181296

Developing a Partnership Between a University and a Police Department: the UBSOM-BPD Partnership Project

by

Raymond Hunt, Ph. D.

and

Pamela Beal, Ph. D.

with

Kevin J. Comerford, Crystalea Pelletier, and James P. Giammaresi

December 1999

Developing a Partnership Between a University and a Police Department:

the University at Buffalo School of Management

and

the Buffalo Police Department Partnership Project

by

Raymond G. Hunt, Ph.D.

and

Pamela K. Beal, Ph.D.

with

Kevin J. Comerford, Crystalea Pelletier, and James Giammaresi

December 1999

This project was supported under award number 95-IJ-CX-0081 from the National Institute of Justice, Office of Justice Programs, U. S. Department of Justice. Points of view in this document are those of the authors and do not necessarily represent the official position of the U. S. Department of Justice.

UBSOM-BPD Partnership Project Personnel

Raymond G. Hunt is a professor in the University at Buffalo School of Management. He has written on police leadership and strategic planning. He served as the project director for the partnership project.

Raymond G. Hunt
School of Management
260 Jacobs Hall
University at Buffalo
Buffalo, New York 14260

Pamela K. Beal is the Director of the University at Buffalo University Community Initiative's Regional Community Policing Center in Buffalo, New York. During the partnership project she served as the project manager and co-project director. She is the primary contact for information about the partnership project.

Pamela K. Beal
Regional Community Policing Center
101 Allen Hall
3435 Main Street
University at Buffalo
Buffalo, New York 14214-3003

Phone: 716-829-3520
Email: beal@acsu.buffalo.edu

R. Gil Kerlikowske is the Deputy Director of Support Services for the Office of Community Oriented Policing Services. For three years of the partnership project he was Commissioner of Police in Buffalo, New York.

R. Gil Kerlikowske
Deputy Director of Support Services
Office of Community Oriented Policing Services
1100 Vermont NW
Washington, DC 20530

Rocco J. Diina is the Commissioner of Police in Buffalo, New York.

Commissioner Rocco J. Diina
Buffalo Police Department
74 Franklin Street
Buffalo, New York 14202

Kevin J. Comerford is the Commissioner of Erie County Central Police Services. For three years of the partnership project he served as the Chief of Staff for the Buffalo Police Department. He also served as the chair of the UB-BPD Steering Committee.

Commissioner Kevin J. Comerford
Erie County Central Police Services
95 Franklin Street, Room 230
Buffalo, New York 14202

Crystalea Pelletier is the First Deputy Commissioner of the Buffalo Police Department.

First Deputy Commissioner Crystalea Pelletier
Buffalo Police Department
74 Franklin Street
Buffalo, New York 14202

James P. Giammaresi is the Chief of Staff of the Buffalo Police Department.

Chief James P. Giammaresi
Buffalo Police Department
74 Franklin Street
Buffalo, New York 14202

TABLE OF CONTENTS

Appendices

Acknowledgments

Many people worked together to make the University at Buffalo School of Management and the Buffalo Police Department Partnership Project a successful venture. The UBSOM Project Team would like to thank former Buffalo Police Commissioner R. Gil Kerlikowske and Buffalo Police Commissioner Rocco J. Diina for welcoming us into the Buffalo Police Department and providing the opportunity to work together to build strategies for community policing.

We would also like to thank our co-authors Commissioner Kevin J. Comerford (now with Erie County Central Police Services), First Deputy Commissioner Crystalea Pelletier, and Chief of Staff James Giammaresi who, as the persons with whom we worked most closely on this partnership project, deserve much of the credit for the many projects that were started and finished during the four years of the project. They are each progressive managers who have worked to make community policing a reality in the city of Buffalo.

We are grateful to all of the members of the UB-BPD Partnership Project Steering Committee for their participation in the many projects of the partnership: Chief John Battle (now with the Niagara Frontier Transportation Authority), Chief of Patrol Lawrence Ramunno, Inspector Phil Ramunno, Captain Mark Morgan, Captain Joseph Strano, Lieutenant Mark Makowski, and Lieutenant David Mann.

We also thank the grant managers at the Buffalo Police Department, Maureen Oakley and Krista Loveless, as well as the grant managers at the SUNY Buffalo Research Foundation, Karen Inman and Maureen McMahon, who kept everything in order, making our lives much easier.

The willing participation of the many inspectors, captains, lieutenants, detectives, and police officers of the BPD in this project was much appreciated. Time and again they generated ideas for projects that resulted in the improvement of the delivery of police services to the city of Buffalo. Several civilians in the department also contributed their efforts to the partnership, most notably Michele Graves (the BPD Community Liaison) who organized the Citizens Advisory Group to the Police Commissioner), James Kaufmann (the BPD MIS Director) who supervised many of the very successful internship projects, and Deborah Osborne (the BPD Crime Analyst) who has made computer mapping and crime analysis a working part of the operations of the BPD.

We also thank the many people at the University at Buffalo who contributed their time and support to the projects at the BPD. In particular, we thank Professor Hugh Calkins in the Department of Geography and Professor Raghav Rao in the School of Management's MIS Department who both understood that research is made better when practitioners are involved with its design and implementation. We also thank Geraldine Kogler, Director of the UB School of Management Internship Program, and the many graduate students and undergraduates who worked on internship projects that formed the core of the

success of the partnership. In particular we thank the Project Research Assistants, Kunal Malik and Sameer Gadi, who assisted with the implementation of countless technology projects and helped end users navigate the new systems. We also thank Ron Krul of the UB Center for Management Development for his work on this project and former Dean Rick Winter and Dean Lewis Mandell for their support and encouragement of this kind of research that is melded with public service.

Finally, we thank our NIJ program manager, Robert Kaminski, for his help with this project, and we thank the National Institute of Justice and its Locally-Initiated Research Partnership program for the opportunity to show that action research makes true collaborators of researchers and practitioners and produces results that neither could accomplish on their own.

Raymond Hunt, Project Director and Pamela Beal, Project Manager
UBSOM-BPD Partnership Project
December 1999

Executive Summary

Developing a Partnership between a University and a Police Department: the UBSOM-BPD Partnership Project

I. Overview

The purpose of the partnership between the University at Buffalo School of Management (UBSOM) and the Buffalo Police Department (BPD), which was funded from 1996-1999 under the National Institute of Justice Locally-Initiated Research Partnership (LIRP) program, was to help the BPD build effective strategies for community policing. The Buffalo Police Department Commissioner at the time, R. Gil Kerlikowske, was brought in from the outside to assist the BPD in its transition to this kind of policing in which the police work closely with the community to produce public safety. When he arrived in Buffalo, he met with Professor Raymond Hunt from the University at Buffalo School of Management to discuss the possibility for assistance with planning for the kinds of organizational and programmatic changes that would be required to accomplish the transition. Thus began a partnership between the two organizations that has continued for four years and has expanded to other law enforcement agencies and communities in Erie County through a Regional Community Policing Center located at the University at Buffalo.

II, Methodology

The partnership was committed to a few general guidelines for its purpose of developing strategies for community policing:

- the research agenda (what the researchers would be doing) would be driven primarily by the practitioners in the form of a steering committee
- feedback systems should be developed in order to determine what works and what doesn't
- organizational change should be led from the middle

At the researchers' request, Commissioner Kerlikowske invited a group of the department's managers to form a steering committee that would direct the project's activities. The researchers had not pre-determined what the department should do, in specific, to move toward the community policing model. Instead, they had purposely left the strategies unspecified so that the steering committee could design them to fit the particular needs and capacities of their own organization. The researchers defined their own role as service providers to assist the steering committee to develop those strategies. As one member of the steering committee said, "the committee was what we made of it, and the University regularly reminded us that we steered the project."[1]

The strategic planning process

The researchers came into the police department with no timelines, no charts and no wish to create an all encompassing strategic planning document. Rather, they hoped to help the BPD develop planning processes necessary to make the transition to community policing. The researchers proposed a plan-do-check-act (PDCA) planning process that

meant that the department would try projects, see if they worked and then modify them as needed. It is a seemingly simple process but requires feedback systems that few police departments have in place. The steering committee itself, comprised of supervisors from each of the departments primary units (patrol, detective bureau and administration) was the most consistent source of feedback.

The steering committee also became a forum for discussing issues that were otherwise not discussed either because they seemed too difficult or because they were fundamental or long range issues that managers seldom have the time to address in the heat of other pressing problems. Having the University researchers on the committee helped keep the committee focused on looking at the department's longer range goals and more fundamental issues.

Action research model

As Tom McEwen points out in his article on the NIJ's LIRPs, "Factors That Add up to Success," the LIRPs are "distinctive in fostering the translation of research into action," and they "exemplify an inquiry strategy know as 'action research.'" Moreover, he adds, "a distinguishing feature of action research is partnership with practitioners."[2] Under the action research model, and particularly in the case of the UBSOM-BPD Partnership, researchers not only become familiar with the context, culture and constraints of the organization but also, in some respects, become part of the organization. These action research principles were fundamental to the success of the partnership project.

III. Keys to the success of the partnership

Identify mutual benefits

The success of the partnership between the University and the police department was primarily due to both institutions recognizing the potential benefits of collaboration. The police department was modernizing not only its organizational paradigm but also its informational systems as well as expanding its training programs, particularly for middle managers. At the same time, the University was revitalizing its public service mission, focusing on the integration of research and public service and looking to local contexts for conducting research.

The police soon recognized the utility of having the University team to document the projects and changes occurring in the department. As one administrator said, there was someone "to document where we'd been, where we were going. A lot gets done, but if it isn't documented we don't realize it. This project gave us tangible evidence of the changes."[3] Perhaps even more importantly, the BPD saw the advantage of having persons who were not caught up in the daily minutiae of operations who could see and capitalize on opportunities for developing community policing in the department. As one committee member said, there was "someone who received information about problems, needs or good ideas from all over the department, from patrol, from MIS, from the training academy, and transferred it to the right people."[4]

Other benefits of the partnership for the police department included

- connection to university resources (technical assistance, training, interns, other departments such as geography)
- a neutral observer who lends credibility and provides an external perspective and a macro view of the organization
- assistance with evaluations and other projects

Benefits of the partnership for the University include

- an opportunity for the integration of its research, teaching and public service missions
- substantial projects and field experience for interns
- additional research opportunities
- data more readily available
- a better understanding of the context of the research, leading to better research[5]

Set agendas and goals together

Feedback systems and leading from the middle: In one of the early meetings of what was to become the steering committee for the partnership project, the partners agreed on two primary principles that would govern the strategic planning process. First, the department needed to establish systems for obtaining feedback from the field in order to determine on an ongoing basis what is and is not working. With feedback systems in place, strategies would be informed and shaped by operations. The steering committee

would operate as the central vehicle for information exchange and discussion between patrol, the detective bureau, and the administration and was charged with developing other feedback mechanisms. Secondly, change in the department needed to be "led from the middle." Middle managers, in this case captains and lieutenants, would be key to making the department more effective and progressive.[6] As one committee member said, "if supervisors aren't online with community policing, the patrol officers and new recruits won't buy in to it."[7] Operating on these two strategic principles has allowed community policing to take a shape suitable for Buffalo and reflective of its particular strengths and needs.

Project-oriented strategy: Another agreed upon principle of the partnership's strategic planning process was not to create an elaborate document but to build a structure for continuous planning in a dynamic environment. After two years, the steering committee had only a one-page vision statement that outlined three goals for the department. But it could boast of a host of projects and changes that managed to happen largely through the efforts of those "in the middle."[8] Using the principle of finding out what works and what doesn't, pilot projects have become a standard method of operation to test out new ideas using the plan, do, check, and act method: plan a project (with the involvement of middle managers), pilot it on a small scale (preferably in a district or unit that helped to develop the project), check to see if there are any problems (via your feedback systems), and make any adjustments (act on what you find out).[9] Many of these projects then became department-wide initiatives.

The UB team also focussed from the outset on projects important to the police and chose projects that had the support of all parts of the department, including the Union. As the UB team advised the committee in one of the early meetings, "in the political arenas that are police departments, multiple views make broad agreements on principle unlikely but ad hoc compromises can be reached on issues and projects . . . . Hence the importance of . . . a decentralized, project-oriented strategy."[10] While only a small number of people in the department would align themselves with community policing, many advocated and supported projects that had all the qualities sought for in the new paradigm.

Navigating the organization and understanding its culture

Because the idea of the project was to develop a community policing model suitable to the BPD context, the University team needed to develop a sense of the BPD context: its "culture," how it works, who's who, what's where, and why things are the way they are. These are all the implicit things with which one needs to be familiar in order to have a solid basis for sensing not only what an organization needs but what it can accept and assimilate and at what rate. Much of this sense of place, as of a foreign country, comes not from systematic inquiry, but from the informal, unplanned experience of being there over a period of time. This knowledge of an organization's culture and contexts is essential to conducting action research.

Language: In discussions regarding strategic planning, the University and police didn't always speak the same language. University personnel needed to understand the audience and translate when necessary. For instance, words like "vision" and "mission" did not

reverberate with the police—they sounded too idealistic and vague. So when the project manager held interviews to discuss the vision and mission with patrol supervisors she asked them what they thought their job was (mission) and what they would like to see happen in the department in the future (vision). Since the word "community policing" had developed such a strong negative connotation in the department, discussions centered instead around "quality of life" issues and the "neighborhood initiatives," terms that seemed neutral and acceptable.

Informal networks: Every organization has an informal network that carries and relays the bulk of the communication within an organization and that sanctions or disapproves programs and ideas. A police department is a social entity--many people have worked at the job all their lives and, due to the unusual schedules and nature of the work, they have socialized primarily with co-workers. Policing is also an information business and depends heavily on information exchange. Technological changes in the department will eventually improve formal information flow, but much information still gets exchanged through an informal network. Furthermore, certain persons have strong ties within the organization, and these persons have influence over information flow and perception.[11] Such persons are informal leaders, and in a several cases at the BPD they are also formal leaders. Such persons are key to disseminating information and gaining cooperation. The top management may not have strong ties to the informal network, but they can identify and consult those who do when planning projects. Early on in the partnership, the UB personnel developed a sense of the informal network at the BPD and connected with key leaders, both formal and informal.

