies.
We recognize that employee health needs are important to enhance their performance.
We are accountable to the community for our actions
Recognizing the authority placed with us by the community, we expect to be accountable for our actions.
We will objectively investigate citizen complaints and share with the community the results of these administrative investigations into our actions.
We will be open and honest in our dealings with the media, expecting that they will likewise be fair in their presentation of the Department's position on key issues.

Part of implementing a values orientation for the APD will be a careful consideration of integrating the values in all aspects of the department's systems, functions and operations. Department values should guide recruitment, selection, training, supervision, promotions, policy statements, leadership, rewards and awards, sanctions and external relations.

For example, each policy statement, general order, and procedure should be linked to one or more of the department's values. This might take the following format as part of the introduction to each policy directive:

PATROL OPERATIONS
<u>PURPOSE</u>
The purpose of this directive is to establish guidelines and procedures regarding patrol operations.
<u>VALUES REFLECTED</u>
This directive reflects our values of <i>commitment, preservation of life</i> and <i>high caliber service</i> . We are committed to our broad mission to preserve life, peace and property through conscientious, dedicated and professional attention to our patrol duties.

And --,

TRAFFIC ENFORCEMENT
<u>PURPOSE</u>
The purpose of this directive is to establish uniform policies, procedures and practices related to traffic enforcement.,
<u>VALUES REFLECTED</u>
This directive reflects our values of <i>fairness, preservation of life</i> and <i>high caliber service</i> . We will engage in preventive and proactive traffic enforcement activity in a fair, impartial, professional and courteous manner to earn community confidence and support, to promote the safety and security of the community and to gain voluntary compliance with motor vehicle laws.

A final example:

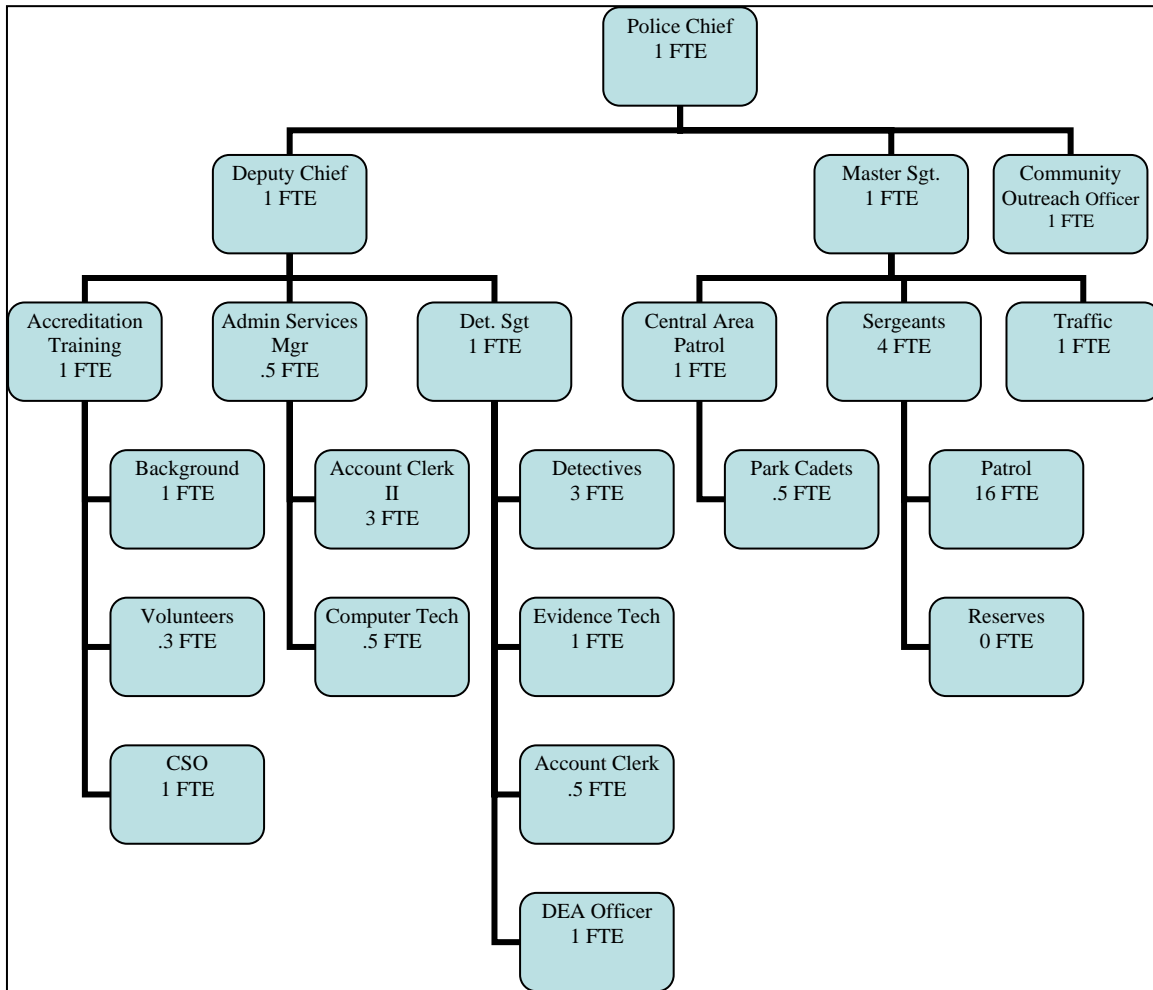
QUALITY OF LIFE ENFORCEMENT
<u>PURPOSE</u>
The purpose of this directive is to define order maintenance policies and procedures, provide guidelines for the exercise of police discretion in common situations which permit the use of discretion and to provide a basis for officer accountability in such situations.
<u>VALUES REFLECTED</u>
This directive reflects our values of <i>fairness, compassion, preservation of life</i> and <i>accountability</i> as we work to reduce fear, prevent crime and maintain civil and safe neighborhoods. All of our actions will be based on respect and concern for all of our citizens and adherence to the highest standards of professional policing.

As the head of the agency, it is the chief’s responsibility to use this task force on mission, vision, and values to reconstruct a partnership with the community. Ultimately this partnership should place demands on both the police and the public for the control of crime and maintenance of order. While responsibility for the first steps of this building process falls to the chief of police, all members of the department have to understand their role and responsibilities as well.

Community support lays the basic groundwork for the administration of effective community policing. Its very most central premise is that through positive relationships with the community, police can develop a partnership aimed at the prevention and detection of crime. The Ashland Police Department enjoys an already positive relationship, but until recently has not thoroughly embraced the concept of community policing, in part because community policing has not been well articulated within the department. .

Recommendation 2: Organizational Structure. *The department's organizational structure needs to be altered to promote clear lines of authority, accountability, and responsibility.*