Involve middle managers in projects

One of the primary benefits of the partnership, according to one of the steering committee members, was the focus on management from the middle, "getting lieutenants, particularly patrol lieutenants, involved in decision making and in projects" because, he said, "ideas and projects are more readily accepted if the come from the middle rather than from the top." [12]

One of the most successful projects for the BPD was the Neighborhood Initiatives, begun before the start of the partnership and designed by the First Deputy Commissioner and the Captain of Community Policing. Part of the design of the initiatives, and one of the primary reasons for their success, was that administrators gave patrol commanders three objectives (strict enforcement, high visibility, and communication with the community) and then allowed them to design the initiative's programs that addressed problems particular to their districts. While the initiatives were only intended to last for a year, several programs and operations begun under them have continued and expanded.[13]

In another case, when a disconnect between lieutenants and community police officers was identified, middle managers (captains and lieutenants) met with community police officers and the UB team to discuss how to resolve the problem. Middle managers were also the primary initiators of a summons book that allowed officers to ticket persons violating certain city ordinances (such as loud noise) aimed at improving the quality of life in the neighborhoods. Middle managers were also involved with several other projects including a project to identify and address problems in responding to what are

called "priority 4" calls in the 911 system (low level misdemeanor and disorder calls), an evaluation of the new mobile computer terminals (MCTs), a recruitment plan for the department, and the building of databases in individual districts.

Identify primary contact(s) within the organization

It is best to identify a primary point of contact for the project, someone who is familiar with how the organization works, who has respect and credibility within the organization, and who can expedite projects. It should be someone with some control over resources but not the department head, since a commissioner or chief is often unavailable for assistance with the projects on a day to day basis.

In this partnership, each of the primary contacts had a strong interest in the potential of the partnership with the University, gave freely of their time to the partnership project, kept in frequent contact with the UB team by phone and email, and took ownership of individual projects, initiating and then co-designing them with the UB team. It was significant to the success of the partnership that the persons who became the primary contacts had both energy and vision--they each had a strong sense of where they thought the department should be headed as well as ideas of how to get there. People, finally, make or break a project and it was the primary contact persons who kept the partnership going in between the monthly meetings with the steering committee and enabled the department to make the fullest use of the resources the University had to offer.

IV. Results and accomplishments of the partnership

About midway through the partnership, the UB team drew up a list of problems that had been identified in the initial interviews with department supervisors and the actions that had been taken to address these problems.[14] While it sometimes seemed that many things would never change in the department, when all the smaller scale projects were looked at together they presented a picture of a department that had come a long way in a few years.

The committee's sense of the changes were corroborated when in 1997 an IACP report indicated that significant change had occurred since their initial review of the BPD in 1991. The IACP observers noted that "the men and women of the department, in partnership with the current leadership, are forging a department that is far more contemporary, professional, and effective than the one we studied six years ago.... Vitality is being restored. The BPD has an energy that was not discernible during our previous study"; they also observed that of all the changes that had occurred "engaging the public through neighborhood initiatives and other types of partnerships may have the greatest impact."[15]

Creating a vision statement

Creating a vision statement is not only an end in itself but also a process to get the department talking about its collective problems and goals. The steering committee saw the development of the vision statement as a process that would allow the people in the department to think about the question of what they want the department to become and how it might get there. To start this process and get input from the field, the researchers

spent the first six months of the project out in the patrol districts talking to people about what they thought the goals of the department should be.

Once the interviews were completed, the UB team produced reports on the primary themes culled from the interviews and presented them to the steering committee in the fall of 1996.[16] A review of the results showed that it was a misconception that there was widespread resistance to change and innovation or to the principles of community policing. The middle managers actually had ideas about problems and needed changes in the department that were similar to those of upper management: the need for more proactive policing methods, for working together with the community, for focusing on quality of life calls, and for increasing training.

These opportunities to discuss the department's status and goals gave people the opportunity to be part of the process. Giving people a chance to tell what they know gives ownership, shows respect for their knowledge and experience, and renders good information. When people give voice to their confusions and concerns it is more than venting. They start to understand something by taking the time to articulate it. Talk is not just talk—it produces something that may not have previously existed. [17]

New training programs

One of the primary tasks of the partnership, particularly in its second phase, was to assist the department in development of training programs that would support community policing and modern management methods. The BPD's proposal to the COPS Office

Advancing Community Policing solicitation focused on training middle managers, arguing that "to secure the buy-in of middle managers, they must be given the understanding and the tools not only to accept innovation, but to advance and promote more effective methods of policing." The proposal also noted that "since 1992 the BPD has experienced an almost 60% turnover rate in the first, second, and third line supervisor ranks" which had "created a tremendous opportunity for the Department to recreate itself as a professional, trusted, neighborhood-based agency . . . by training these new managers and leaders in the principles and the skills necessary to implement this model."[18]

The primary areas of training that the University assisted the police department with were leadership development, problem solving training, community policing training and computer training. Two important principles that the UB team followed in putting together the trainings were that the trainers should be people who connect with police officers and that middle managers should have input in designing the trainings.

Internship programs established

There are few things in a police department that everyone agrees are good ideas. Interns, students from local colleges and universities working with police to assist them with various projects, are now well received throughout the BPD. Under the UBSOM-BPD Partnership Project, interns from the School of Management Internship program selected projects proposed by various BPD supervisors. Although the SOM program had not previously focused on internships with public agencies, interest in working with a police

department has grown, particularly among management information systems (MIS) and human resources students. For instance, one semester five MIS interns worked with the BPD's MIS unit to implement a new email system and train end users. During another semester three human resources students worked with the BPD Training Academy on a project to explore raising the educational requirement for potential officer candidates. Interns also assisted with an evaluation of the department's mobile computer terminals and on a project to raise the educational requirement for police recruits.

In interviews with steering committee members at the end of the partnership, to a person they cited having student interns assisting the department with various projects, particularly computer training, as one of the most significant benefits of the partnership. As one manager said, "we couldn't have afforded to send our people to get trained in what they walked in the door with." As another noted, the police department "was getting assistance from MBAs who in a few months would be making $50,000 or more."[19]

V. Highlights of the Partnership

- University now positioned as a trusted resource and service provider
- Several projects accomplished with an agenda driven by practitioners
- Steering committee provided a forum for discussion of departmental issues and a vehicle for feedback from patrol and the detective bureau
- Middle managers became involved in projects to improve the department
- A focus on quality of life concerns and mechanisms to address them have developed in the BPD

- Researchers are now connected to the informal network
- Planning proceeded by recognizing and capitalizing on opportunities rather than by a pre-formulated plan
- Neutrality of researchers maintained, even as they became part of the organization
- The partnership built on BPD's assets, strengths
- The partnership chose projects that had wide support
- Information systems were developed with assistance of student interns
- Evaluations and process reviews were jointly designed and implemented by practitioners and researchers with the assistance of student interns
- Regional Community Policing Center established to continue and expand the partnership with the University

Endnotes

[1] Beal, Pamela. 1999. *Final Interviews with the Steering Committee.* Unpublished project document for the UB-BPD Partnership Project.

[2] McEwen, Tom. January 1999. "NIJ's Locally-Initiated Research Partnerships in Policing: Factors that Add up to Success" in *National Institute of Justice Journal.* Issue 238, p. 6.

[3] Beal. 1999. *Final Interviews.*

[4] Beal. 1999. *Final Interviews.*

[5] In his book, *Introduction to Action Research: Social Research for Social Change,* David Greenwood argues that action research "produces superior research results in the quality and amount of information gathered and in the depth and quality of the analyses made" (96) largely because researchers have better access to local knowledge. Practitioners "have a great deal of information (or access to such information) about what is going on and long experience with the situation. Action researchers actively seek out this knowledge" (98). (Thousand Oaks: Sage, 1998).

[6] Kerlikowske, R. Gil. 1995. "Getting Things Right: The Delegation of Authority and Responsibility to Buffalo Police Lieutenants, Captains, and Inspectors by the Police Commissioner," unpublished memo. This emphasis on the potential of the middle manager is highlighted in William Geller and Guy Swanger's *Managing Innovation in Policing: the Untapped Potential of the Middle Manager* (Washington, D. C.: PERF, 1995).

[7] Beal. April 1996. *UB-BPD Partnership Steering Committee Minutes.* Unpublished document for the UB-BPD Partnership Project.

[8] Beal. May 1997/Revised May 1998. "Problems and Actions." Report to the UB-BPD Steering Committee.

[9] While what works in the corporate world doesn't always work in public agencies, particularly in police departments due to various constraints, this strategy of "try it and see if it works" was taken in part from the 3M company who had good success with it, as described in James Collins and Jerry Porras' book *Built to Last: Successful Habits of Visionary Companies"* (New York: HarperBusiness, 1994).

[10] Hunt, Raymond. May 1996. "Strategy and Planning in the Politicized Culture of Policing." Report to the Buffalo Police Department Commissioner.

[11] In their article "A Network Analysis of Charismatic Leadership: the Case of a Police Department," J. C. Pastor and M. C. Mayo argue that in an organization's network, certain individuals have "strong ties" (defined as having both task and friendship links) and are in the best position to influence other members. (*Academy of Management Best Paper Proceedings,* 1995, pp. 259-268).

[12] Beal. 1999. *Final Interviews.*

[13] Diina, Rocco J. and Pelletier, Crystalea. 1995. "The Neighborhood Initiative Plan." Buffalo Police Department. For an in-depth description of the neighborhood initiatives see Beal, Pamela, Cudney, James and Floss, Marty, "Buffalo's Neighborhood Initiatives" in Trojanowicz, Robert, et al. *Community Policing: A Contemporary Perspective,* 2nd ed. (Cincinnati: Anderson Publishing Co., 1998).

[14] Beal. 1997/98. "Problems and Actions."

[15] Needle, Jerome A. 1997. *The Buffalo Police Department Revisited.* IACP Report, p. 1.

[16] Beal. 1996. *Reports from Interviews with BPD Supervisors.* Report to the Buffalo Police Department.

[17] In their article "The Role of Conversations in Producing Intentional Change in Organizations," Jeffrey and Laurie Ford argue that language does not simply reflect or describe reality: it creates and gives shape to reality. "The speech act produces a changed reality and does not simply report on or represent something that was already there" (544). Simply put, talk is not just talk--it is an act that produces change: conversations about change actually help to produce it. (*Academy of Management Review.* 20:3, pp. 541-570).

[18] Comerford, Kevin. 1997. *Recreating the Traditions.* Grant proposal for Advancing Community Policing solicitation from the Office of Community-Oriented Policing Services, p. 4.

[19] Beal. 1999. *Final Interviews.*

Developing a Partnership between a University and a Police Department: the University at Buffalo School of Management and the Buffalo Police Department Partnership Project

An undergraduate geography student works with a lieutenant on a project to identify and map locations of sex offenders and vulnerable populations in the city of Buffalo. With this experience, the student is hired by a national police organization to develop the computer mapping capabilities of several mid-sized police departments.

A professor in management information systems agrees to work together with the police on an evaluation of their new mobile computer terminals. He does this *pro bono,* and this research project, co-designed by researchers and police administrators, produces a model redeployment formula recommended for use nationwide.

A team of three human resources students and their supervisor work with the police department and the city's corporation counsel to explore the potential for raising the education requirement of the department without adversely affecting minority recruitment. After several months of data collection and analysis, the proposal reaches federal court and is approved, in part, due to the report produced by the University.[1]

These are a few examples of how partnership with a local university or college can assist a police department with projects they otherwise might not have the time or expertise to

accomplish. They are also examples of how a partnership can benefit a university, giving professors access to valuable data and students the opportunity to work on substantial projects to improve their marketable skills. Each of these projects was a result of a partnership between the Buffalo Police Department (BPD) and the University at Buffalo School of Management (UBSOM) over a period of four years. This partnership created links between the two organizations that will continue for years to come.

POTENTIAL FOR PARTNERING

Locally-Initiated Research Partnership

Over the past four years, the Buffalo Police Department has made major changes in its philosophy, its organizational structure, and its technological capabilities. During those years, the partnership formed with the UB School of Management has provided a forum for strategic planning, opportunities to analyze organizational issues, assistance in program development and support for the department's emerging technologies.

The partnership began in 1996 under the National Institute of Justice Locally-Initiated Research Partnership program (LIRP). Recognizing that changes in policing could be accomplished via collaboration with educational institutions, the NIJ together with the Office of Community Oriented Policing Services (COPS) instituted this program to link local researchers to police departments. The goals of the LIRP program include developing "research studies that produce operationally useful information on the enduring basic functions of police work" and assessing "strategies and tactics, and administrative arrangements suited to the new paradigms of policing" (NIJ 1997). Under the LIRP, a

working relationship between the Buffalo PD and the University at Buffalo developed that provides relevant research and technical assistance to the police while at the same time affording the University opportunities to conduct substantial research projects and to obtain placements for student interns, thus synthesizing the University's research, teaching and public service missions.

Prospects right for partnering

Universities and police departments have not always been friendly toward each other. The protests of the 60s and the police response to them linger in the minds of many college professors who were students or teachers at that time. Police have had equal reason to be suspicious of researchers who have used police departments for studies that have sometimes produced less than useful results or, worse, negative repercussions for police departments. Adding to the problem, police and academics have not often spoken the same language; nor, historically, have informal networks developed between the two groups that could catalyze increased interaction between them.

But the prospects for a working relationship between police departments and researchers, particularly those within the same community, have changed in the past decade. [2] Local researchers routinely partner with police departments in New York, Boston, and Chicago, producing research of immediate use to practitioners, developing model programs, and conducting evaluations.[3] More police officers now have higher degrees, often from a local university or college, creating formal and informal connections between police departments and universities.[4] More and more researchers outside the field of criminal justice--e. g., from

management, geography, information sciences, sociology, political science and social work--have become interested in the expanding field of policing, particularly now that police have adopted a community-oriented and analytical approach to resolving chronic crime and disorder issues. Universities, too, have an increased interest in community revitalization, and more and more research institutions are looking toward their local urban communities in order to assist them with the problems that they face.[5] Ira Harkavy at the University of Pennsylvania and Barry Checkoway of the University of Michigan have both written extensively on the movement within universities towards what Harkavy calls "problem-driven strategic academically-based community service," which, he argues, is a "key vehicle for revitalization of educational institutions and urban communities" (4). Checkoway argues that "there is opportunity and need for reinventing the research university for public service. Communities have needs, universities have resources, and collaboration has benefits for both parties" (308). [6]

Both also point to the original mission of many of our institutions of higher education. Harkavy argues that the action research mission is "consonant with the historic mission of universities beginning with the founding of Johns Hopkins in 1876" (7). University presidents of the late nineteenth century, Harkavy says, "worked to develop the American university into a major national institution capable of meeting the needs of a rapidly change and increasingly complex society" (7). As Checkoway observes, "it is ironic that the university has not emphasized discussion of public service in recent years, for this was the original mandate of most universities, and the future of the university may depend in part on its reinvention for this purpose" (318). With the recent revival in academia of "action

research" and a recognition in communities that universities have a plethora of resources, the time is right for researchers to seek partnerships with practitioners.

How two such diverse institutions with historically different goals and agendas worked together in a way that has benefited and, to some degree, reinvented both groups is the subject of this case study. While the UB team members are the primary authors of the study, several sections were co-written by or the result of discussions with police practitioners, a testimony to the commitment of the police department to the partnership and an assurance of the relevance of the study for practitioners. This case study focuses on the partnership itself and offers generalizable lessons in how best to establish and maintain an effective, mutually beneficial working relationship between a police department and a university. It will also offer suggestions for how to do strategic planning with a police department of similar size and in similar circumstances (i. e., undergoing major changes). Issues related to new organizational arrangements suited to community policing and continuous improvement will be discussed in a second case study that focuses on a principle of "leading from the middle."

GOALS OF THE PARTNERSHIP

Researchers are required to produce new and innovative work, but often the most debilitating and intractable problems of a police department are fundamental ones that just simply need time and attention from someone with expertise. In many ways, what the Buffalo police needed most from the University was training and education in modern management practices and technological systems. These problems are not necessarily suitable for the demands of pure research. Furthermore, researchers usually do their work for other

researchers or for the field in general, not for local practitioners. The results are seldom returned to the practitioners or are of little immediate use to them.

But the Locally-Initiated Research Partnership (LIRP) program was established so that research could be co-designed and co-produced by practitioners and researchers in order to meet the needs of practitioners and provide opportunities for researchers to better understand what works and what doesn't. The program allows researchers to engage in "action research," which advocates involvement in resolving the organization's problems, not just observation of them. As Davyyd Greenwood understands action research, "the professional researcher and the stakeholders define the problems to be examined, cogenerate relevant knowledge about them . . . take actions, and interpret the results of the actions based on what they have learned" (4). As Tom McEwen notes in his article on the locally-initiated research partnerships, "the primary aim of the partnership projects is to solve local problems" (7). They operate, he says, under the basic principle of community policing that "working as partners achieves more than working alone" (3). Under this research rubric, and particularly in the case of the UB-BPD partnership, much of the work has been done on site at the police department, so that researchers not only have become familiar with the context, culture and constraints of the organization but also, in some respects, have become part of the organization.

The LIRP program was also intended to establish connections between police departments and Universities that would continue and expand after the program was over. As McEwen says, "the long-term aim of the approach is for the partnerships to extend beyond the life of

the initial projects, to become an ongoing collaboration that will build the research capacity of police departments, enabling them to become more efficient and effective in reducing crime" (3). With the recent establishment of a Regional Community Policing Center begun by several law enforcement agencies in Erie County, located at the University, and directed by one of the UB project team members, the partnership was institutionalized and expanded to serve the wider community. Those involved with this particular project agree that the objectives of the LIRP were met in the partnership between the Buffalo Police Department and the UB School of Management: the University produced information relevant to police work, they actively assisted in developing programs and systems to support community policing, and the partnership has been sustained and expanded past the initial grant program.

KEYS TO THE SUCCESS OF THE PARTNERSHIP

Overview of the partnership

When R. Gil Kerlikowske was hired in 1994 as the new Police Commissioner for the Buffalo Police Department, Dr. Ray Hunt contacted him to find out if he was interested in working with the University at Buffalo's School of Management. In Spring 1995, the School of Management ran its first leadership development course for the Buffalo Police Department at the Department's training academy. In Fall 1999, Buffalo's fourth leadership session was held at the newly established Regional Community Policing Center at the University and was attended by supervisors from seven different law enforcement agencies. Over the past four years, the UBSOM and the BPD have worked together on dozens of projects, including strategic planning, computer training, implementation of new information technologies, a hiring process and educational requirement review, a minority recruitment plan, supervisor

training, joint community-police training, and an evaluation of the effectiveness of the new mobile computer terminals. When Rocco J. Diina became Commissioner of Police in June 1998, he continued to support the partnership, and recently the project manager for the partnership was hired to direct the University's Regional Community Policing Center, expanding the benefits of partnership with the University to other law enforcement agencies in Erie County.

The partnership had two phases, both funded by the LIRP program. In the first phase, begun in January 1996, the various vehicles and processes for the partnership were established, including a steering committee to guide the project and an internship program to help implement some of the projects of the committee. In this initial phase, the focus was on strategic planning and project development for community policing. In the second phase, begun in January 1998, the focus was on training and technology needs identified in the first phase. Through the close working relationship that the School of Management established with the BPD, UB's National Center for Geographic Information and Analysis (NCGIA)—one of three such centers in the nation—is now also actively involved with several departmental computer mapping projects.[7] An on-going flow of student interns from management, geography and various other departments (law, library science, social work) are assigned to the department each semester to work on substantial projects designed by police supervisors (see "UB-BPD MIS and GIS Projects," Appendix #1). In a third phase, funded by a county regionalism grant, the partnership with the University will expand to other law enforcement agencies and communities in Erie County through the new Regional Community Policing Center.

Working together for four years, the researchers and practitioners identified several keys to making a partnership successful and beneficial for both parties.

Key: identify mutual benefits

In the example cited above of the mobile computer terminal (MCT) evaluation, both the police department and the University benefited from what was a genuinely co-designed and co-produced research project. It is perhaps clear how such a collaboration benefited the police department since they needed to produce an evaluation but had neither the time nor resources to do it. But this project benefited the researchers as much if not more. The researchers had the opportunity to work with police administrators and patrol supervisors to design a survey for patrol officers and a set of interview questions for patrol lieutenants regarding the effectiveness and usefulness of the MCTs and then to pilot the instruments with the officers. Thanks to the input from the police department and because the surveys were administered by the UB project team who knew many of the supervisors and officers, the instruments were well-received by the officers, the completion rate was very good (near 100%) and the information obtained was of high quality.[8] Because of the contact with the police department established through the partnership, the researchers received access to needed data for an article on emerging mobile technologies. The researchers and practitioners also worked together to create a formula for measuring time saved and redeployment, a formula which was subsequently used by the federal government as a model for use by other agencies. The researchers recently received funding from the National Science Foundation

for a conference on mobile technologies that will include participants from local law enforcement agencies.[9]

The success of the partnership between the University and the police department is primarily due to both institutions recognizing such potential benefits of collaboration. On a larger scale, the police department was modernizing not only its organizational paradigm but also its informational systems as well as expanding its training programs, particularly for middle managers. At the same time, the University was revitalizing its public service mission, focusing on the integration of research and public service and looking to local contexts for conducting research. Because initially the police department was somewhat wary of "yet another study" that fit researchers' needs but not police needs, the UB team emphasized that this was practitioner-driven research and the agenda would be set by the police, not by the researchers. As one member of the steering committee said, "the committee was what we made of it, and the University regularly reminded us that we steered the project." The team also developed a document in discussion with various BPD personnel that listed the potential benefits of the partnership to the police department. The police soon recognized the utility of having the University team to document the projects and changes occurring in the department. As one administrator said, there was someone "to document where we'd been, where we were going. A lot gets done, but if it isn't documented we don't realize it. This project gave us tangible evidence of the changes" (see "Problems and Actions," Appendix # 2). Perhaps even more importantly, the BPD saw the advantage of having persons who were not caught up in the daily minutiae of operations who could see and capitalize on opportunities for developing the department. As one committee member said, there was

"someone who received information about problems, needs or good ideas from all over the department, from patrol, from MIS, from the training academy, and transferred it to the right people." Change, as the University team understood it, did not occur primarily as a result of a plan but more often as a result of recognizing these opportunities for change or, as one lieutenant preferred, "for development," that came from within the organization and so had built-in support. While most people may resist change, few resist development or continuous improvement, particularly if they themselves advocate the innovations.

A summary of the benefits for the police department would include, then,

- connection to university resources (technical assistance, training, interns, other departments such as geography)
- a neutral observer who lends credibility and provides an external perspective
- a macro view of the department that is not caught up in the details or politics
- someone with time to talk with people to find out problems, needs, potential ideas
- documentation of the progress of the BPD
- assistance with evaluations and other projects

A summary of the benefits for the university would include

- integration of research, teaching and public service missions
- substantial projects and field experience for interns
- local networking for interns
- additional research opportunities
- data more readily available

- a better understanding of the context of the research, leading to better research[10]

Key: clarifying roles

Early in the project it was unclear to most of the upper administrators what role the University was going to play. One person asked what our timeline for change was, another was sure that they didn't need yet another study, and another thought the University was there to evaluate them. Would the University be a neutral observer or an involved participant, an expert or resource? In early meetings of the steering committee, the researchers stressed that their role was to advise the steering committee and support it with information and technical assistance, but that the committee itself was "the project's driving force and director" (see Hunt, R. "Project Steering Committee: Purposes and Functions," Appendix # 3). The project did call for an assessment, but for a process rather than an outcome assessment: the researchers' role was to help develop systems so that the department could plan, take action, and then assess what worked and what did not work. The assessment phase was intended to help the department modify systems or projects in order to improve them. The researchers would be valuable in providing a perspective from outside the department and its political culture, but they would also be participant observers who would assist in implementation of projects. While the management researchers certainly had expertise of use to an organization undergoing rapid and fundamental change, their primary role was to serve as a resource to the steering committee: their role was "service providers" and as such they told the steering committee from the first that they "need to know what things the BPD wants them to do." [11]

Key: setting agendas and goals together

The goals of the UB-BPD partnership project as outlined in the initial proposal were 1) to build a research and technical assistance partnership between the University at Buffalo School of Management and the BPD in order to develop the department's management skills and research capabilities, 2) to assist in systematic strategic development and management of community-oriented policing programs in the BPD, and 3) to learn generalizable lessons about organizational, operational, and managerial arrangements suited to the new paradigms of policing. In retrospect, a fourth goal could be also added: to learn lessons about the action research paradigm that allows the goals of research to be defined in collaboration with the practitioners and that makes them co-producers of the research.

The grant proposal was written by the University partners and reviewed by the Commissioner of Police. With the exception of the Commissioner, none of the command staff who would need to be involved with the project were involved with the design of the original proposal. This caused some problems initially, since the command staff was unaware of the proposal and unclear about the purpose of the project and the University's role. As mentioned above, some feared it was "just another study," others thought the University was going to foist a "plan" upon the department, and others thought they were going to be evaluated. However, during an open question and answer session with the University team very early in the project, it soon became clear to the command staff that the agenda and goals of the project were left relatively undefined with the intention of further definition as the partners began working together. As noted, the proposal had some general goals in addition

to building the partnership itself: to find out about strategy formation in a community policing context, to study and assist in the administrative and operational deployment of community policing, and to understand the role of mid-level police leaders in the development of this new paradigm. The project would include both technical assistance for the strategic deployment of community policing and research on the deployment process. In this case, the goals of the two institutions complemented each other: to assist with the process of implementing community policing and then to analyze that process.

Feedback systems and leading from the middle: In one of the early meetings of what was to become the "steering committee" for the partnership project, the partners agreed on two primary principles that would govern the strategic planning process. First, the department needed to establish systems for obtaining feedback from the field in order to determine on an ongoing basis what is and is not working. With feedback systems in place, strategies would be informed and shaped by operations. The steering committee would operate as the central vehicle for information exchange and discussion between patrol, the detective bureau, and the administration and was charged with developing other feedback mechanisms. Secondly, change in the department needed to be "led from the middle." Middle managers, in this case captains and lieutenants, would be key to making the department more effective and progressive.[12] As one committee member said, "if supervisors aren't online with community policing, the patrol officers and new recruits won't buy in to it" (*Steering Committee Minutes*, 4/96). The committee also identified key formal and informal leaders in the department and discussed what made them effective. Operating on these two strategic

principles has allowed community policing to take a shape suitable for Buffalo and reflective of its particular strengths and needs.

Project-oriented strategy: Another agreed upon principle of the partnership's strategic planning process was not to create an elaborate document but to build a structure for continuous planning in a dynamic environment. After two years, the steering committee had only a one-page vision statement (see "BPD Vision Statement," Appendix # 4). But it could boast a host of projects and changes that managed to happen largely through the efforts of those "in the middle" (see "Problems and Actions," Appendix # 2). Using the principle of finding out what works and what doesn't, pilot projects have become a standard method of operation to test out new ideas using the plan, do, check, and act method: plan a project (hopefully with the involvement of middle managers), pilot it on a small scale (preferably in a district or unit that helped to develop the project), check to see if there are any problems (via your feedback systems), and make any adjustments (act on what you find out).[13] The UB team also focussed from the outset on projects important to the police and chose projects that had the support of all parts of the department, including the Union. As the UB team advised the committee in one of the early meetings, "in the political arenas that are police departments, multiple views make broad agreements on principle unlikely but ad hoc compromises can be reached on issues and projects . . . . Hence the importance of . . . a decentralized, project-oriented strategy" (see Hunt, R. "Strategy and Planning in the Politicized Culture of Policing," Appendix #5). While only a small number of people in the department would align themselves with community policing, many advocated and supported projects that had all the qualities sought for in the new paradigm.