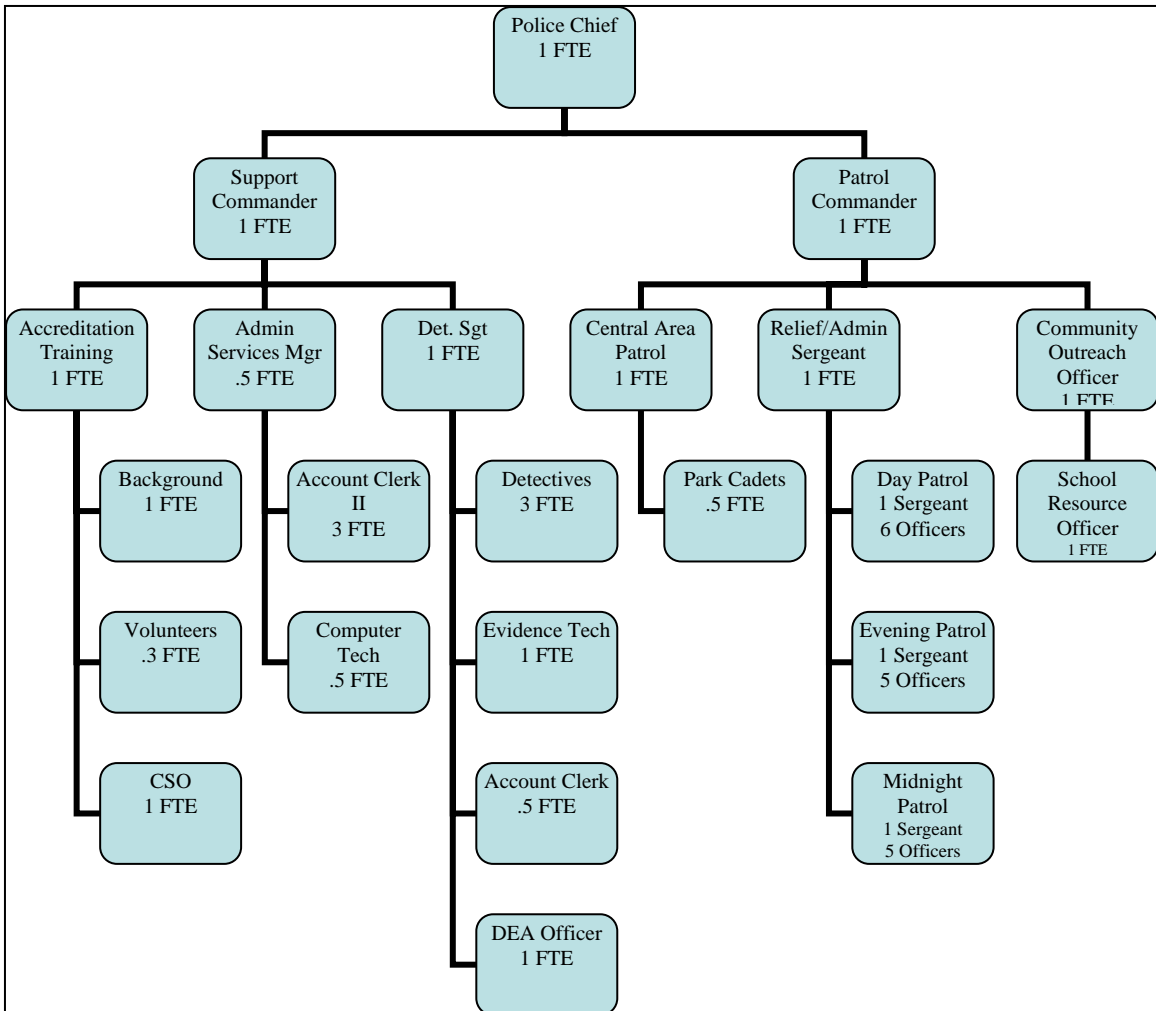
The current organizational structure is as follows:



In this structure the core operational component, patrol, is commanded by a Master Sergeant position which is designed to rotate annually. Administration is commanded by a deputy chief position which is two levels above the Master Sergeant position. This structure was put in place as a means of dealing with a series of personnel issues. The prior structure had two lieutenant positions, one over patrol, one over support, both reporting directly to the Chief of Police.

As was described above, this structure is not conducive to either maximize the delivery of law enforcement services or to support internal communication and direction. It does not enhance community policing implementation. There is a lack of clarity for department employees about roles and responsibilities. And, although, the Master Sergeant position was designed as a way to provide experience and to develop managers, its rotating nature means that sergeants take turns commanding each other. The following changes should be made to improve the organization of the department.

Proposed Organizational Structure



This structure proposes two equal “commander ranks”, one over operations, the other over support. These would be approximately equivalent to the old lieutenant positions. Over the long run, the people holding these positions should rotate so that each has a complete view of the organization and to build management capability. In the short run, the deputy chief should be the operations commander. The rank and experience of the incumbent should add stability to the organization. However, there needs to be a clear and explicit set of performance expectations for the operations commander regarding the steps needed to implement the department’s approach to community policing and problem solving.

A promotional process should be launched to fill the support commander position. A position description should be created that pertains to both of the commander positions and includes their roles and responsibilities for community policing and problem solving. The promotional process should include measurements of candidates’ experience and preparation for the position, their knowledge of and commitment to community policing and problem solving and their leadership capacity. The eligibility criteria and the scoring criteria should be publicized at the beginning of the process. Each candidate should be assessed by a panel of evaluators to include departmental personnel, an assessor from another police agency that has a community policing approach, and a city resident. A list of those judged well qualified for the positions should be presented to the Chief for final decision. Outside candidates who meet the eligibility criteria should be considered.

Although the Support Division remains the same, several changes are proposed for the Patrol Division. To better support community policing and problem solving, the dedicated traffic officer position is eliminated and replaced by a school resource officer. To support patrol efforts with regard to community engagement, the Community Outreach Officer reports directly to the Patrol Commander. The community outreach officer should also oversee the activities of the school resource officer.

The following table summarizes recommended staffing for the Ashland Police Department:

Sworn Position	FTE
Chief of Police	1
Commander	2
Sergeant	5
Patrol Officer	16
Central Area Patrol Officer	1
School Resource Officer	1
Detective	3
DEA Officer	1
Total Sworn	30
Civilian Position	FTE
Accreditation/Training Manager	1
Administrative Services Manager	.5
Community Outreach Officer	1
Background Investigator	1
Volunteer Coordinator	.3
Community Service Officer	1
Account Clerks	3.5
Computer Technician	.5
Evidence Technician	1
Park Cadet	.5
Total Civilian	10.3
Total Department Employees	40.3

The department should set qualifications for each position and then insure that such qualifications are met before someone assumes the position. For example, the Chief of Police should be expected to have substantial command experience, a master’s degree, and police executive training. The commanders should have post bachelor degree education and substantial supervisory experience. Sergeants should have substantial police experience (at least five years) and a bachelor’s degree. In addition to such requirements the department should list conditions that must be met after appointment. For example, commanders should attend a recognized high quality management training program within the first year of appointment and sergeants should complete a recognized high quality supervisory training program within six months of appointment. Failure to achieve such post-appointment requirements should be grounds for removal from the rank. Officer requirements are discussed later in this report.

The proposed organizational structure includes some specific recommendations for the patrol section. They are presented below.

Recommendation 3: The department should re-organize the patrol group to promote better coverage, enhanced opportunities for community engagement, time for problem solving and improved officer safety.

There are three primary sources of patrol officer work in Ashland: citizen calls for service (CFS), self initiated activities and administrative duties. Calls for service are those episodes which the public initiates when they request police service by making a telephone call (either emergency or non emergency), stopping an officer on the street, appearing at a police station, or contacting the police by some other means.

In Ashland the second primary source of patrol work is self initiated activity (SI). Self initiated tasks occur when individual officers, on their own initiative, stop and check on vehicles (either because of suspicious circumstances or because of traffic or license violations), stop pedestrians, check on buildings, follow-up earlier incidents, write reports and perform other discrete tasks. Generally speaking, self initiated work is composed of those episodes the officer starts. Self initiated activities may include tasks that officers perform at certain times during their shift such as school zone patrol or traffic enforcement.

Both calls for service and self initiated work are important to patrol operations. However, a police agency can have less impact on when calls for service take place than on the timing of self initiated activity. A call for service begins when a citizen makes a request for service usually with the expectation that the police will respond immediately to that request. Although it is possible to manage this workload somewhat—separating urgent calls for immediate priority from non-urgent calls for delayed response—the times that calls originate cannot be controlled by the police.

Self initiated activity is, to a large extent, discretionary. Officers can initiate encounters when they have time to do so, and when there are targets of opportunity. Much of this activity can be deferred to times when calls for service workload are lighter. However, self initiated activity does depend on legitimate opportunities being available and such times often coincide with high calls for service times. Car stops and checks of suspicious activities frequently result from peak times of human movement and interaction. In Ashland self initiated activities include traffic stops, foot patrol, conducting follow-up investigations, conducting house checks, checking on subjects, and checking to ensure that business and residential premises are secure.

Having sufficient time available for self initiated activity is important if a department wants to work to proactively solve crime, violence, and disorder problems through community policing. The best self initiated police work involves not only car stops and pedestrian checks, but also time for officers to work with residents and businesses to solve the problems underlying crime, violence, and disorder. Time spent in this regard, when appropriately directed, can have the benefit of reducing calls for service as the conditions causing the problems residents call about are improved.

A third source of patrol work in Ashland is consumed by administrative tasks. These include such activities as meals and breaks, administration, court attendance, conveying messages, and writing reports.

Measuring Workload and Time Consumed

An important consideration in community policing is the use of time for patrol officers. If the vast majority of their time is consumed by calls for service, then they will have little time left to spend on community policing and problem solving.

When examining Ashland patrol workload, PERF began by using the following guidelines to measure how much time is currently consumed by the different sources of patrol workload:

- Calls for service time is measured beginning from the time that an officer is assigned to respond to the citizen request and ends when the officer lets the dispatch center know that the officer has cleared, or completed, the activity and is ready to handle another assignment, if needed.
- Self-initiated work is measured from when the officer notifies communications that he/she has begun the activity until the officer informs communication that the activity has been completed.
- Administrative activities are measured either from when officers are notified that they are to begin the activity, or when they notify communications that they have started the activity, until notification is given to communications that the activity has been completed.