Incremental change: Early in the project the researchers also asked the steering committee to consider how it wanted to proceed with the change process: "Do we want to emphasize small incremental improvements toward our vision or major breakthrough changes?" (see Hunt, R. "Project Steering Committee: Strategic Planning Issues," Appendix #6). The committee agreed that while some changes would inevitably be major (for instance, consolidation of 11 precincts into 5 districts was already underway and was considered a major and disruptive but in large part positive change), they would prefer to move incrementally.

Key: navigating the organization and understanding its culture

Because the idea of the project was to develop a community policing model suitable to the BPD context, the University team needed to develop a sense of the BPD context: its "culture," how it works, who's who, what's where. These are all the implicit things with which one needs to be familiar in order to have a solid basis for sensing not only what an organization needs but what it can accept and assimilate and at what rate. Much of this sense of place, as of a foreign country, comes not from systematic inquiry, but from the informal, unplanned experience of being there over a period of time. This knowledge of an organization's culture and contexts is essential to conducting action research.

Language: As with any field, policing has its own vocabulary, and it was important not only to be able to understand it but to be able to use it. For instance, in one of the first interviews done with the police in the field, a well-respected Buffalo street cop said, "Policing is an information business." It became a mantra and a guiding principle for the partnership project

between the University and the BPD: it was a common concern of both police and researchers. Police collect and store more data than almost any other government agency and they need ready access to usable information if they are to be effective. Universities, too, are in the information business: a university is a place where people learn to collect, organize, access and interpret data and then turn it into useful information. In the numerous discussions the UB team had with police officers, all of them considered information essential for doing their job. Many considered a focus on public relations with the community "smoke and mirrors," but no one argued with the idea that better information from the community was needed and would improve their ability to do their jobs.

In discussions regarding strategic planning, the University and police didn't always speak the same language. University personnel needed to understand the audience and translate when necessary. For instance, words like "vision" and "mission" did not reverberate with the police—they sounded too idealistic and vague. So when the project manager held interviews to discuss the vision and mission with patrol supervisors she asked them what they thought their job was (mission) and what they would like to see happen in the department in the future (vision). Since the word "community policing" had developed such a strong negative connotation in the department, discussions centered instead around "quality of life" issues, a phrase that seemed neutral and acceptable. In another case, a graduate student gave a presentation to the steering committee on a new system for allocating patrol cars using technical terminology unfamiliar to much of the audience. When his professor realized this, he used feedback from the committee to revamp the presentation to make it more suitable for

the audience and the presentation was given again to an even wider audience with good success.

Informal network: Every organization has an informal network that carries and relays the bulk of the communication within an organization and that sanctions or disapproves programs and ideas. A police department is a social entity--many people have worked at the job all their lives and, due to the unusual schedules and nature of the work, they have socialized primarily with co-workers. Policing is also an information business and depends heavily on information exchange. Technological changes in the department will eventually improve formal information flow, but much information gets exchanged through an informal network. Furthermore, certain persons have strong ties within the organization, and these persons have influence over information flow and perception.[14] Such persons are informal leaders, and in a several cases at the BPD they are also formal leaders. Such persons are key to disseminating information and gaining cooperation. The top management may not have strong ties, but they should identify and consult those who do when planning projects. Early on in the partnership, the UB personnel developed a sense of the informal network at the BPD and connected with key leaders, both formal and informal. Since they had little knowledge of what programs, ideas or terms carried what connotations and values, the UB team associated itself with persons who had been identified as having the respect of the department, not with ideas or politicized terms (e.g., "community policing").

Having researchers who were local, who were perceived as long term and willing to invest time and effort helped in gaining credibility with the informal network in the department.

The fact that the project manager had worked as a researcher with the University police for several years also helped in establishing credibility—persons from the Buffalo Police Department contacted people at the UB police to ask about her work with them. But perhaps more importantly, a local researcher has the opportunity to become enough of a part of the informal network to be able to tap in to the local knowledge about problems or potentials. As Greenwood says, "the action researcher can and must rely on local knowledge to a considerable degree. The local interested parties have a great deal of information . . . about what is going on and long experience with the situation. Action researchers actively seek out this knowledge as an element in the research process" (98).

The respect that a researcher has for this kind of knowledge also makes or breaks a partnership. Time and again the UB team acknowledged that while they have a certain kind of expertise, neither of them were in law enforcement and that while they could help with processes they would be depending largely on the knowledge of those within the organization to address its problems. This attitude of preferring that the direction and knowledge come from the organization rather than from the researchers was something of a surprise to some of the police who expected the researchers to have an agenda prepared and solutions to offer. As Greenwood delineates the difference, "action researchers weigh the knowledge of local people much more heavily than do orthodox researchers. Action researchers are deeply skeptical about the transcendence of professional knowledge over all other forms of knowing" (95).

Culture and contexts: The UB team, primarily the project manager, also became acquainted with the informal history of the department: who talks to who, internal landmines, people credible to both patrol and administration. This knowledge was acquired less by design and more by a natural process that occurs when a neutral but trusted outsider enters an organization and spends time listening to people. Very little of this kind of information is ever actually asked for—it is either offered or learned by observation and, again, usually in informal settings that researchers seldom have access to unless they spend time in an organization and are involved in its activities. This kind of information can be crucial, though, to the success or demise of a project. In a few instances, good projects were not even tried because the UB team knew that the primary persons involved would not cooperate due to a longstanding conflict. In other cases, projects had an excellent chance of success because the UB team knew that the persons involved had widespread credibility.

It was equally important for this project that the UB team understand and, to some degree, become involved with the community within which and for whom the department existed. The project manager read the local newspaper daily in order to know what was happening in both the department and the community. Newspaper articles were also useful in documenting some of the changes occurring in the department and identifying community organizations working on neighborhood revitalization and safety. The project manager kept files of articles on the police department and the community, she told contact persons at the BPD that she had the files, and was often asked for copies of these articles for use in reports or as supporting documentation for new programs. Being attuned to the local media also established a sense that the researchers understood the somewhat volatile world of the police

who are so often in the eye of the media and kept the researchers apprised of changes or crises in the community or department that would affect projects or even meeting times. Knowledge of what was in the local news was also essential for initiating informal conversations that were often the source of some of the most insightful assessments of the department's problems or potential. Police officers ruminate about local news coverage (fair or foul) and develop responses to criticisms or perspectives on projects that can be of use in assessing a project or planning a response to a crisis.

In order to better understand the interests and needs of the community, the project manager also became an ex-officio member of the Citizens Advisory Group to the Police Commissioner, a group of key leaders in the city who met monthly to discuss and provide feedback on new programs and policies in the department. She also attended neighborhood block club meetings with officers and worked with them to train community members in resolving quality of life problems. Such knowledge of grassroots community priorities and concerns improved the project managers' ability to give advice on community policing programs and provided another link between the police and the community.

Constraints: The department operates under some strict constraints from both the Union contract and New York State Civil Service. It was important from the beginning that the UB team clearly understood these constraints in order to be able to give sound advice on how to proceed with a project. The UB team always advised the steering committee to work within its constraints (although they certainly could work to change them), to focus on projects with wide support and that did not fall within the constraints, and to include the Union or Civil

Service in discussions about projects that affected them. While the committee had no formal Union representation, minutes of the meetings were sent to a Union leader who had been invited to join the committee at the outset of the project but declined over concerns about conflicts of interest.

Key: involve middle managers in projects

One of the primary benefits of the partnership, according to one of the steering committee members, was the focus on management from the middle, "getting lieutenants, particularly patrol lieutenants, involved in decision making and in projects" because, he said, "ideas and projects are more readily accepted if the come from the middle rather than from the top" (Beal, *Final Interviews*). Another committee member "would like to have seen more participation from the lower levels of management--from the people who really do the work . . . because it gives them ownership of a project, because they have lots of knowledge, and because their perspective is different from that of top management" (Beal, *Final Interviews*).

One of the most successful projects for the BPD was the Neighborhood Initiatives, begun before the start of the partnership and designed by the then Deputy Commissioner and Captain of Community Policing. Part of the design of the initiatives, and one of the primary reasons for their success, was that administrators gave patrol commanders three objectives and then allowed them to design the initiatives themselves. While the initiatives were only intended to last for a year, several programs and operations begun under them have continued and expanded.[15]

In another case, when a disconnect between lieutenants and community police officers was identified, middle managers (captains and lieutenants) met with community police officers and the UB team to discuss how to resolve the problem. Middle managers were also the primary initiators of a summons book that allowed officers to ticket persons violating certain city ordinances (such as loud noise) aimed at improving the quality of life in the neighborhoods. Middle managers were also involved with several other projects including a project to identify and address problems in responding to what are called "priority 4" calls in the 911 system (low level misdemeanor and disorder calls), an evaluation of the MCTs, a recruitment plan for the department, and the building of databases in individual districts. For further description of the involvement of middle managers in projects, see the forthcoming second case study from the partnership, *Organizational Change: Leading from the Middle.*

Key: maintain neutrality

What benefit does the neutral position of a researcher provide to a police department? A neutral observer usually tells the same story as a person involved in a situation but because of the observer's neutrality, the story may have greater impact and credibility. An otherwise hostile audience might give credence to a neutral observer if they are perceived as not having an agenda and if the observer is not identified with the opposing parties. Once an understanding of how the organization works is developed, a researcher can also act as a facilitator for projects that might otherwise not happen. Being perceived as a neutral also means that people will talk with the researcher about problems or prevailing attitudes. Offhand comments or hallway conversations often provided some of the best insights into problems the department faced--reinforcing the importance of the researcher's frequent

presence in the department. Because of its value, neutrality should be carefully guarded, again, by focusing on projects with wide support, by affiliating with persons perceived as neutrals within the organization, by providing assistance to a wide base of persons in the department, and by steering clear of media attention.

Key: identify primary contact(s) within the organization

It is best to identify a primary point of contact for the project, someone who is familiar with how the organization works, who has respect and credibility within the organization, and who can expedite projects. It should be someone with some control over resources but not at the top since the person at the top level of administration is often unavailable for assistance with the projects on a day to day basis. While it is essential to have commitment from the top (in Buffalo's case, the commissioner) in order for a partnership to be successful, it is best to have the primary contact be someone at the second level of management. In the case of the Buffalo Police Department, in the first phase the captain of community policing and the chair of the steering committee (then a patrol inspector) served as contact persons for the partnership. Midway through the first year of the partnership they were each promoted to the new position of chief in the Department and each continued to work closely with the UB team.

In the second phase, the steering committee chair, who had been promoted to chief of staff over grants and training, served as the primary contact person for the partnership since one of the primary emphases of Phase II was on training. When he retired near the end of the project, his successor, who had been on the steering committee for the entire duration of the

partnership and been a major contributor to several of its projects, served as the primary contact. These contact people are essential to the effectiveness of a partnership, and in order for projects (again, projects identified by the police department) to proceed the primary contacts must be people with access to resources and the power to make decisions. These are the people who the project manager worked with to carry out most of the projects identified by the steering committee, and without the cooperation and direction of these persons, often on a daily basis, the monthly steering committee meetings would certainly have produced fewer results.

The primary contact persons from the BPD and the UB team also attended the LIRP cluster conferences that were held annually for the partnerships. They gave the partners a chance to discuss departmental issues in depth, they gave the police managers a chance to see that other police departments were struggling with many of the same problems, and they were a good source of ideas. Since each of the partnerships gave a short presentation to the plenary session, these conferences also gave the police partners an opportunity to articulate their own situation and strategies. In the first year, the captain of community policing spoke about the problems with the term "community policing" and outlined the department's strategy that gave officers objectives and terminology that they could get "on board with" (a program called the neighborhood initiatives) and patrol commanders the responsibility for designing ways to achieve the objectives.[16] At the next conference, the chief of staff spoke about the major organizational, operational, and technological changes that the BPD had made over a short period of time. He talked about how the rather simple strategy that the partnership had adopted during this time of rapid change—to get feedback from middle managers in order to

find out what was working and build on those activities—had helped ease the transition and had given people who had been in the business for fifteen or twenty years a chance to shape the direction of the department. He pointed out that as a result of tremendous turnover, the department also had a host of new, young lieutenants, presenting an opportunity for training in management skills and for ingraining principles of community policing such as decentralized decision making, partnership with the community and focus on quality of life problems. He concluded by saying that "while the bottom line is that this kind of policing is more difficult than just answering calls, more stressful, and more labor intensive, it is also more rewarding and is absolutely essential if the BPD is to survive (at least in its current form) into the next millennium" (Comerford, "Address," 10).

The UB team also worked closely with several civilians in the Department, particularly the community liaison, the crime analyst, and the supervisor of the MIS unit. The community liaison knows community leaders and groups all over the city and has been a key resource for the department and for the UB team in understanding the community's perspective and priorities, in securing the involvement of community groups in resolving public safety problems, and in organizing and training community groups. The MIS supervisor worked closely with the University on several information technology research projects and on building an internship program for MIS students. He also helped MIS student interns find local job opportunities. The crime analyst has been an invaluable source of information to the partnership about what is occurring both within the Department and in the field of policing. She also provides training sessions for supervisors and recruits on using crime analysis and

mapping for community policing. She has also served as the liaison on several computer mapping projects with the University.

In this partnership, each of the primary contacts had a strong interest in the potential of the partnership with the University, gave freely of their time to the partnership project, kept in frequent contact with the UB team by phone and email, and took ownership of individual projects, initiating and then co-designing them with the UB team. It was significant to the success of the partnership that the persons who became the primary contacts had both energy and vision--they each had a strong sense of where they thought the department should be headed as well as ideas of how to get there. People, finally, make or break a project and it was the primary contact persons who kept the partnership going in between the monthly meetings and enabled the department to make the fullest use of the resources the University had to offer.

RESULTS AND ACCOMPLISHMENTS OF THE PARTNERSHIP

About midway through the partnership, the UB team drew up a list of problems that had been identified in the initial interviews with department supervisors and the actions that had been taken to address these problems (see "Problems and Actions," Appendix #2). While it sometimes seemed that many things would never change in the department, when all the smaller scale projects were looked at together they presented a picture of a department that had come a long way in a few years—in some cases by large and sometimes disruptive leaps (such as the consolidations of eleven precincts into five districts), but also incremental (such as the gradual increase in training for community policing) as the committee had hoped.

The committee's sense of the changes were corroborated when in 1997 an IACP report indicated that significant change had occurred since their initial review of the BPD in 1991. The IACP observers noted that "the men and women of the department, in partnership with the current leadership, are forging a department that is far more contemporary, professional, and effective than the one we studied six years ago.... Vitality is being restored. The BPD has an energy that was not discernible during our previous study" (Needle, 1). They also observed that of all the changes that had occurred "engaging the public through neighborhood initiatives and other types of partnerships may have the greatest impact" (Needle, 1).

Following are some of the changes and improvements in the police department that have resulted in part from the work of the partnership.

Revisited mission and created vision statement

Mission Statement: The BPD had already developed a new mission statement in 1994 that was on the walls of station houses, but the general consensus within the department was that few knew what it said or meant. Despite this lack of knowledge of the mission statement, and to the surprise of the steering committee, when patrol leaders were interviewed they expressed ideas very similar to those in the mission statement and in line with the principles of progressive policing. This new mission statement, with its focus on reducing the fear of crime and solving quality of life problems, reflected a broader mandate than strictly law enforcement and included partnering with the community. The mission of the department, it

says, "is to improve the quality of life in Buffalo . . . through the cooperative effort of the Police Department and the community" (*BPD Mission Statement*).

Creating a Vision statement: Creating a vision statement is not only an end in itself but also a process to get the department talking about its collective problems and goals. The idea was not just for the steering committee to come up with a set of goals for the BPD which would have been fairly quick and easy. Instead, the steering committee saw the development of the vision statement as a process that would allow the people in the department to think about the question of what they want the department to become and how it might get there. To start this process and get input from the field, the researchers spent the first six months of the project out in the patrol districts talking to people about what they thought the goals of the department should be.

Because middle managers are key to change in a department, the bulk of the interviews were conducted with supervisors, including all patrol inspectors, 75% of the patrol captains, and 25% of the patrol lieutenants: approximately 50 people. Since the highest number of calls for service usually came on the afternoon shift (from 1600-0200 hrs.) and since administrators had less direct contact with managers on this shift than with those on day shift, interviews were targeted for supervisors on the afternoon shift.

Once the interviews were completed, the UB team produced reports on the primary themes culled from the interviews and presented them to the Steering Committee in the Fall of 1996 (see *Reports from Interviews with BPD Supervisors*, Appendix #8). A review of the results of

the question about the mission and vision of the department showed that it was a misconception that there was widespread resistance to change and innovation or to the primary principles of community policing. The middle managers actually had ideas about problems and needed changes in the department that were similar to those of upper management: the need for more proactive policing methods, for working together with the community, for focusing on quality of life calls, and for increasing training. As the committee observed after reviewing the reports, "most lieutenants want the BPD to do proactive policing, to work with the community, and to be perceived as professional" (*Steering Committee Minutes*, 6/96).

The committee spent its first year discussing and formulating the vision statement. In addition to the reports and information from the interviews, the committee reviewed vision statements and strategic plans from several police departments including the NYPD, the LAPD, the Boston Police Department, the Chicago Police Department and the Seattle Police Department. By spring of 1997 they had a one-page document, "Vision for the Buffalo Police Department," that incorporated the concerns and goals of the BPD's mid-level leadership: to become a professional, trusted, neighborhood-based police department. All patrol inspectors and some patrol captains reviewed the vision statement. In-service training was done for all lieutenants covering the mission and the vision, emphasizing that they themselves were the source of these documents. A mission and a vision are now in place that can function as a set of standards for improvement efforts and innovations; they also can assist the BPD in decision-making about the allocation of limited resources.

Dissemination: The next issue was how to educate the department about the mission statement that it already had up on its walls (in order to give it credibility and viability) and how to disseminate the newly formulated vision statement. Putting the vision statement on the walls wouldn't be enough: the mission statement had been up for two years and while that was a start in familiarizing people with the concept of its importance to an operation, it needed more work to become part of the day to day operation of the BPD. Creating a vision statement is useful in that it can be used in publications and reports delivered to the community to give them an idea of the department's goals. But instilling the vision into the department, which is the purpose of the activity of creating a vision statement, requires a different approach.

Again, the committee decided that it would use the vision statement to get people talking about what they thought the department was doing well and what needed work. Steering committee members, primarily the chiefs, discussed the mission and vision at in-service training for all lieutenants, at supervisor school for newly appointed lieutenants, and with new recruits. Inspectors also reviewed and discussed the vision statement at one of their meetings, and a presentation on the vision statement was given to the Citizens Advisory Group to the Police Commissioner. As with plans, vision statements are most appropriately viewed not as static givens or documents, as they often are, but as subject to continuous change based on experience.

In large part, though, few middle managers in the department saw or heard much about the vision statement after their initial exposure to it, and most have probably forgotten most of its

contents. The steering committee, however, decided that it would use the document to guide its own planning efforts since it was a good indication of what needed to happen in the BPD. While the mission statement is generally now understood by most supervisors in the department (to focus on quality of life problems related to public safety and to work with the community to resolve these kinds of problems), when asked, most still answer that their mission is "to serve and protect"—the LAPD's motto that has been the industry standard for the past several decades. However, most also knew about the NYPD's efforts to address "quality of life offenses" (Bratton, "How to Win the War") and most have heard of and agree with Kelling's broken windows theory.[17] More and more supervisors also feel comfortable working with the community or they are supportive of their community police officers' efforts. It is fair to say, then, that while neither of these documents have become mantras for the department (few people can repeat them when asked), because they came from within they do reflect the thinking of the department as a whole about what it should do and become, and they do capture the fact that there is increasing alignment with the principles of community policing within the middle management of the Buffalo Police Department.

Established feedback systems

Steering Committee: Phase I of the project was founded on the premise that community policing is a "plastic concept" that must and can only be given specific substance in a context of local practice (Eck and Rosenbaum, 1994). The proposal argued that in order to develop locally appropriate planning and practices, a vehicle would need to be established for continuous strategic planning, implementation and assessment.

In April 1996 a steering committee was formed to direct the project. Due to the exploratory nature of the project, the committee was initially uncertain of its function or goal. However, it soon became a forum for discussion of pressing issues within the department, began functioning as a problem solving entity, and developed goals and programs for the BPD based on feedback from operations. While some members of the committee have changed functions within the department, membership has remained consistent over the four years of the partnership and the committee now serves as an ad hoc planning group for the BPD. Purposes and functions of the committee include:

- The committee is the project's driving force and director
- It is responsible for strategic planning and development to accomplish the BPD Mission and achieve its Vision
- It is responsible for research, analysis, and assessment to clarify opportunities for and difficulties with effective operational deployment of community policing in the BPD
- It is responsible for developing its own policies and procedures and for identifying resource requirements necessary to accomplish its purposes and functions
- The UB team advises the committee and supports it with information and technical assistance

Historically, police administrators, like their counterparts in patrol, tend to give their time and attention to immediate, short term, emergency concerns: it is something perhaps to be

expected since their basic training was in emergency response. The steering committee functioned as a forum for discussion of issues and needs that were fundamental and chronic but not necessarily critical. Such issues included communications, decentralization, long term goals, and training needs. A chairperson was selected who was responsible for setting the agenda and facilitating the meetings. The agenda for the meetings was set jointly by the UB project manager and the steering committee chairperson.

The committee met at least once and sometimes twice a month, depending on both schedules and issues needing to be addressed. Because representatives from patrol, detective bureau and administration were on the committee, it served as a place for timely feedback from patrol and detective bureau commanders about what was and was not working and for communicating and clarifying administrative policies and decisions.[18] Having the University team at the meetings helped keep the group on the task of focusing on long-term goals and chronic problems (rather than only discussing immediate concerns), gave the committee an external perspective on the department (usually the problems were not as dire as perceived and people were more supportive of progressive change than assumed), and provided them with an overview of the department that managers in the separate areas and units of the department lacked.

The composition of the committee remained stable throughout the project, although personnel titles and responsibilities changed significantly. When three new administrative positions were created at the level of chief in late 1996, the patrol inspector, a patrol captain and the captain of community policing who were on the steering committee were promoted

to the new positions. The captain of planning and analysis returned to patrol toward the beginning of the partnership and then was promoted to chief of staff near the end of the partnership. About mid-way through the projects, a patrol captain on the committee moved to the detective bureau but stayed on the committee, and a new patrol captain joined the committee. For the purposes of the committee, this movement between administration, patrol and the detective bureau was beneficial in that it fostered a broader perspective of the three primary parts of the department, created more informal communication between them, and developed more understanding and perhaps tolerance of the constraints and realities each unit was facing.

Interviews : The first six months of the project were spent conducting in-depth interviews with BPD personnel--a time intensive effort (15-25 hours per week) but one, we believe, that paid off not only in terms of information received but in increased levels of understanding of the direction of the department on the part of its personnel. As people speak about a subject and have a chance to explore it, it becomes more real to them--it takes on, as Shakespeare said, "a local habitation and a name." Furthermore, change is produced through conversation not when one party works to convince another but when concerns and questions have a chance to be aired, even if no immediate solution is offered.

In the beginning, interviews were open-ended and to a degree directed by what the interviewee wanted to discuss (see Hunt, R. "Strategic Assessment: Interviews with Supervisors," Appendix #9). The interviews began as an inventory of concerns that developed into six basic categories: mission, vision, obstacles, assets, communications, and

community police officers. Initial interviewees were identified by top managers, with subsequent interviewees identified by those interviewed. In general, the interviewer spoke with the highest ranking person in the district first and let that person identify the persons under his/her command who should be interviewed. This method tended to select for the most cooperative personnel, although the interviewer also requested to speak with persons known to have objections to community policing.

These opportunities to discuss the department's status and goals gave people the opportunity to be part of the process. Giving people a chance to tell what they know gives ownership, shows respect for their knowledge and experience, and renders good information. When people give voice to their confusions and concerns it is more than venting. They start to understand something by taking the time to articulate it. Talk is not just talk—it produces something that may not have previously existed. As Ford and Ford argue, conversation can actually produce change: "producing intentional change, then, is a matter of deliberately bringing into existence, through communication, a new reality or set of social structures" (542).[19] Understanding a new concept is a process, not something that is learned in a day through a lecture. When an idea is presented to someone, the person needs time to develop questions about the idea and time to discuss those questions and get clarification. People understand new concepts in stages, like they learn languages. Adult learners understand best when given the opportunity to participate in an activity, to speak the language.

These interviews proved to be an opportunity for people with 20 years of experience to tell what they know, a chance for people with high levels of frustration to explain their concerns,

and a time for younger officers with innovative ideas to be heard. Because the department was undergoing so much change so rapidly, rumors were rampant and little chance for communication existed. The interviews provided a way for the administration to get a perspective on their organization that was in some respects more positive than they anticipated while at the same time relaying the needs of the patrol and detective units. They gave those in the field a chance to explain their perspective, voice their problems and training needs, and give suggestions for improving the department. The interviews gave the administrators an idea of the misconceptions about the changes and a sense for what rumors needed to be addressed, what trainings should be given priority, and what might be done to develop the department.

These interviews also provided a baseline document for the partnership project to continually refer to in order to determine if the problems identified had been resolved and to use as a guideline over the four years to help set priorities and decide which projects to undertake. For further discussion of the results and uses of the interviews, see the second case study, *Organizational Change: Leading from the Middle.*

Formal interviews on several other issues and projects were also conducted over the four year period of the partnership. Middle managers were interviewed regarding the effectiveness of MCTs, the raising of the educational requirement, the development of a minority recruitment plan, and improving the processing of domestic violence cases. Managers were also surveyed about the design of a new summons book for ticketing quality of life offenses (violations of certain city ordinances) and were asked to evaluate inservice trainings for the first time.

Informal interviews occurred in hallways, in districts, at community meetings or whenever the opportunity arose. The project manager simply asked managers their experiences with or perspectives on recent developments or programs (for instance, the implementation of a new technology or the utilization of the summons book). These informal interviews, while producing no documented information, served to develop a trust between the UB team and the middle management of the BPD and to keep a "finger on the pulse" of the department. Such connections between administration and patrol should be cultivated: time spent asking key leaders in the field what they think is well repaid in time saved by gaining cooperation for projects or in deciding to pull a project because it has produced no results or met with major resistance.

Weekly meetings and discussions: Throughout the project, one person in the department served as the point of contact for the UB team. The project manager met weekly with the captain in charge of community policing for the first year of the project and with the chief of staff during the second year as training issues became more a part of the project. She also maintained contact with key patrol personnel, became involved with several problem-solving projects, conducted several trainings for the BPD, and secured needed resources and research information for individuals in the BPD.[20]

Working with supervisors and community police officers on various projects in the different districts allowed the UB team to develop primary contacts in each district—people who could expedite a project, clear up a problem, or help secure cooperation. These key people

also provided feedback on current problems and issues as well as giving feedback that allowed the UB team to develop a sort of short hand approach to evaluating a project or program. For further discussion of the importance of identifying key middle managers for feedback on projects, see the forthcoming case study *Organizational Change: Leading from the Middle.*

Citizens Advisory Group to the Police Commissioner: Although this group was established before the partnership began, the project manager became an ex-officio member and often served as a link between the steering committee and the CAG to keep each apprised of developments in the other group. The CAG, led by a long-time community activist who now serves as the department's community liaison, is comprised of key leaders from the Buffalo community and as such functions as a place for the department to obtain feedback about its programs and policies. The CAG prepares an annual paper, *Critical Needs of the Buffalo Police Department*, that goes to the Mayor and Council of the city of Buffalo in support of departmental needs.

Community police officers and community policing projects

The BPD hired 27 police officers under the Universal Hiring Program, and these officers became the core link to the community groups in Buffalo, particularly the block clubs. The project manager attended monthly meetings of the community police officers (CPOs), assisting with trainings in problem solving, securing speakers from government agencies and community organizations that could assist the officers in dealing with improving the quality of life in the neighborhoods, and helping officers with individual problem solving projects.