PERF requested and received a database of Ashland dispatch activity for a year's period from November 1, 2004 through October 31, 2005. A thorough analysis of patrol workload requires being able to measure the total amount of patrol officer time, and therefore requires records that show how much time each officer spent on each call. The total time consumed by an event includes not only the primary unit assigned but also the time committed by backup units. Therefore, for some calls, the time consumed includes both the primary unit and backups units assigned to the call.

Records that indicated that the dispatch was cancelled (usually because it was a duplicate of another call or the dispatch center was called back and the caller indicated that the police were not longer needed) and calls with incomplete time stamps (often due to entry errors) were eliminated from the database. There were 45,399 records remaining. Approximately 27% of these records (12,256) had the activity labeled "station" indicating the officer was in the station. No further information about the activity was added to the record. "Station" activities averaged about 34 per day. Although most patrol units recorded station activities in the 200-300 range for the year two units had over 1,000 recorded "station" activities. Overall, the average time per week recorded as in the station was 268 hours. Given that there are 168 hours in a week, this equates to over one full time officer. According to the department officers use the "station" code when: they are called to the station to take a report; to meet and/or interview victims, witnesses, or

suspects at the station; to secure property and evidence; to make long distance telephone calls as part of a follow-up investigation; to attend to equipment; or for a meal break. Almost all of these actions have their own specific call type codes which should be used rather than the general “station” code. This will enable the department to more closely monitor station activity and allow patrol supervisors to better track how patrol time is being used.

The remaining “field” event dispatch records totaled 33,143. About 20% were “administration” activities, 30% were “self-initiated” activities and 50% involved a response to a “call for service.” A matrix was generated to show by day and hour the average time spent on calls for service and other activities. The average weekly time consumed by calls for service response was 147 hours. Self-initiated activities averaged 94 hours per week and 128 hours weekly were consumed by administrative activities. These three activities combined averaged about 369 hours per week.

Consideration of when these activities take place is vital. Calls for service response must meet citizen expectations for timeliness and thoroughness. Self-initiated activity is largely discretionary and takes place when an officer has available time and targets of opportunity. The next table shows the distribution in Ashland of the typical weekly average time spent on calls for service by hour and day.

APD: Total Average Time Consumed in Hours on Calls for Service

HOUR	MON	TUE	WED	THU	FRI	SAT	SUN
0000	0.6	0.7	0.7	0.7	0.8	1.1	0.6
0100	0.4	0.6	0.5	0.5	0.6	0.9	1.1
0200	0.4	0.6	0.4	0.4	0.6	0.8	0.8
0300	0.3	0.4	0.4	0.2	0.3	0.7	0.7
0400	0.2	0.3	0.3	0.2	0.3	0.5	0.5
0500	0.2	0.2	0.2	0.2	0.2	0.3	0.3
0600	0.2	0.2	0.2	0.2	0.4	0.3	0.3
0700	0.4	0.4	0.4	0.4	0.6	0.5	0.4
0800	0.9	0.8	0.9	0.7	0.8	0.8	0.5
0900	1.2	0.9	1.1	1.2	1.1	0.9	0.6
1000	1.3	1.1	1.3	1.2	1.3	1.0	0.8
1100	1.5	1.3	1.4	1.2	1.3	1.2	0.8
1200	1.4	1.3	1.2	1.2	1.5	1.2	0.8
1300	1.2	1.2	1.3	1.3	1.4	1.2	0.9
1400	1.2	1.2	1.6	1.5	1.5	1.3	0.9
1500	1.3	1.2	1.5	1.5	1.7	1.4	1.1
1600	1.5	1.1	1.4	1.4	1.5	1.3	0.9
1700	1.2	1.0	1.4	1.1	1.3	1.1	1.0
1800	1.0	1.0	1.3	1.2	1.1	1.2	0.9
1900	1.1	1.1	1.0	1.2	1.1	0.8	0.9
2000	1.2	0.9	0.9	1.1	1.1	0.8	0.8
2100	1.2	0.8	0.9	0.9	1.0	0.8	1.0
2200	1.0	0.7	0.8	0.8	1.2	0.9	0.8
2300	0.9	0.6	0.9	0.9	1.2	0.9	0.7

The shaded areas show the busier times. Peak calls for service activity occurs weekdays from about noon through 6:00 p.m. (1800 hours). Other than on weekends much less activity occurs after midnight and in the early morning hours. The next table shows the time distribution of officer self initiated activity.

APD Average Time Consumed in Hours on Self Initiated Activity
November 1, 2004 – October 31, 2005

HOUR	MON	TUE	WED	THU	FRI	SAT	SUN
0000	0.3	0.4	0.2	0.3	0.3	0.5	0.4
0100	0.3	0.4	0.2	0.3	0.3	0.6	0.6
0200	0.3	0.3	0.2	0.2	0.3	0.5	0.7
0300	0.2	0.2	0.2	0.1	0.3	0.4	0.5
0400	0.1	0.1	0.1	0.1	0.1	0.2	0.3
0500	0.1	0.1	0.1	0.1	0.1	0.1	0.2
0600	0.3	0.5	0.4	0.4	0.3	0.2	0.1
0700	0.5	0.9	0.8	0.7	0.3	0.4	0.4
0800	0.9	1.4	1.2	0.9	0.4	0.5	0.6
0900	0.9	1.5	1.6	1.0	0.5	0.6	0.6
1000	1.2	1.4	1.4	1.1	0.6	0.6	0.6
1100	1.1	1.4	1.0	1.1	0.7	1.0	0.6
1200	0.8	1.4	1.1	1.1	0.7	1.0	0.6
1300	0.9	1.2	1.4	1.2	0.9	0.7	0.7
1400	0.8	1.2	1.8	1.4	0.9	0.5	0.5
1500	0.7	1.2	1.3	1.1	0.9	0.5	0.4
1600	0.4	0.9	0.9	0.8	0.9	0.4	0.3
1700	0.4	0.4	0.5	0.5	0.5	0.4	0.2
1800	0.4	0.3	0.4	0.4	0.3	0.4	0.3
1900	0.3	0.3	0.3	0.3	0.4	0.3	0.3
2000	0.3	0.3	0.2	0.3	0.4	0.4	0.3
2100	0.4	0.3	0.3	0.4	0.6	0.5	0.4
2200	0.5	0.5	0.4	0.5	0.6	0.8	0.3
2300	0.4	0.4	0.3	0.4	0.8	0.7	0.3

The most time consumed on self-initiated activity is weekdays from 8:00 a.m. through 3:00 p.m. (1500 hours). This time period roughly coincides with the schedule for day shift patrol officers. Little self initiated work takes place after midnight. The figures of '0.1' for example represent 10% of an hour, or an average over the course of the year of six minutes.

Most of the frequent requests for police response are service related rather than crime related. Frequent requests include call types such as assisting the public, miscellaneous requests, assisting with medical emergencies, responding to calls about loud noise, dealing with suspicious persons and activities; thefts, requests to speak to an officer, abandoned vehicles, complaints about parking violations and vandalism. These categories account for about half of all requests for police response. Although noise complaints and suspicious persons may result in a crime report after an officer

investigates the situation, only theft and vandalism are crime calls in this group of most frequent citizen requests.

As was described earlier, the dominant form of self-initiated activity in Ashland is a traffic stop. Over half of all self-initiated activity is accounted for by traffic stops.

Patrol officers in Ashland are currently scheduled to work, mostly, five eight hour days followed by two days off. The department has experimented with officers working four ten hour days followed by three days off. The schedules reviewed as part of this study showed that each of the three daily shifts – “dayshift”, “swing shift”, and “graveyard” had four officers assigned. One officer was assigned to traffic patrol, one officer worked an overlap shift, and the department had two recruits in the academy. One patrol position was vacant. A sergeant was assigned to each shift and a fourth sergeant worked varying shifts to cover for absences.

Roster sheets show that much shuffling takes places to staff each day and each shift. Vacation leave, illness, training and other absences reduce available personnel, as is typical in a small agency. Department policy mandates that minimum staffing is three officers from 1400 hours – 0300 hours daily and two officers from 0300 hours – 1400 hours daily. One of the officers may be a sergeant. Thus, street coverage will be as low a single officer and a sergeant. Typically only two officers will be scheduled to show-up for each shift.