One of the most successful projects was for drug house abatement. The project was spearheaded by a CPO who gathered together key stakeholders: block club leaders, landlords, the city corporation counsel, the district attorney's community prosecutor, representatives from the councilperson's office, and the UB project manager. The group then produced a set of procedures for police officers and block clubs to follow when they have identified a house being used for drug dealing, focusing on targeting worst or repeat offenders and utilizing both civil and criminal remedies (see "Procedures for Drug House Abatement," Appendix #10). The CPO, the UB team and the city's corporation counsel lawyer also provided training to other CPOs on the procedures. The project was subsequently expanded citywide by the U.S. Attorney's Save Our Streets Task Force.

The UB team also produced a questionnaire completed by community police officers at one of the meetings. Among other things, the results showed that officers were more satisfied with the work they were doing as CPOs than as patrol officers (20 of 21), that working with block clubs was a primary responsibility and was key to resolving neighborhood safety problems (21), and that having the job as a separate function from patrol might be the best way to do it (15 said yes, 12 said no) (see "CPO Questionnaire Results," Appendix #11). Those who experienced increased job satisfaction cited various reasons including being able to see a project from start to finish, having opportunities to help people solve problems, getting to know the community better, implementing long term solutions ("Community policing is more of a cure than a band aid approach"), and higher morale from positive contacts with citizens. CPOs also gave information on what types of problems they have

addressed, systems they had developed for information exchange with the community, trainings they considered most useful, and ways to encourage more officers involved in community policing.

Due to moderate levels of turnover, approximately 70 officers have served as community police officers since the position was instituted in 1994. Some of the turnover is due to promotions to lieutenant, which increases the number of supervisors who understand and support community policing. Others have been promoted to detective, infusing the detective bureau with people who have been trained in community policing. Even the turnover due to return to patrol (monetary issues, shift or assignment changes, some burn-out) is beneficial since those officers will influence the attitudes of other patrol officers.

Most districts have retained at least one person who started in 1994 and that person has become a resource for the other CPOs in the district and provides continuity to the community groups. Since training has been provided to CPOs in working with block clubs, resolving quality of life problems, crime prevention methods, and available resources these seventy-plus officers form a solid cadre within the BPD of persons who have been exposed to community policing and support it.

The city now has several Community Oriented Policing satellites (COPS) staffed by VISTA workers. The satellites are coordinated by the director of the COPS satellite at the Gloria Parks Community Center, a satellite which was begun under one of the neighborhood initiatives to focus on coordinating response to quality of life problems in the area. VISTA

workers from these stations have been trained in problem solving together with police officers from Buffalo and from other law enforcement agencies in municipalities adjacent to Buffalo and from the Niagara Frontier Transit Authority. Community Police Officers work with the satellites to address the quality of life problems.

For a list of community policing programs, projects and partnerships through May 1997 see "Buffalo Police Department List of POP-COP Projects," Appendix # 12.

New training programs developed

In Phase II of the partnership project one of the primary tasks was to assist the department in development of training programs that would support community policing and modern management methods. The BPD's proposal to the COPS Office Advancing Community Policing solicitation focused on training middle managers, arguing that "to secure the buy-in of middle managers, they must be given the understanding and the tools not only to accept innovation, but to advance and promote more effective methods of policing" (Comerford, *Recreating*, 3). The proposal also noted that "since 1992 the BPD has experienced an almost 60% turnover rate in the first, second, and third line supervisor ranks" which had "created a tremendous opportunity for the Department to recreate itself as a professional, trusted, neighborhood-based agency . . . by training these new managers and leaders in the principles and the skills necessary to implement this model" (Comerford, *Recreating,* 3). The primary areas of training that the University assisted with were leadership development, problem solving training, and computer training. Two important principles that the UB team followed in putting together the trainings were that the trainers should be people who connect with

police officers and that middle managers should have input in designing the trainings. Although the UB team planned to do a complete training needs assessment, most of the focus was on the three areas mentioned (see "BPD Training Needs Assessment," Appendix # 13.)

Problem solving training: In June 1997, the Police Foundation funded a site visit for the BPD to the Chicago Police Department so that the BPD could review both their strategic planning processes and, more specifically, their joint community-police training program.[21] While the Buffalo Police Department did not have the resources to train the entire department in joint community policing as Chicago did, it focused, again, on its middle managers as well as community police officers for training in problem solving. Interviews with mid-level managers showed a growing interest in addressing repeat calls and chronic problems in a manner other than rapid response and a concern for quality of life calls the 911 treats as low priorities but which affect a much larger segment of the community than the higher priority emergency calls.

Several different agencies and organizations offered training in problem solving, but in keeping with the principle that trainers needed to be found who "fit" with the BPD, the UB team spoke with BPD middle managers about trainings that they had attended and found valuable. The UB team was also looking for someone local, since as with the LIRPs, local trainers have more understanding of the culture and potential for long term assistance. The training also needed to be longer than one day. With these criteria in mind, a local trainer was identified who had been very well received by five captains who had attended their five-day training.[22] The same trainer had also been used by the U. S. Attorney's Office, so the BPD

and the U. S. Attorney sponsored several joint trainings in problem solving. Grants (including ICOPs and Advancing Community Policing funded by the COPS Office) funded several other trainings. Using this training, the BPD has trained approximately 125 people, including both police personnel and community members in each district of the city, as well as officers from police agencies in adjoining jurisdictions. Of those trained, approximately 40 were middle managers, primarily lieutenants and captains.

Evaluations of the training were consistently good. What seemed to work with officers was that the thrust of the training was not training in a philosophy (the trainers were not trying to convince them of anything or change their attitudes) but in skill building—how to facilitate a meeting, how to come up with solutions to quality of life problems, how to create a action plan, and how to give responsibility for the carrying out the action plan to the community. While the training did not aim at changing people's attitudes or opinions about community policing, the end result was that many people began to see its benefits. As one lieutenant wrote in his evaluation of the training "you really did change my mind on some subjects pertaining to police work." As a detective said, "I was surprised at how many other resources are available for solving these problems." Several of the participants had had some training in community policing but agreed that this training was, as one person said, "100% more useful," and nearly all of the participants thought all officers should receive the training. Managers liked the focus on skill building—attitudes changed as a by-product.

A shorter version of the training was also developed by the UB project manager and the BPD community liaison for block clubs, since many community members could not commit to a

five-day training session. The training teaches block clubs how to define a problem clearly and then brainstorm possible solutions. They also teach them how to identify stakeholders and to develop meeting notices that get results (i.e., people show up for the meeting). Problems addressed include deteriorating abandoned houses, littered vacant lots, juvenile vandalism, and dealing with irresponsible tenants. The training has also been incorporated into the Buffalo Weed and Seed strategy and adopted by the Regional Community Policing Center to help in resolving quality of life problems in the area it serves.

Leadership Development: UB's Center for Management Development ran its first course for the BPD in leadership development in 1995, and recently ran its fourth session in Fall 1999. The course was jointly designed by BPD managers and the UB Center for Management Development in order to meet the particular needs of the Buffalo Police Department. Evaluations of each instructor and each course helped provide feedback for what the department wanted in subsequent courses. The curriculum included classes in Managing Organizational Change, Human Resource Management, (communications--internal & external, ethics, dealing with conflict in the workplace, harassment), Decision Making, Empowerment, Team Work and Team Building, Managing Priorities, Operations & Systems (which would include CAD strategies, budget, manpower allocation to name a few). (See *Leadership Development* brochures for 1998 and 1999, Appendix #15.)

This program was presented over a period of fourteen weeks and was open to lieutenants, captains and inspectors. The course provided middle managers with a comprehensive strategic view of management, the capacity to translate their intentions into reality, and the

ability to sustain their efforts. The most recent course featured a forum on the future of policing with managers from three law enforcement agencies as panelists. As one participant said, "the open forum format . . . gave us the opportunity to brainstorm about policing in the future." Using middle managers to help design the course, soliciting their feedback on what was most relevant and what needed to be changed, and giving them opportunities discuss current and future issues in their field helped to give reality to the concept of "leading from the middle." For further discussion of the leadership development courses, see the forthcoming second case study from the partnership, *Organizational Change: Leading from the Middle.*

Training in the BPD Mission and Vision: At an inservice for lieutenants and again at the in-house training for new recruits, BPD chiefs together with the UB project manager spent an hour discussing the Mission and Vision and taking questions about the goals of and problems in the Department. The session allowed the chiefs to discuss the direction of the BPD, progress made to date, and constraints the administration faces in making some needed changes. In discussions after the sessions, personnel reported that it was one of the most productive hours of their training, and several thought the session should have been longer. People in the Department need to know about what is happening, particularly in a time of intensive changes. Such discussions build support for changes and new initiatives and provide feedback from the field regarding the changes and programs.

Computer Training: With the advent of several new information systems, the BPD focused on computer training in 1999. A group met to discuss planning and scheduling for computer

training done by the UB's Computer Training Center. The group was coordinated by the UB project manager and included the chief of staff, MIS supervisor, the lieutenant in Planning and Analysis, Academy staff, and computer trainers from the University. Training in a new personnel systems called Computer-Aided Resource Management (CARM) and in Lotus Notes (the new email system) occurred in Spring and Summer 1999. Trainers from UB Computer Training Center and the BPD Academy provided training to the BPD, with support from the BPD MIS, the Training Academy staff, and a group of UB School of Management MIS interns who have been detailed to the districts to assist end users.

Community policing training: The BPD now dedicates a day of training for recruits in various aspects of community policing, including partnering with the community and with other agencies, crime analysis, and problem solving. The BPD recruit training in community policing was developed by the UB project manager, utilizing BPD personnel and people from other agencies useful in working on quality of life problems with the community. For instance, one of the chiefs talks with them about the BPD Mission and Vision, a patrol captain describes community policing in the BPD, a retired community police officer and a community activist speak to them about the benefits of working with block clubs, and the crime analyst discusses the importance of developing and sharing information. People from other agencies that can assist officers to resolve quality of life problems include the district attorney's community prosecutor, a judge who adjudicates summons for violating city ordinances, and a city lawyer who prosecutes persons using rental properties for drug dealing.

For a description of the training for community police officers, see above under "Community Police Officers." A systematic training program in "Community policing in the BPD" is currently being developed for new CPOs by the project manager and the BPD Training Academy. The UB project manager also provides training in community policing for the County's Academy. (See "Recruit Training: Community Policing and Problem Solving," Appendix #16.)

New information technologies developed

One of the areas of focus for the second phase of the partnership was information technologies: it was proposed that "the research team would assist with the design, implementation and assessment of training for the BPD end users to ensure the usability of the modern technologies" (Hunt and Beal, *Building Effective Strategies: Phase II,* 13). In what is called "the information age," partnerships between universities and police departments make good sense. While many police departments have only recently re-tooled for the computer age, academic institutions make it their job to know and incorporate the latest information technologies. While a small percentage of police department personnel are computer literate, universities and colleges are redolent with students who have grown up using computers. Now more than ever police agencies need to access information quickly and in usable formats; it is the mission of our academic institutions to teach people how to collect and process information, how to interpret and analyze data.

As a well-respected street cop said in an interview during one of the first ride-alongs the UB team did with the Buffalo Police Department, "policing is an information business." It is for

this reason that police need to do community policing: to increase information flow between the police and the community in order to achieve the mutual goal of stable neighborhoods. It is for this reason that technological systems are being implemented: to increase the ability of the police to organize, analyze, access, and disseminate data. And, perhaps most difficult, it is for this reason that units and levels within a police department need to cooperate and to coordinate their efforts.

During the second phase of the partnership, the UB team assisted the BPD with implementation and training in several of its new information systems. During this time the BPD upgraded its CAD system, implemented a new email system, designed and implemented a new personnel system (CARM), and prepared for the new records management system (RMS). The research assistant on the LIRP grant acted as the coordinator for several groups of MIS interns assisting the BPD with each of these projects. Again, these projects were of mutual benefit to both organizations, especially for the students who had exposure to a wide array of experiences in management information systems from talking to vendors to installing systems to training end users to troubleshooting the system. As one student said, "I had the opportunity to take a project from scratch to the final stages." For a further description of these projects see below under "Internship programs established."

One of the most significant projects that the UB team did for the BPD was the development and maintenance of an online reporting system in Access as a stopgap measure while awaiting the new RMS. The system allows the BPD to do tactical crime analysis and has acclimated the department to the idea of online reporting. It has also given managers an idea

of the potential of online reports for searching and querying. The online reporting system was designed with a great deal of user input: the UB research assistant spent time with end users in each of the districts, getting their input on the design and functions of the system. The interaction with end users and utilization of their feedback may have been the single most important part of the online report project. It not only helped in securing buy-in for using the system but also established a stronger communication link between the field and the MIS unit. The UB research assistant would find out other problems end users were having (ranging from something as simple as knowing where to plug in a printer to talking with people about the issue of authorizations for various kinds of data) and either resolve them or relay them to someone who could resolve them.

Internship programs established

There are few things in a police department that everyone agrees are good ideas. Interns, students from local colleges and universities working with police to assist them with various projects, are now well received throughout the BPD. A few years ago this was not the case. At that time, students doing an internship through the BPD training academy were shifted from one unit to another to see, supposedly, what happened in the various parts of the department. Under this program students primarily rode along in patrol cars and officers, while they were usually willing to take the students on ride-alongs, did not feel they were getting much out of the program. It was an added duty, not a benefit. Because the students never stayed in any one place for longer than an evening and were only observers, they never got to know any of the officers nor did they see much of the "real workings" of the PD.

In November, 1995 Hilbert College piloted a different model with one of Buffalo's precincts, and in January, 1996 the University at Buffalo School of Management followed suit finding interns for units throughout the BPD. In Hilbert's program, 5 criminal justice interns supervised by a professor were assigned to one precinct to work on a major project called a neighborhood initiative. In the case of UB, interns, primarily management students, selected projects proposed by various supervisors and worked with one supervisor for the duration of the internship. This model fit with a very successful internship program already in place at the UB School of Management. Although the SOM program had not primarily focused on internships with public agencies, interest in working with a police department has grown, particularly among management information systems (MIS) and human resources students. For instance, one semester five MIS interns worked with the BPD's MIS unit to implement a new email system and train end users. During another semester three human resources students worked with the BPD Training Academy on a project to explore raising the educational requirement for potential officer candidates.