This staffing pattern results in significant overtime expenditures. The next table shows estimated overtime for 2005.*

Type	Estimated Hours*
Staffing	842.0
Training	789.7
Major Case	596.7
Hireback	581.0
Casework	513.7
Staffing Sick	479.7
Court Callback	424.7
Staffing Vacation	381.7
Reports	315.0
Meeting	265.7
Staffing Training	192.0
Court	181.0
Meeting Callback	148.0
Halloween	143.7
OIC Overtime	72.0
Major Case Callback	44.0
Casework Callback	29.3
Major Report	25.7
Training Callback	24.0
Grant	18.0
Staffing Callback	5.3
On Call	5.3
Travel	4.7
Reports Callback	4.0
	6086.7

* The APD furnished the study team with overtime reports from February 25, 2005 through December 2, 2005. Twelve months estimates were extrapolated from this data.

The total estimate of 6,086.7 hours is equivalent to almost three full time positions. Overtime per bargaining unit member will average about five hours per week, which, overall, is not excessive. During some two week pay periods, some employees will have 20 – 40 hours of overtime. The department should carefully review and track overtime use. Prolonged overtime assignments that would average more than 10 hours per week may lead to fatigue and sub-optimum performance.

Approximately 40% of the overtime is due to staffing shortages, composed of the over time categories of Staffing, Hireback, Staffing Sick, Staffing Vacation, Staffing Training,

Staffing Callback. These 2,482 hours of annual estimated overtime translate to an average of 48 hours per week that is used to fill staffing vacancies.

Adding an additional patrol officer position would have some impact on overtime. Roster information indicates that about 25% of patrol personnel time is consumed by vacation, illness, and training leave time. Of a 40 hour week, therefore, one additional officer would be available for about 30 hours. In addition, because officers work a single shift for five straight days, the additional position would only compensate for staffing losses – that generate overtime filling – on the days and shift to which the new position would be assigned.

Adding one additional officer per shift would have a greater impact on overtime but even if the result was to eliminate all of the overtime generated by staffing shortages, overtime expenditures in the other categories would still total some 3,600 hours. Overtime in these other categories might even increase since training and court time would increase with more officers.

Two categories of overtime that might be reduced through management and supervisory intervention are “Reports” and “Casework.” Given that officers now average about 268 hours per week on “Station” assignments, it would seem that some of this station time could be used to write reports and do casework, thus decreasing these categories of overtime.

The department’s current minimum staffing pattern, requiring substantial overtime, makes it difficult to expect officers to spend time on community engagement and problem solving. They must remain available for calls for service response and to assist as a backup for another officer to meet officer safety considerations. As described above, PERF staff recommends an alteration in patrol staffing to increase the time available for patrol officers to meet community policing objectives.

The department should strive to maintain a patrol force of 16 officers. The overlap position should be assigned to one of the shifts and traffic enforcement should be the responsibility of all officers rather than performed by a dedicated traffic officer. Five officers should be assigned to the midnight shift, six officers should be assigned to the day shift and five officers should be assigned to the evening shift. During the day shift, a seventh officer, the Central Area Patrol officer, would also be available to respond to calls for service in the downtown area.

Placing six officers on the day shift will increase the time available for officers to work with the community and participate in problem solving efforts. The table below shows the time that would be available with the recommended staffing pattern, taking into account calls for service workload. Based on an examination of the roster data provided to the study team, it is projected that an average show-up rate of 75% should be able to be maintained. That is, of those scheduled to work each day for each shift, about 25% of the personnel resources will be lost to vacation, illness, training, or other leave time.

Projected Time Consumed by Calls for Service at Recommended Patrol Staffing

HOUR	MON	TUE	WED	THU	FRI	SAT	SUN
0000	27%	33%	29%	22%	25%	35%	21%
0100	19%	24%	23%	17%	21%	31%	35%
0200	16%	24%	18%	13%	21%	26%	26%
0300	11%	17%	16%	7%	11%	22%	23%
0400	10%	13%	12%	7%	10%	17%	16%
0500	7%	10%	7%	7%	8%	11%	11%
0600	10%	9%	9%	6%	12%	9%	10%
0700	17%	17%	18%	12%	18%	16%	12%
0800	28%	28%	23%	24%	20%	27%	17%
0900	39%	29%	28%	39%	30%	29%	21%
1000	43%	38%	33%	39%	35%	32%	26%
1100	49%	44%	37%	41%	35%	39%	25%
1200	45%	44%	32%	38%	39%	39%	27%
1300	41%	40%	35%	44%	37%	39%	31%
1400	39%	41%	43%	48%	40%	42%	30%
1500	44%	39%	40%	49%	44%	46%	37%
1600	49%	48%	45%	45%	49%	57%	41%
1700	40%	45%	46%	37%	44%	49%	43%
1800	34%	45%	42%	41%	37%	51%	40%
1900	37%	47%	32%	39%	38%	37%	40%
2000	39%	38%	29%	36%	37%	36%	37%
2100	40%	36%	30%	29%	33%	34%	44%
2200	33%	30%	26%	25%	39%	38%	37%
2300	31%	26%	28%	29%	40%	41%	33%

This staffing pattern would result in only two hours per week where the calls for service workload would be expected to exceed an average of 50% of the available time – on Saturday afternoon/early evening. Typically, the average time consumed by calls for service would be expected to be less than 45%, providing substantial time for both self initiated activity and community policing and problem solving. The average time consumed by calls for service under this plan would be about 30%.

There are no universally accepted standards for how much patrol time should be consumed by calls for service. Many departments set an informal target time for the amount of patrol officer time consumed by calls for service from 30-40%. Other departments may set targets at 50% or 60%. A common rule of thumb, established before community policing became prevalent, was that 1/3 of the time should be spent on calls for service, 1/3 on self initiated activity and 1/3 on uncommitted patrol time.

The target for patrol staffing is a policy decision that is usually balanced by the work that needs to be performed and the resources a jurisdiction has available for police services. A target of 35% CFS time consumed requires more officers than a target of 50%.

An important consideration is how a city wants its patrol officer time used. In Ashland, the objective is to have patrol officers actively involved in community policing and problem solving activities. Such activities should include spending time getting to know the people and conditions in the city, attending community meetings to listen to neighborhood concerns, conduct analysis to develop plans to address community crime and disorder problems, and being a catalyst to bring local government operations to bear to improve the quality of life in the city's neighborhoods. Under this model, the department may especially try to have officers available to work with the community during community policing "prime time" – from noon to about 9:00 pm on Monday through Thursday. During this time most community meetings take place and schools, businesses, and social service agencies can be readily contacted. The allocation described above, 30% call for service time, would provide time for patrol officers to engage in community policing and problem solving.

A final recommendation for patrol in Ashland is to create a stronger geographic and neighborhood bond between patrol officers and city residents. The size of the city and the small number of officers on duty make it difficult to use a beat assignment approach. Under such an approach, officers work consistently in the same area with non-emergency calls being held for the "beat" officers so that they can get as complete a picture as possible about what is happening on their beats.

An alternative for a smaller jurisdiction like Ashland is to subdivide the city into small neighborhoods, which could be called "beats". Each of these areas is assigned to one or more officers. With eight "beats" and 16 patrol officers, each area would have two assigned officers. Officers should be charged with developing in-depth knowledge of their area. They should know the people that live or work there, which homes are

occupied year round, calls for service history, crime and disorder patterns, “hot spots” for self initiated activity, and the crime and disorder concerns of the people in their beat. The department’s information systems will need to be altered to provide timely information about each new “beat”.

Those that live, work, or otherwise frequent an area should know their local officers, their work schedules and be able to get in touch with their officers to relay concerns. Officers should retain beat “ownership” over long periods, even when they re-bid shifts. With two officers assigned to each beat, the department should strive to have the two officers assigned to different shifts. Long term continuity will be important.

Recommendation 4: The department needs to reconsider the characteristics of the people it recruits, hires and promotes.

Like many police departments its size, the Ashland Police Department is subject to fairly high rates of police officer turnover. Smaller agencies often represent entry level opportunities to officers who, after gaining experience, look to move on to larger agencies through lateral entry. They may leave for better pay and benefits or for enhanced career development opportunities. . Some officers may leave because housing costs are too high and commuting distances are too far.