The BPD Training Academy (with the help of the UB team) has also revamped its criminal justice internship program that consisted largely of ride-alongs, modeling it after the Hilbert and UB programs. Criminal justice programs in colleges and universities from around the area request one or two internship positions with the BPD each semester, and these interns are now assigned to one district and one supervisor to work on projects defined by the supervisor. In all of these programs, the work done is at no monetary cost to the police department: students are required to put between 90 and 150 hours of work for course credit.

In some cases, graduate students from the University who take on substantial projects to assist the department with major changes in technology do so at minimal cost.

Intern programs need to be coordinated and a system needs to be set up to properly match interns with supervisors. In the case of Hilbert, a professor coordinated the group and met with them on a regular basis. In the case of the UB School of Management, an internship office coordinates the program, and in some cases the project manager on the LIRP grant coordinates the specific projects to which the individual interns or group of interns are assigned while in others a BPD supervisor coordinates the project. In the case of the BPD training academy, an officer was assigned to coordinate the program with assistance from the project manager from UB who matched the interns with supervisors whom she had gotten to know through field interviews and who had subsequently contacted her to request assistance with projects. One key to a successful intern program is to identify good supervisors. A good supervisor has a specific project in mind, is concerned about the needs and interests of the intern, and takes time to work with and, when necessary, train the intern.

Some of the projects that interns completed for the BPD included an assessment of the technological needs of the detective bureau, reviewing the hiring process for the police department, producing hotspot maps, training end users in the use of the new email system, creating guides and cheat sheets for using new technologies, and developing the department's website. They also built and assisted in maintaining databases for several detective squads (Sex Offense, Auto Theft, Narcotics, Robbery), they created databases for district detectives' warrants, and designed databases for community police officers to keep track of block clubs

and businesses. (See "Internship Projects," "UB-BPD MIS and GIS Projects" Appendices #17 and #1.)

Probably the single most significant contribution the interns made was in the area of technology, both for implementing systems and for training end users. In several cases, interns helped officers and detectives (who had previously kept paper files) become computer literate, increasing their ability to organize and access their information and, more importantly, making clear the use of computers for their job. Officers know that policing is an information business, and when they see what computers can do to make their job easier they want to learn how to use them. Much of the new technology is unfamiliar to officers, but students in college all know how to use it.

Technology training cannot be done only through classroom training sessions—most learning occurs when someone who understands computers spends time with and troubleshoots for someone who doesn't. As one manager said, "we were able to show more information technology presence throughout the department... to train the entire department in a subject instead of training just a select few." As a patrol captain said, "the computer training and support person was tremendous . . . she was able to train people in a way that they understood." Another manager said that an intern trained him in the use of email "so that I could utilize it for interdepartmental communication and for exchanging information with the community—being able to do that is invaluable."

In interviews with steering committee members at the end of the partnership, to a person they cited having student interns assisting the department with various projects, particularly computer training, as one of the most significant benefits of the partnership. As one manager said, "we couldn't have afforded to send our people to get trained in what they walked in the door with." As another noted, the police department "was getting assistance from MBAs who in a few months would be making $50,000 or more."

Links established with other resources at the University

While the School of Management was the primary partner on the LIRP grant, the SOM researchers made it a priority to connect the police department to other resources and departments at the University. Probably the most important link that was established was with the National Center for Geographic Information and Analysis (NCGIA), one of three such centers in the United States. The NCGIA was contacted by the School of Management to provide computer mapping for a prostitution problem-solving project which became the first of many partnerships, including a predictive modeling project recently funded by the National Institute of Justice. Several GIS interns have worked on computer mapping projects with the MIS unit, with the crime analyst, with the Narcotics Unit, and with the Sex Offense Squad. (See "UB-BPD MIS and GIS Projects," Appendix #1.)

Another important departmental connection was with the Library School. A graduate student has been working with the BPD to review current holdings and cull outdated material, set up an online catalog and check-out system, develop a list of criminal justice resources and references (including internet sites), and devise a strategy to make personnel aware of the

BPD Library's resources. Other departments that have worked with the BPD include the School of Social Work and the Law School. The School of Engineering also assisted the department in the development of a method for assessing patrol allocation.

OBSTACLES ENCOUNTERED

UB's role unclear: While in large part the partnership was a success and experienced very few setbacks or problems, a few obstacles were encountered. As mentioned earlier, the role that the University was going to play in the project needed to be clarified since none of the participants from the BPD except the Commissioner had been involved in the proposal stage. To help clarify the purpose of the project, the project manager spent time talking with BPD managers on the steering committee about the project, emphasizing that the idea was for the practitioners to drive the research agenda and for the researchers to be service providers.

Consolidation process and new technologies: There were also some "hygiene factors" during the partnership that impeded some of its projects. One of the department's major projects already underway when the partnership began was the consolidation of its 11 precincts into 5 districts. People who do not know where or when they are going to be moved have a hard time focusing on other issues--often times interviewees needed to spend time discussing the problems of consolidation before they could move on to talking about community policing or the department's goals. The BPD's information and communication systems had also been undergoing major changes throughout the time of the partnership. The BPD had a sense of urgency in implementing new technology and other projects because of their understanding of a limited window of opportunity to implement change and because the

old technology was no longer functioning. As was frequently observed about the BPD, it was compressing twenty years of needed changes into five years. As a result, some persons were left behind, and when people could not operate the e-mail system to get basic information they sometimes found it hard to get on board with the new projects. At certain stages of these two large transitional projects, the attendant difficulties overrode many of the other issues within the department that needed attention.

Researcher's objectivity: In some cases researchers serve as evaluators for police agencies, in other cases researchers have primarily provided technical assistance, and in many cases researchers' primary connection to a police department is for data of some sort for a research project. In this case, the researchers followed the action research model and became part of the police department which gave them better access to information and an understanding of the organization from the inside.

Certain problems can occur, though, when a neutral, objective observer becomes a participant in an organization. For example, if the researcher is asked to evaluate the department there is a potential for creating problems regarding objectivity. Fortunately, for this partnership project the only type of evaluation that was done was a process assessment of whether something was working or not and why. Only the MCT evaluation did not fit this description, but for that project another researcher was the primary evaluator.

Technical assistance: A potential pitfall of the action research model is that time spent providing technical assistance (helping to manage projects, conducting training, assisting

with program development, etc.) to the police department can reduce time spent on research. This emphasis on technical assistance--assisting with projects and providing training--did occur in the partnership, but since the LIRP program was in part designed for this kind of assistance, this development did not compromise the goals of the program.

Scheduling: Scheduling meeting times or trainings was a difficult obstacle to overcome at times, since officers' schedules changed every two weeks and each district was on a different wheel. The latter problem was addressed by putting more than one district on the same wheel. The project manager also made it a point to call ahead before interviews and other appointments (and told interns to do the same) to make sure that the officer was at the station and not out on a call, in court or taking authorized leave.

FTO program: One of the most important projects that was not accomplished during the partnership project was a Field Training Officer program. In interviews, most supervisors identified it as one of the basic needs of the department, and management agreed, as did the union. A program was designed and ready to begin. However, due to disagreements about the appointment process to the position of FTO, the program was never implemented.

Vision process: One criticism of the partnership project was that there was not enough direction to the committee's activities--for instance, for project assignments and timelines--and that more delegation out of the committee for projects should have been made. For instance, in the midst of developing the vision statement, several people said that the process seemed too drawn out. Surprisingly, though, in interviews with steering committee members

at the end of the partnership, people felt that while the process was "a little unwieldy," giving some direction to the department was one of the most important benefits of the partnership. They needed to take the time to discuss and plan for the department's future, giving them an opportunity, as one member said, "to look at the overall picture of where the department was headed, not just day to day issues" (Beal, *Final Interviews*).

CONTINUING THE PARTNERSHIP

Prospects look very good for continuing and expanding the partnership between the University and the police begun under the LIRP program. The primary vehicle for this continuation will be the Regional Community Policing Center (RCPC), which, as previously described, is a consortium of ten law enforcement agencies, the communities they serve, and the University. The RCPC, a project of UB's Office of Public Service and Urban Affairs' University Community Initiative, was established to serve as a location where police and community members can work together to address cross-jurisdictional public safety problems in four jurisdictions within Erie County. The Center will also provide training in subjects related to community policing, such as leadership development, problem solving, and CPTED. (See "Regional Community Policing Center: Overview," Appendix #18.) As mentioned before, the RCPC will be directed by the project manager on the LIRP (Dr. Pamela K. Beal), who has worked on community policing and information technology projects with several police agencies in Erie County as well as with other researchers in the University.

The School of Management's Internship Program now places students each semester with not only the Buffalo Police Department but also with Erie County Central Police Services (the agency that provides support services including information systems and training to the 28 law enforcement agencies in Erie County), the U. S. Attorney's Office, the Buffalo Fire Department, and the Regional Community Policing Center.

In recent months, several other joint police-university grant proposals have been submitted to the federal government for projects including predictive modeling, computer-based training, technology planning, and 911 data mining. In these grant proposals, the University is helping the police to research problems or develop tools that they need in order to work more effectively—practitioners were consulted about the design of the research and assisted in writing the proposal. The University has also become a trusted and often utilized technical assistance provider for projects ranging from the MCT evaluation to reviewing the procedure for handling domestic violence cases to producing a computer-based training (CBT) pilot module for airborne and blood-borne pathogens.[23] The CBT module is the first of what may be many modules developed for delivering mandatory refresher training, saving police departments time and money in training. The NCGIA has devoted one of its Ph.D. students (supported by the University) to a project with the BPD Sex Offense Squad for developing multi-layers of data for analyzing and predicting offender behavior. Another NCGIA Ph.D. student is working on a study of 911 data as the source of social capital indicators.

Finally, the University at Buffalo team and a police manager have written an article together about the changes occurring in the field of policing, "Expanding the Mandate: Redefining

and Co-producing Police Services" that will be presented at the March 2000 Academy of Criminal Justice Sciences Conference.[24]

HIGHLIGHTS OF THE PARTNERSHIP

- University now positioned as a trusted resource and service provider
- Several projects accomplished with an agenda driven by practitioners
- Steering Committee provide a forum for discussion of departmental issues and a vehicle for feedback from patrol and the detective bureau
- Middle managers became involved in projects to improve the department
- Focus on quality of life concerns has developed in the BPD
- Researchers are now connected to the informal network
- Planning proceeded by recognizing and capitalizing on opportunities rather than by a pre-formulated plan
- Neutrality of researchers maintained, even as they became part of the organization
- The partnership built on BPD's assets, strengths
- Chose projects that had wide support
- Information systems developed with assistance of student interns
- Evaluations and process reviews jointly designed and implemented by practitioners and researchers, with assistance of student interns
- Researchers respected police experience and perspective; practitioners valued researchers' abilities and perspectives
- Proceeded when possible by incremental changes, capitalizing on what worked

- Focused on giving middle managers the tools they needed for new methods of policing rather than trying to change their attitudes or beliefs

ENDNOTES

[1] The BPD has been under federal guidance regarding hiring of police officers since 1977.

[2] Wes Skogan remarked on the change in the relationship at the 1999 PERF meeting: "The sort of sea change in terms of the acceptance by police organizations of inside and outside evaluations, inside and outside research, discussion of issues and monitoring of activities has been astronomical . . . . What I would identify as the big changes in policing over the past generation is the increased permeability and transparency of police organizations." (*Law Enforcement News*, June 15, 1999, p. 8).

[3] Some notable examples include CUNY helping the NYPD to develop Compstat, Harvard working with the Boston PD on the Boston Gun Project, and Northwestern evaluating the Chicago PD's community policing strategy. In the LIRP program over 40 universities and police departments are working together, and in the ICOPS program that funded over 400 partnerships between police and the community, most of the funded jurisdictions have local universities evaluating their problem solving partnerships.

[4] Among officers hired since 1989 in the BPD, 40% have at least a two-year degree and over half of those have bachelors degrees. In a recent class of new recruits 40% had bachelors degrees. The trend to officers with college education is growing nationwide.

[5] For instance, President William Greiner of the University at Buffalo defines the public service mission of the University as "public problem-solving" and argues that "service, or public problem-solving, makes the other parts of our endeavors more vibrant, offering us new avenues for research, teaching, and creative endeavor" (13). In 1994, the University created an Office of Public Service and Urban Affairs that conducts several projects together with the community including a Regional Community Policing Center.

[6] Also according to Checkoway, "studies show that those who engage in significant service score higher in the number of funded research projects, in the number of professional peer-reviewed publications, and in student evaluations of their teaching than those who do not, despite widely held beliefs to the contrary" (316).

[7] The NCGIA was recently awarded one of four grants from the National Institute of Justice to study prediction of the movement of crime (predictive modeling) and is working with the BPD on the project.

[8] For copies of the survey and interview instruments and their results see the partnership's website: www.mgt.buffalo.edu/ubbpd. That the instrument was well-received was important because officers in the BPD had been surveyed all too often and with less than successful results.

[9] "Mobile Computing Terminals and Law Enforcement: An exploratory investigation of the Buffalo Police Department" was presented at the 1999 Portland International Conference on Management of Emerging Technologies (PICMET) by Raghav Rao. The conference is "Next Generation Enterprises: Virtual Organizations and Mobile/Pervasive Technologies" and will be held April 27-29, 2000 in Buffalo, NY. The website is www.som.buffalo.edu/isinterface/AIWORC.

[10] Greenwood argues that action research "produces superior research results in the quality and amount of information gathered and in the depth and quality of the analyses made" (96) largely because researchers have better access to local knowledge. Practitioners "have a great deal of information (or access to such information) about what is going on and long experience with the situation. Action researchers actively seek out this knowledge" (98).

[11] See "Steering Committee Minutes: 3/6/96." Again, Greenwood delineates the kind of expertise of action researchers: "this knowledge is not treated as a source of unilateral power [to make decisions about the research] but rather as their contribution to a social situation in which they participate as contributing human agents" (98).