Other officers may leave because they feel they do not fit the policing style of the organization. In a large police agency, there are often variations in styles so that an officer can find an area, unit, or function of the agency in which the officer feels she/he fits. Smaller agencies tend to be more mono-cultural and with less variations. However, officers may leave small agencies like Ashland in which there is turmoil and disagreements about the nature of the agency and the style of policing that it should undertake. Several Ashland officers that were interviewed indicated that they were contemplating leaving the APD because of such divisions.

As the department reconsiders its mission, vision and values, it should review and revise its patrol officer job description to reflect the department's commitment to community policing and problem solving. This emphasis would better serve in attracting officers who fit the policing style desired in Ashland. Seeking a more precise match between an applicant's characteristics and the Ashland style of policing could serve to reduce turnover.

Current recruiting efforts need to be revised. For example, the department recently created a brochure to recruit lateral officers. This brochure provides little information about the kind of police officers it wishes to attract. The job is described only as:

This recruitment is for full-time, sworn law enforcement officer positions performing a variety of law enforcement and crime prevention work, including patrol and investigation....The Ashland Police Department provides a wide range of public services while carrying out the basic police mission through a "spirit-of-the-law" approach. Officers should be willing to assist people with problems which may go beyond traditional police duties.

Other than educational, physical and license minimum requirements, the only other desired characteristics listed are that "The City of Ashland is looking for employees with a high commitment to outstanding customer service" and that it is desirable that an applicant has completed a four-year university education in criminology or related field.

The pictures in the brochure are of the evidence technician, a non-sworn position, an officer standing indoors, an officer on a motorcycle, a sergeant at his desk on his computer and the deputy chief in front of a picture of John Wayne. There is neither a picture of the Chief of Police nor a statement of the characteristics and experiences an applicant should have.

The information and images conveyed in the brochure do not promote the department's desire to have officers that work with the community to help solve community problems. No pictures are presented that show officers in the field or with community residents or

youth. The department's mission, vision, and values are condensed into two sentences rather than being prominently displayed.

The ideal officer for Ashland should be tactically sound and community oriented. The characteristics established by the Oregon Police Corps program should be examined for portability. The purpose of this program was to produce officers that were well trained in traditional police skills but who were also well versed in community policing and problem solving. Guidelines for Police Corps training state that the training is to be “designed to develop the physical, moral and analytical capabilities of trainees. Police Corps training places special emphasis on leadership, integrity, fitness, effective communication, understanding of social context, problem solving in multi-cultural settings, and commitment to the principles embodied in the Constitution, including respect for the dignity of all people.”

All of the department's recruiting effort should clearly state that the Ashland Police Department is seeking those individuals that can demonstrate leadership skills, integrity, fitness, the ability to effectively communicate with diverse persons in diverse circumstances, their ability to understand the social context of policing in a city like Ashland, experience with problem-solving in multi-cultural settings and their commitment to both the state and national Constitutions including respect for the dignity of all people. It is noteworthy that one Police Corps graduate that had been hired by the APD has since left the department. This officer's tenure ought to be reviewed to learn why there was not a better fit between the officer and the APD.

Limiting recruitment to lateral officers is problematic. Strengths of lateral hiring include being able to promptly fill vacancies and avoiding the costs of sending a newly hired employee to entry level police training. Weaknesses include limiting the pool of potential Ashland officers and bringing into the APD officers who already have fully formed views of police work that may not coincide with what the APD wants. A lateral recruiting effort which seeks officers that will “fit” Ashland is likely to overcome these weaknesses.

This suggests that the APD should concentrate its recruitment efforts in locales that have a similar perspective on policing to that desired for Ashland. In addition, Ashland may need to consider the extent to which pay and benefits packages may need to be enhanced to attract officers with the desired characteristics. Some departments in Texas are offering enlistment bonuses up to \$10,000. Ashland may need to develop programs to off-set the high cost of housing in Ashland. Such incentives may need to be extended through the current workforce to avoid inequity between current employees and new ones. Departments that Ashland may wish to study to determine their successes in hiring include Eugene, Corvallis, Berkeley CA, and Montgomery County MD. Montgomery County is working to create a program to assist county employees including police officers to acquire affordable housing.

As important as who comes into the department is who assumes supervisory and management roles in the department. The department should have policies in place that describe the promotional process. Included should be the eligibility requirements, the critical skills, knowledge, and abilities desired of the successful candidate and the process that will be used to measure each candidate. The directive should include information on how an employee can prepare in order to be highly competitive. The directive should describe a process that makes promotions predictable and fair. The promotional process should require candidates to demonstrate their knowledge of community policing and their problem solving skills. The policy should under go review and alteration if needed from time to time, but it should be designed to transcend any particular command staff.

Recommendation 5: The department needs to reconsider how it trains its employees. This review should include entry-level training, field training, in-service training, and specialized training. Each should be considered in the context of how it supports community policing and problem solving.

Most of Oregon's new police officers are trained at the ten week state academy Basic Police Course. This ten week program is among the shortest in the country. When

Oregon trained recruits for the Police Corps, the curriculum was 21 weeks in length. The current ten week program provides only four hours of training in ethics and condenses community policing and problem solving to only eight hours. The department needs to be continually aware of both the content of this training as well as the attitudes toward the community that are developed. If it hires graduates of the state academy, either as new recruits or as lateral employees, the department should ensure that they receive substantial supplemental training. For example, guidelines for the Police Corps curriculum mandate weekly training in ethics and require that ethics topics be integrated throughout the curriculum.

The APD needs to renovate its field training program so that the training provided by the department after academy graduation supports and develops skills in problem solving and community policing. Currently, the department uses the state Department of Public Safety Standards and Training “New Police Officer Field Training Manual” for new employees who have completed academy training. The objectives of this program are listed as:

- To produce a highly trained and positively motivated police officer capable of meeting or exceeding standards of performance required by the employing agency.
- To provide equal and standardized training to all newly hired police officers and to provide corrective training in those areas where deficiencies are identified.
- To build on the foundation of knowledge given in the Basic Police Course, thereby creating an environment in which the new officer may develop new skills, as well as increase proficiency in those skills acquired in the academic setting.
- To improve the agency screening process by providing on-the-job observation of each new officer’s performance categories.
- To ultimately increase the overall efficiency and effectiveness of the agency by enhancing the climate of professionalism and competency demanded by the ethical standards of law enforcement.

PERF recommends that the department adopt the Police Training Officer program developed by the Community Oriented Policing Services Office of the Department of Justice. PERF has provided the department with a copy of this recently developed field training model – fully implemented in the Reno NV Police Department – for review and consideration. The objectives of this program are:

- To formulate learning opportunities for new officers that meet or exceed the training needs of both the community and the policing agency.
- To develop and enhance the trainee's learning from the academy within the community environment through a series of *real-life* problem-solving activities.
- To foster a growing independence from the Police Training Officer over the course of the program.
- To produce graduates of the training program who are capable of providing responsible, community-focused police services.
- To prepare trainees to use a problem-solving approach throughout their careers by employing problem-based learning training.
- To promote the practice of using community member as partners in problem solving
- To design fair and consistent evaluations that address a trainee's skills, knowledge, application and ability to problem solve effectively.

A field training program which achieves these objectives better meets the needs of the department than the approach now in place.

The department must provide training for all its employees in community policing and problems solving. In Ashland, for community policing to realize its potential, the function of the department must change from predominant focus on responding to calls for service and legalistic enforcement to a focus that also addresses the contentious community problems that exist. Employees throughout the department should work with the public in a problem solving partnerships. There should be joint efforts to deal more effectively with the transient population, individuals with mental illness, the area's youth, and perceptions of downtown disorder. This will require the development of new skills.

The training delivered must be more than a mere orientation. It must include the ability to practice new skills. The Community Policing Consortium in Washington DC, although scheduled to close shortly, is one good source for training materials and trainers. One of the regional community policing institutes and the Oregon Police Corps are other possible sources of the necessary training. It is vital that once officers are trained in these new skills they have immediate opportunities to put them into operation. New skills developed in training wither quickly if they are not used.

A core group that needs to receive specialized training will be the department's sergeants. They need to learn how to mentor and coach their subordinates in community policing and problem solving. They will be vital to successful implementation.

Recommendation 6: Once members of the department have been trained in community policing and problem solving, the police department should take the lead in establishing several problem solving task forces. Based on issues raised during site visits and in subsequent communications with PERF staff, problems ripe for attack include homelessness and transient populations, perception of disorder downtown and police/youth relationships.

Ashland's problem solving task forces must be directed to emphasize solutions based on thoughtful, in-depth analysis of the city's unique problems – moving away from the application of generic "off the shelf" police responses. Officers and the community must become engaged in a search for solutions – if what has been done in the past is not effective, then alternative solutions must be sought.

As the community and the police together implement solutions to these problems, the efforts must be evaluated for effectiveness. Problems may not be completely solved, but there needs to be an assessment of how they were addressed. Both the department and the community should learn from their efforts both for motivation purposes and as a way to see the results of their efforts. Success should be replicated. Less successful efforts should be modified to improve those efforts.

Recommendation 7: The department needs to create a performance appraisal system that not only strives to recognize and measure traditional police skills but also community policing and problem solving behaviors. This combination of factors should be integrated with regard to every position in the department. A useful system will require that supervisors spend a substantial amount of their time in the field observing how officers operate and provide service, both in a law enforcement and community engagement context.

Recommendation 8: The department should create a career development system so that as employees become skilled and adept at community policing and problem solving they can advance in pay and status. These skills should be rewarded as should traditional skills that come with experience and advanced training.

A career development plan for the Ashland police department might be composed of as many as five levels, each separated by a 5% pay increment. Each level, beyond the first level would require that the officer demonstrate having reached specific milestones. Such milestones could include formal education, training course completion, experience, and job performance. For example, Level Three of a career development process might require:

- 90 hours of college/university credit at a grade of “C” or better,
- 120 hours of training since achieving Level Two status including 40 hours of training in police/community problem solving,
- 8 years of police experience including participation in at least three formal problem oriented policing projects since achieving Level Two status, and
- Performance appraisals at “above standard” or better for the last three years with no sustained disciplinary findings for the last three years.

Maintaining a Level Three status could be dependent on maintaining “above standard” performance ratings and a clean disciplinary record along with 40 hours of advanced training per year.

Recommendation 9: The department needs to improve both internal and external communications.

The department has a variety of vehicles for internal communication. Over the last several years there have been regular sergeants’ meetings, management team meetings, meetings of the entire department, and meetings between the chief and the union. All department members have e-mail and the chief has used this vehicle to communicate with individual employees and with groups of employees. The department has not lacked mechanisms for communication. Those that are interested in open and honest communication have had a variety of methods to do so.

Instead, the department's communications problems are a result of an unwillingness on the part of many department members to listen and respond with an open mind. The resulting dysfunctional communication stems from both traumatic critical incidents and from the lack of consensus over the core mission of the department.

Resolution will require a clearly articulated vision for the department that charts the path for its future development, a mission statement that defines why the Ashland Police Department exists and a set of values that can be defined in behavioral terms. The values must be structured so that it is clear which actions support the values and which fall outside the values structure.

The result should be a clear direction and set of rules for engaging the community. The content of communication then must be aligned in terms of the department's values. The internal communications problems of the APD have not been due to a lack of communication avenues but instead have been due to departmental members tuning each other out because they often have disagreed with the content of the message.

As the department moves forward, it will be important that the chief and the city administrator communicate frequently and openly, both informally and formally. With new people in these positions it will be important that their communication styles and information needs mesh. The city administrator should be fully briefed and act as a sounding board for actions that the chief wants to take to move the department forward. The relationship should not entail the administrator micro-managing the police department but, because of the contentious environment that has existed within the police department and within the community about policing in Ashland, the initial phases of the interactions between the city administrator, the new chief, and the department will need to be frequent and intense. Overtime, these relationships should settle into more routine interactions.

Over time, the chief of police had become the primary person communicating with the community. The department needs other voices as well but the messages conveyed must be consistent. Once the department has reassessed its mission, vision, and values, all communication with the community should be in concert with the guidelines established by these foundation documents. Both the chief and the commanders should be visible and accessible at community meetings and community and neighborhood events. They should speak with one voice.

The department should make better use of its website. It should contain fresh information at least weekly rather than being relatively static as it is now. As of June 15, 2006, the home page still featured a message from former Chief Bianca. As part of an enhanced communication strategy, the department should consider using a newsletter, distributed both electronically and on paper to highlight the department and the progress being made to deal with the city's crime and disorder problems.

Another important communication consideration is how the department interacts with the media. One of the department's General Orders provides guideline for press releases and media interaction guidelines. The policy states that it includes suggestions for the Oregon State Bar, the Oregon Newspaper Publishers Association, and the Oregon Association of Broadcasters relative to the release of information. The policy gives Management Team members the primary responsibility to release information on high profile and complex cases although the policy states that everyone in the organization is empowered to talk with reporter(s) or be interviewed on camera. The policy states that it seeks to balance the public's right to be informed, the victim's right to privacy and the accused's right to a fair trial. The policy is in keeping with best practices found in other police agencies.

Another aspect important to communication relates to how the department's policies and procedures are disseminated throughout the agency. The department's General Orders overall are up to date and are current with policing benchmarks, as attested to by the department's accreditation through the Oregon Accreditation Alliance. The department

has a specific General Order that defines how the distribution and dissemination process will occur. Employees are responsible for staying current with all policies and procedures. At least two complete and hard copies of the General Order manual are to be maintained at all times and all written directives contained within the General Orders are to be electronically available and retrievable to all personnel through the computer network.

The policy describes the process to ensure that distribution takes place and is tracked.

All new General Orders, as well as any changes to existing General Orders, will be communicated to all Ashland Police Department personnel by electronic mail. Each employee will be required to read each General Order via e-mail at which time an automatic acknowledgement will be sent to the ATM [Accreditation and Training Manager].

The ATM will ensure that all personnel have received the directives and that the electronic receipts are retained on the network files. The ATM will also be responsible for the maintenance and upkeep of a master copy of the General Orders as well as related procedures and references.

Any additional training on General Orders, policies, or procedures will be conducted during roll-call training. The training, and those who were in attendance, will be documented by the supervisor and forwarded to the ATM. The ATM will be responsible for maintaining the documentation in the appropriate training files.

The department should enhance this process by requiring that every new or changed directive be discussed at roll-call to ensure that it has been read and understood. The current electronic receipt system documents that the e-mail was received and opened, not that the directive was read and understood. The department should also make additional “hard” copies so that each supervisor has one. Finally, the department should feature an existing directive every two weeks to ensure that employees are re-exposed to them. Under the current process, they might not look at the General Orders past their recruit training.

Recommendation 10: The Ashland Police Department should reconsider elements of its employee disciplinary process.

The department has a General Order that details departmental standards and presents a code of conduct. A second General Order titled “Internal Affairs” describes the process used to investigate allegations of violations and the disciplinary process. Violations considered to be minor are defined as “Informational Reports”. The department classifies allegation of major violations as “Internal Affairs Investigations.” Some examples are provided for each type of alleged violation but the dividing line is not precise.

The policy indicates that Information Reports are normally handled by the employee’s immediate supervisor, who may consult with the appropriate Division Commander prior to imposition of discipline. “Internal Affairs Investigations”, the policy states, “are investigated by the employee’s immediate supervisor or other designated supervisor as directed by the Chief of Police.” Again, no precise process has been described for misconduct investigations.

The department should revise its standards and code of conduct and create a disciplinary matrix to provide better predictability and equity. Each behavior should be classified as “A”, “B” or “C”. Failing to comply with an “A” standard should result in termination or suspension of more than ten days. “B” standard violations should result in suspension of from two to ten days and “C” violations should result in penalties ranging from “documented counseling” to suspension for one day. An allegation of a second “B” violation within one year of another “B” or “A” violation should be treated as an “A” violations and a third “C” violation within an 18 month period should be treated as a “B” violation.

Such a system still provides management with a range of options to take individual circumstances into account but it also limits managerial discretion which can often be viewed as favoritism. It also establishes a hierarchy putting the department clearly on record regarding what it perceives as serious breaches of conduct standards.

All misconduct allegations should be recorded and tracked in a single system. Under the proposed organizational structure, all “A” violation allegations should be investigated by

the commander who is not in the employee's chain of command. Allegations of "B" violations should be investigated by the commander who is in the employee's chain of command. "C" allegations should be investigated by the employee's immediate supervisor. The investigating officer should recommend the disciplinary actions to be taken when a charge is sustained subject to review by the Chief of Police. All supervisors and commanders should receive training in how to conduct internal investigations.

Recommendation 11: The Ashland Police Department should reconsider elements of its Use of Force and Critical Incident policies and procedures.

After a review of recent critical incidents, use of force reports summaries and the relevant General Orders and written directives the study team recommends that the following be implemented:

- The City Administrator should establish the necessary protocol to prohibit the Chief of Police from being directly involved in critical incidents or use of force situations unless the Chief is the target of a physical attack or extraordinary circumstances are present. The role of the chief in such episodes is to direct and control the police, to remain objective and detached, and to make the best decisions in light of all the evidence available at the time. Personal involvement prevents a chief from taking on this observation and command role.
- Less lethal tools should be immediately available for all officers. For instance, all sworn personnel should be issued Conducted Energy Devices (CEDs) (Tasers, for example) and field officers should be required to carry them while on duty. The department needs to establish specific policies on their use and officers need to be trained thoroughly – with periodic refresher training – of the use of such devices. Guidelines on the use of CEDs, developed by PERF as the result of an intensive study, are attached as an Appendix. When used under the right circumstances, the risks inherent in CED use can be minimized.

- All of the department's supervisors and managers should undergo Critical Incident Management Training. The training should all come from the same sources so that the department approaches critical incidents in a consistent manner, recognizing that response will vary as incidents vary. Once training has been completed, APD supervisors and managers should review and make any appropriate changes in the department's critical incident written directives.
- The department should have a standing Use of Force/Critical Incident Review Board. This panel should review all Use of Force Reports and debrief all critical incidents both to determine whether they were within policy and to determine what lessons may be learned to improve how the department handles subsequent incidents.
- The Department's General Order on the Use of Force describes an in-depth process that is to be used when an officer's actions or use of force results in death or serious injury (emphasis added). The Deputy Chief is to be immediately notified, the Jackson County Major Assault/Death Investigation Unit shall be notified (including a member of the District's Attorney's Office) and shall assist in any investigation, the officer will be placed on administrative leave pending the outcome of any investigation and the Department shall conduct an administrative investigation of the incident.

The policy should be changed so that this intensive investigation results when an officer's actions or use of force results in death or serious injury, when the officer acted or used force that was intended to result in death or serious injury, and when the officer's actions or use of forces could reasonably be expected to result in death or serious injury. Departments with the best practice in this area do not distinguish between incidents when an officer shoots at someone and hits them and when an officer shoots at someone and misses them. In both incidents the intent is the same and the same level of thorough investigation should ensue, regardless of the target's injuries. A shooting that does not involve a police

officer will be investigated as an assault with intent to kill regardless of whether the suspect hit the victim.

SUMMARY

The Ashland Police Department must avoid viewing community policing as little more than a new project or a set of activities such as attending neighborhood meetings, doing more foot patrol, and asking people about their problems. The potential of community policing lies in using it as an organizational philosophy that underpins all that the department does. It is a strategy by which the public and the police work together to prevent and control crime and disorder.

The recommendations offered in this report are designed to enable the Ashland Police Department to fully implement community policing. The APD must base its operations on a set of values reflecting beliefs, clearly articulated to the community and throughout the department. A commitment to these values will then form the basis of making decisions and as a guide in exercising discretion.

Implementing community policing in Ashland should result in the involvement of city residents in developing problem-solving strategies. The APD should share responsibility with residents for the problems nominated for action and for the agreed on problem-solving activities. Both the APD and city residents must share responsibility for the outcomes of actions undertaken.

As it implements community policing, the APD will be increasingly accountable to city residents as will police employees to each other. All police employees should recognize the role residents play in authorizing police activities, in addition to the role of the law and government.

Community policing also will require empowerment of police officers to problem solve. A quasi-military attitude, which has been prevalent in the APD department, often works against successful empowerment of line officers. Community policing will result in the development of new roles for Ashland's police officers and sergeants.

Both the community and the department must recognize that community policing is not an end. Its value lies in developing means through which the community, the police, and all elements of government work together to improve their ability to control and prevent disorder, violence, and crime.

FINAL ISSUES: KEYS TO SUCCESS

The chief of police must make a firm commitment to community policing both to the members of the department and the public. Internally this should be cemented through communication with every member of the department on the community policing goals of the department, the form it will take, and what is expected of both new recruits and current members of the department.

The chief should develop a community policing action plan incorporating the recommendations of this report, and seek as much media attention for the plan as possible. The public needs to understand the goal of the initiative, how the department seeks to meet intermediate objectives aimed at goal achievement, what the community can expect from the police and what the police expect from the community.

The focus of the community policing action plan should be rooted in the concerns the public have communicated to the department, partially through this report, at various meetings in the city and through data on crime and calls for service in Ashland.

All of the APD's officers (not just in patrol) should at every opportunity, to the degree time permits, engage the community and build trust. While the number of officers

available for daily patrol does not provide for finite geographic assignments, the officers should be given overall responsibility for a specific geographic sector as described above.

The department should periodically evaluate the success of individual problem-solving efforts as well as the community policing action plan and make modifications, as needed, both in targeted problems and resolution strategies. Project status should be reported publicly including on the department's web site.

The chief and other top city officials must work with every aspect of the community to "sell" the public on the value and need for their involvement in existing crime prevention programs, the new commitment to community policing, general support of the department, and specific interaction with the officers working in their neighborhoods.

Officers need to be empowered to access other city services needed to solve community problems that result in crime or disorder. Officers reported having little information about resources outside of the department. Those engaged in problem solving efforts should be able to work directly with personnel who are responsible for services such as public works, refuse collection, code enforcement and zoning.

Internal rewards, work acknowledgement and public awards should be based on the officers' responsiveness to meeting department goals and work standards. They should be used to recognize outstanding traditional police work and community policing efforts.

Within the department, a problem solving project status board should be located where officers assemble. Every problem taken on by an officer for solution should be listed, and periodic progress updated. All employees should be encouraged to offer suggestions to any ongoing project.

The department should revert to an organizational structure that has one chief, two leadership positions that report to the chief, and the remaining supervisors and staff organized into cooperative work units. Organizational improvements should be made in:

recruiting, hiring and promoting; in training; in both internal and external communications; in the disciplinary process; and in critical incident and use of force procedures.

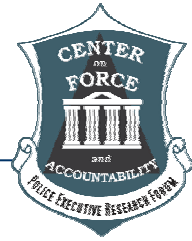
Supervision and the evaluation of officers' productivity must be adjusted so as to not focus strictly on the number of calls taken or the number of arrests made, but rather on the number of problems solved that have reduced the need for calls to be made to the department.

Ashland is a diverse and unique community. This report has offered an approach to tailor policing in Ashland to the needs and desires of Ashland's residents. The community debate about the police, and the debate within the department, reflects not just clashes over the role and actions of the police chief, but arguments about how the city should be policed. Community policing and problem solving, when fully implemented, offer the potential to provide a strong yet continually evolving match between the needs of the city and the delivery of police services. Success is not guaranteed. Hard work and good will be needed to accomplish the transformation.

APPENDIX

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PERF Conducted Energy Device Policy and Training Guidelines for Consideration

The following conducted energy device (CED)¹ policy and training guidelines were developed by the Police Executive Research Forum (PERF). They are based on information gathered from police chiefs and other subject-matter experts, two PERF national surveys involving more than 130 law enforcement agencies, reports on CED research findings and agency policies collected for this effort. In addition, a cross section of 80 people—police practitioners of various ranks, authorities on use of force, medical doctors and researchers—vetted these guidelines during a two-day national summit held on October 18–19, 2005, in Houston, Texas, that was supported by the U.S. Department of Justice Office of Community Oriented Policing Services and the Bureau of Justice Assistance.

While every effort was made to consider the majority views of all contributors and the best thinking on the vast amount of information received, the resulting PERF guidelines do not necessarily reflect the individual views of each participating law enforcement agency, nor the views of the U.S. Department of Justice.

1. CEDs should only be used against persons who are actively resisting or exhibiting active aggression, or to prevent individuals from harming themselves or others. CEDs should not be used against a passive suspect.
2. No more than one officer should activate a CED against a person at a time.
3. When activating a CED, law enforcement officers should use it for one standard cycle and stop to evaluate the situation (a standard cycle is five seconds). If subsequent cycles are necessary, agency policy should restrict the number and duration of those cycles to the minimum activations necessary to place the subject in custody.
4. Training protocols should emphasize that multiple activations and continuous cycling of a CED appear to increase the risk of death or serious injury and should be avoided where practical.
5. Training should include recognizing the limitations of CED activation and being prepared to transition to other force options as needed.

¹ CED brand names include Taser,TM StingerTM and Law Enforcement Associates.TM

6. That a subject is fleeing should not be the sole justification for police use of a CED. Severity of offense and other circumstances should be considered before officers' use of a CED on the fleeing subject.
7. CEDs should not generally be used against pregnant women, elderly persons, young children, and visibly frail persons unless exigent circumstances exist.
8. CEDs should not be used on handcuffed persons unless they are actively resisting or exhibiting active aggression, and/or to prevent individuals from harming themselves or others.
9. CEDs should not generally be used when a subject is in a location where a fall may cause substantial injury or death.
10. When a subject is armed with a CED and attacks or threatens to attack a police officer, the officer may defend him- or herself to avoid becoming incapacitated and risking the possibility that the subject could gain control of the officer's firearm. When possible, officers should attempt to move outside the device's range (approximately 21 feet) and seek cover, as well as request back-up officers to mitigate the danger.
11. When possible, emergency medical personnel should be notified when officers respond to calls for service in which it is anticipated that a CED may be activated against a person.
12. Officers should avoid firing darts at a subject's head, neck and genitalia.
13. All persons who have been exposed to a CED activation should receive a medical evaluation. Agencies shall consult with local medical personnel to develop appropriate police-medical protocols.
14. All persons who have been subjected to a CED activation should be monitored regularly while in police custody even if they received medical care.
15. CED darts should be treated as a biohazard. Officers should not generally remove CED darts from a subject that have penetrated the skin unless they have been trained to do so. Agencies should coordinate with medical personnel to develop training for such removal. Only medical personnel should remove darts that have penetrated a person's sensitive areas.
16. Following a CED activation, officers should use a restraint technique that does not impair respiration.
17. CEDs should not be used in the known presence of combustible vapors and liquids or other flammable substances including but not limited to alcohol-based Oleoresin Capsicum (O.C.) Spray carriers. Agencies utilizing both CEDs and O.C. Spray should use a water-based spray.
18. Agencies should create stand-alone policies and training curriculum for CEDs and all less-lethal weapons, and ensure that they are integrated with the department's overall use-of-force policy.

19. Agencies should partner with adjacent jurisdictions and enter into a Memorandum of Understanding to develop joint CED policies and protocols. This should include addressing non-alcoholic O.C. Spray carriers. Agencies should also establish multijurisdictional CED training, collaboration and policy.
20. If officers' privately owned CEDs are permitted to be used on duty, policy should dictate specifications, regulations, qualifications, etc. The devices should be registered with the department.
21. The CED "Probe Mode" should be the primary setting option, with "Drive Stun Mode" generally used as a secondary option.
22. CEDs should be regulated while officers are off duty under rules similar to service firearms (including storage, transportation, use, etc.).
23. CEDs should not be used against suspects in physical control of a vehicle in motion to include automobiles, trucks, motorcycles, ATVs, bicycles and scooters unless exigent circumstances exist.
24. The use of brightly colored CEDs (e.g., yellow) reduces the risk of escalating a force situation because they are plainly visible and thus decrease the possibility that a secondary unit mistakes the CED for a firearm (sympathetic fire). Note that specialized units (e.g., SWAT Units) may want dark-colored CEDs for tactical concealment purposes.
25. CEDs should be maintained in a holster on an officer's weak (support) side to avoid the accidental drawing and/or firing of an officer's sidearm.
26. Officers should be trained that the TASER™ CED's optimum range is 15 feet.²
27. Auxiliary/Reserve officers can be armed with CEDs provided they receive all mandated training and maintain all requalification requirements. Training and local statutes may dictate policy.
28. A warning should be given to a person prior to activating the CED unless to do so would place any other person at risk.
29. When applicable, an announcement should be made to other officers on the scene that a CED is going to be activated.
30. A supervisor should respond to all incident scenes where a CED was activated.
31. A supervisor should conduct an initial review of a CED activation.
32. Every instance of CED use, including an accidental discharge, should be accounted for in a use-of-force report.

² Association of Chief Police Officers, 2004. Independent Evaluation of the Operational Trial of TASER.™

33. Agencies should consider initiating force investigations outside the chain of command when any of the following factors are involved:
 - a. A subject experiences death or serious injury;
 - b. A person experiences prolonged CED activation;
 - c. The CED appears to have been used in a punitive or abusive manner;
 - d. There appears to be a substantial deviation from training; and
 - e. A person in an at-risk category has been subjected to activation (e.g., young children; persons who are elderly/frail, pregnant women, and any other activation as determined by a supervisor).
34. When possible, supervisors and back-up officers should anticipate on-scene officers' use of CEDs by responding to calls for service that have a high propensity for arrest and/or use of a CED.
35. Every substantial investigation (and when possible every preliminary investigation) should include:
 - a. Location and interview of witnesses (including other officers);
 - b. Photographs of subject and officer injuries;
 - c. Photographs of cartridges/darts;
 - d. Collection of CED cartridges, darts/prongs, data downloads, car video, confetti ID tags; and
 - e. Copies of the device data download.
 - f. Other information as indicated in guideline #45.
36. Police leaders should be aware that CED download data may be unreliable. Police leaders and investigators should be able to articulate the difference between the actual duration of a CED activation on a person and the total time of discharge registered on a CED device.
37. CED activations should be tracked in the department's early intervention system (EIS).
38. The department should periodically conduct random audits of CED data downloads and reconcile use-of-force reports with recorded activations. Departments should take necessary action as appropriate when inconsistencies are detected.
39. Audits should be conducted to ensure that all officers who carry CEDs have attended initial and recertification training.
40. Departments should not solely rely on training curriculum provided by a CED manufacturer. Agencies should ensure that manufacturers' training does not contradict their use-of-force policies and values. Agencies should ensure that their CED curriculum is integrated into their overall use-of-force systems.
41. CED recertification should occur at least annually and consist of physical competency and device retention, changes in agency policy, technology changes, and reviews of local and national trends in CED use.
42. Exposure to CED activation in training should be voluntary; all officers agreeing to be subjected to a CED activation should be apprised of risks associated with exposure to a CED activation.

43. Supervisors and command staff should receive CED awareness training so they can make educated decisions about the administrative investigations they review.
44. Statistics should be maintained to identify CED trends and deployment concerns. Agencies may include display and arcing of weapons to measure prevention/deterrence effectiveness. CED statistics should be constantly analyzed and made publicly available.
45. The following statistical information should be included when collecting information about CED use:
 - a. Date, time, location of incident;
 - b. The use of the laser dot or display of the CED that deterred a subject and gained compliance;
 - c. Identifying and descriptive information of the suspect (including membership in an at-risk population), all officers firing CEDs, all officer witnesses, and all other witnesses;
 - d. The type and brand of CED used;
 - e. The number of CED cycles, the duration of each cycle, the duration between cycles and the duration that the subject was actually activated;
 - f. Level of aggression encountered;
 - g. Any weapons possessed by the suspect;
 - h. The type of crime/incident the subject was involved in;
 - i. Determination of whether deadly force would have been justified;
 - j. The type of clothing worn by the subject;
 - k. The range at which the CED was used;
 - l. The type of mode used (probe or drive stun);
 - m. The point of impact of probes on a subject in probe mode;
 - n. The point of impact on a subject in drive stun mode;
 - o. Location of missed probe(s);
 - p. Terrain and weather conditions during CED use;
 - q. Lighting conditions;
 - r. The type of cartridge used;
 - s. Officer suspicion that subject was under the influence of drugs (specify if available);
 - t. Medical care provided to the subject; and
 - u. Any injuries incurred by an officer or subject.
46. Law enforcement agencies should conduct neighborhood programs that focus on CED awareness training. CED training should be part of any citizen's training academy program.
47. The agency's Public Information Officer should receive extensive training on CEDs in order to better inform the media and the public about the devices. Members of the media should be briefed on the department's policies and use of CEDs.
48. CED awareness should extend to law enforcement partners such as local medical personnel, citizen review boards, medical examiners, mental health professionals, judges and local prosecutors.

49. CEDs can be effective against aggressive animals. Policies should indicate whether use against animals is permitted.
50. Officers should be aware that there is a higher risk of sudden death in people under the influence of drugs and/or symptoms associated with excited delirium.
51. CED cartridges with longer barbs may be more effective in extremely cold climates.
52. Agencies should be aware that CED cartridges have experienced firing problems in extremely cold weather.

These guidelines are presented with the understanding that many force situations evolve rapidly and sometimes require law enforcement officers to make quick decisions about force options. It is impossible to anticipate every possible force situation or circumstance that may occur, and in all cases officers need to rely on their training, judgment and instincts. However, it is anticipated that these considerations will help the law enforcement profession to better manage conducted energy devices and police use-of-force situations.