[12] See Geller and Swanger, *Managing Innovation in Policing: the Untapped Potential of the Middle Manager.*

[13] While what works in the corporate world doesn't always work in public agencies, particularly in police departments due to various constraints, this strategy of "try it and see if it works" was taken in part from 3M who had good success with it, as described in Collins and Porras' book *Built to Last: Successful Habits of Visionary Companies."*

[14] See Juan Carlos Pastor "A Network Analysis of Charismatic Leadership" where he argues that in an organization's network, certain individuals have "strong ties" (defined as having both task and friendship links) and are in the best position to influence other members.

[15] *The Neighborhood Initiative Plan* was written by Rocco J. Diina and Crystalea Pelletier. For an in-depth description of the neighborhood initiatives see "Buffalo's Neighborhood Initiatives" in *Community Policing: A Contemporary Perspective.* A copy of the article is attached as Appendix #7.

[16] The three objectives of the initiatives were strict enforcement, high visibility, and communication with the community. A report from the UB team early in the partnership showed that there was strong support and interest in the initiatives among the patrol force. For a more detailed description see "Buffalo's Neighborhood Initiatives," Appendix #7.

[17] Many of these informal observations come from discussions with police supervisors at in-service training sessions and in Leadership Development classes conducted by the School of Management for the BPD. One interesting side note is that of all the books and articles offered to managers, the one that managers expressed most interest in reading and that has circulated most widely is William Bratton's *Turnaround.* Bratton seems to have been able to capture the attention of police officers and to have built a respect for low level disorder problems previously deemed nuisance or even garbage calls.

[18] To date, the e-mail communication system within the police department has not been well utilized primarily due to lack of access to computers and lack of training in its use. A new system was recently designed with input from patrol managers and training in its use has been provided. See below under "New information technologies developed."

[19] In an article entitled "The Role of Conversations in Producing Intentional Change in Organizations," Jeffrey and Laurie Ford use speech act theory to argue that language does not simply reflect or describe reality: it creates and gives shape to reality. "The speech act produces a changed reality and does not simply report on or represent something that was already there" (544). Change, they argue, "is a phenomenon that occurs within communication" (542). Simply put, talk is not just talk--it is an act that produces change. Change occurs primarily via communication and conversations about change actually help to produce it.

[20] These resources came most often in the form of students from the UB School of Management and other UB departments assisting police managers or officers with database development and other projects. Useful sources for information were the Internet (few supervisors had access to it during the first few years of the project), the NCJRS database, and the listserv developed for the LIRP. Among other subjects, police managers and officers

requested information on drug house abatement, computer mapping, hiring practices, curfew programs, and CPTED.

[21] The UB-BPD Partnership wishes to thank the Police Foundation and the Department of Justice for funding this site visit to the Chicago PD. Chicago was selected because of its cultural similarity to Buffalo and its focus on problem solving with the community. Both cities have strong, older neighborhoods which are facing disorder and decay and can serve as prime locations for problem solving. See also Skogan and Hartnett, *Community Policing: Chicago Style,* 1997.

[22] The trainings are done by BowMac, Inc., a Rochester-based organization started by two former police officers, Steve Bowman and John McNall, from the Rochester Police Department and the Munroe County Training Academy. (See BowMac course description: "Problem Solving and Project Planning," Appendix #14.)

[23] The first CBT pilot module was supported by a grant from the George Rand Foundation through the UB School of Management.

[24] The article is based on an unpublished document for the partnership by R. Hunt, "A Strategic Framework for Community Policing," included as Appendix #19.

SELECTED BIBLIOGRAPHY

Beal, Pamela. 1996. *Reports from Interviews with BPD Supervisors.* Report to the Buffalo Police Department.

----. 1996. "Results from Community Police Officer (CPO) Questionnaire." Report to the Buffalo Police Department.

-----. January 1997, revised June 1999. "Recruit Training: Concepts of Community Policing and Problem Solving." Training document for Erie County Central Police Services Training Academy.

-----. May 1997/Revised May 1998. "Problems and Actions." Report to the UB-BPD Steering Committee.

-----. May 1997/Revised December 1999. "BPD POP-COP Projects." Overview of projects and partnerships.
-----. 1999. "BPD Internship Projects."

-----. 1999. "Current Projects of the UB-BPD Partnership." Report to the UB-BPD Steering Committee.

-----. 1999. *Final Interviews with Steering Committee.* Unpublished document for the UB-BPD Partnership.

-----. 1996-99. *Minutes to the UB-BPD Steering Committee.* Unpublished document for the UB-BPD Partnership.

-----. 1996-99. *Quarterly and Semi-annual Reports on the UB-BPD Partnership Project.* Unpublished reports to the NIJ.

Beal, P. and Berry, Donna. 1997. "Procedures for Drug House Abatement." Unpublished problem solving project for the Buffalo Police Department.

Beal, P., Comerford, Kevin, and Hunt, Raymond. 2000. "Expanding the Mandate: Redefining and Co-producing Police Services." Presentation to the March 2000 ACJS Conference.

Beal, P., Cudney, James, and Floss, Marty. 1998. "Buffalo's Neighborhood Initiatives" in Trojanowicz, R., et al. *Community Policing: A Contemporary Perspective*, 2nd ed. Cincinnati: Anderson Publishing Co.

Beal, P., Grabowski, Jodi, Brozyna, Christine, and Doktor, Stacey. June 1998. "Final Report: the Buffalo Police Department Educational Requirement Project." Report to the Buffalo Police Department and the City of Buffalo Corporation Counsel.

Beal P., Rao, R., Comerford, K., Schoenle, G., Agrawal, M., Burlew, A. March 1999. "MCT Evaluation." A report to the Office of Community Oriented Policing Services.

Bratton, William.1996."How to Win the War Against Crime," *New York Times*, April 5, A27.

-----. 1994. "Taking Hold: A Progress Report on the Crime Control Strategies of the NYPD." NYC: NYPD, October, 1994.

Buffalo Police Department. 1994. *Mission Statement.*

Checkoway, Barry. 1997. "Reinventing the Research University for Public Service." *Journal of Planning and Literature* 11, 3:307-319.

Citizens Advisory Group to the Police Commissioner. May 1998 and January 1999. *Critical Needs of the Buffalo Police Department.* A report submitted to the Mayor of the City of Buffalo.

Collins, James and Porras, Jerry. 1994. *Built to Last: Successful Habits of Visionary Companies*. New York: HarperBusiness.

Comerford, Kevin. 1997. "Address to the LIRP Conference." Unpublished talk given at the NIJ LIRP Conference, Washington, D. C.

-----. 1997. *Recreating the Traditions*. Grant proposal for Advancing Community Policing solicitation from the Office of Community-Oriented Policing Services.

Diina, Rocco J. and Pelletier, Crystalea. 1995. "The Neighborhood Initiative Plan." Buffalo Police Department.

Eck, J. E. and Rosenbaum, D. P. 1994. "The New Police Order: Effectiveness, Equity, and Efficiency in Community Policing," in Rosenbaum, D. P. *The Challenge of Community Policing: Testing the Promises.* Thousand Oaks, CA: Sage, 3-26.

Ford, Jeffrey D. and Ford, Laurie W. 1994. "The Role of Conversations in Producing Intentional Change in Organizations." *Academy of Management Review.* 20:3, pp.541-570.

Geller, William and Swanger, Guy. 1995. *Managing Innovation in Policing: the Untapped Potential of the Middle Manager*. Washington, D. C.: PERF.

Greenwood, Davydd. 1998. *Introduction to Action Research: Social Research for Social Change.* Thousand Oaks: Sage.

Greiner, William. 1997. "The Courage to Lead: Engaging Universities and Colleges in Public Problem-Solving." *Universities and Community Schools* 5 (Fall/Winter): 12-14.

Harkavy, Ira. 1996. "Service Learning as a Vehicle for Revitalization of Education Institutions and Urban Communities." Paper presented to the American Psychological Association Annual Meeting, Toronto.

Hunt, Raymond. April 1996."Building Effective Strategies for Community Policing." An introduction to the partnership project for UB-BPD Steering Committee.

-----. April 1996."Project Steering Committee: Strategic Planning Issues." Report to the UB-BPD Steering Committee.

-----. May 1996."Strategy and Planning in the Politicized Culture of Policing." Report to the Commissioner.

-----. May 1996. "Training Needs Assessment" Outline for assessing training needs of the BPD.

-----. June 1996. "On the Matter of Organizational Mission." Report to the UB-BPD Steering Committee.

-----. July 1997. "On Strategic Directions for the BPD." Report to the UB-BPD Steering Committee.

-----. December 1997. "A Strategic Framework for Community Policing." Unpublished document for the UB-BPD Partnership Project.

Hunt, Raymond, and Beal, Pamela. July 1997. *Building Effective Strategies for Community Policing: Phase II.* Proposal to the NIJ LIRP solicitation.

Kelling, George L. 1995. "How to Run a Police Department." *City Journal* (Autumn) 34-45.

Kelling, G. and Bratton, W. 1994. "Taking Back the Streets." *City Journal* (Summer) 38-46.

Kerlikowske, R. Gil. 1995. "Getting Things Right: The Delegation of Authority and Responsibility to Buffalo Police Lieutenants, Captains, and Inspectors by the Police Commissioner," unpublished memo.

McDonald, Barbara and Ramsey, Charles. 1993. *A Blueprint for Change: The Chicago Experience.* Chicago: Chicago Police Department.

McEwen, Tom. 1999. "NIJ's Locally-Initiated Research Partnerships in Policing: Factors that Add up to Success" in *National Institute of Justice Journal.* Issue 238 (January): 2-10.

Menino, Thomas M. and Evans, Paul F. 1996. *Boston Police Department: Strategic Planning and Community Mobilizations Project.* Boston: Boston PD.

Needle, Jerome A. 1997.*The Buffalo Police Department Revisited.* IACP Report.

Pastor, J. C., and Mayo, M.C. 1995. "A Network Analysis of Charismatic Leadership: the Case of a Police Department." *Academy of Management Best Paper Proceedings,* pp. 259-268.

Rao, Raghav, Sanders, Larry and Agrawal, Manish. 1999 "Mobile Computing Terminals and Law Enforcement: An Exploratory Investigation of the Buffalo Police Department." Presentation at the 1999 Portland International Conference on Management of Emerging Technologies.

Riordan, Richard and Williams, Willie. 1995. *Commitment to Action: The Los Angeles Police Department's Strategic Plan: 1995-2000.* Los Angeles: LAPD.

Sherman, Lawrence, et al. 1997. *Preventing Crime: What Works, What Doesn't, What's Promising.* A research report to the Office of Justice Programs.

Skogan, Wesley, and Bartnett, Susan.1997. *Community Policing: Chicago Style.* Oxford: Oxford University Press.

Stamper, Norm, and McPherson, Nancy. 1996. *Action Plan for A Problem Oriented Approach to Community Policing.* Seattle: Seattle Police Department.

Swope, Ross E. 1998. "Community Prosecution: A Missing Link." *Law Enforcement News,* April 30.

Travis, Jeremy. 1998. "Can We Talk" in *Law Enforcement News.* 14: 500 (November 30, 1998).

UB-BPD Steering Committee. 1997. *Buffalo Police Department Vision Statement.*

Weisburd, David. 1996. *Reorienting Crime Prevention Research and Policy: From the Causes of Criminality to the Context of Crime.* Report to NIJ.

UB-BPD MIS and GIS Projects

MIS Projects:

1) **Online crime report:** UB-BPD Project RA developed field reporting system in Access for basic crime reports (P-1191, 1191B and 1192) and placed it on the network (April 1998). Provided training to report technicians in the new online form. Still need to train more personnel in querying the system. This system, however, will be replaced by the incoming RMS (Spring 1999). Developed a stand alone database for Precinct 12 since they are unable to link to the system on the LAN. Other interns assist in maintaining and troubleshooting database.

2) **UCR:** Developed a UCR database in Access and Excel based on the P-1191s.

3) **Training Academy Records:** Developed database system in Access for Training Academy training records and placed it on the network.

4) **CARS(CAD Activity Reporting System):** Performed the setup and maintenance of CAD Activity Reporting System. Creating report forms needed for the system. Will provide training to supervisors in the use of the system.

5) **RMS (Records Management System):** RA assisting with the customization and implementation of the records management system. Group of interns scheduled to assist with implementation and training of end users in Spring 2000.

6) **MCTs (Mobile Computer Terminals):** MIS interns assisted with the loading of software and troubleshooting for the MCTs. MIS interns also assisted with MCT evaluation.

7) **CARM (Computer-Aided Resource Management):** RA is worked as the point person on this project. Compiled requirement documentation for customizing the software to the needs of the BPD. Group of interns worked with MIS unit on the implementation of CARM in Fall 1999.

8) **CAD:** RA processing data from CAD each month for proper geocoding. Transferring the data to the county to generate UCR.

9) **Warrant database:** RA upgraded warrant database to Access in District C. Developed warrant database in District E.

10) **Auto Theft database:** MIS intern developed database for BPD Auto Theft Unit.

11) **Narcotics database:** MIS intern assisted with the "Ask Sam" project to transfer data from P-1191 to an intelligence database. Also developed arrest and complaint files in Access.

12) **Business file:** RA developed business file database in Access. Waiting for information on whether city licensing data can be transferred to the BPD, then may create a centralized business file. In the meantime, business file databases online in Districts B, C, D and E.

13) **Network administration:** RA assists with general network administration problems.

14) **Juvenile database:** MIS intern developed database for juvenile records at Police Community Services.

15) **Technical Assistance and training:** RA provides city wide technical assistance (headquarters, districts, garage, community services).

16) **Lotus Notes:** Group of interns coordinated by Project RA assisted with the implementation of Lotus Notes, the new email systems, and training of end users. Also created a ***Guide to Lotus Notes*** and a cheat sheet for end users.

17) **SOS Database:** RA set up database for Sex Offense Squad.

GIS Projects:

Project	Personnel-BPD/UB	Dates
Narcotics Hotspots	Capt. Hempling/grad student	Summer 1997
Prostitution Problem Solving-District B	Capt. Mcleod/ Dr. H. Calkins, Dr. P. Beal and grad student	9/97-4/99
Historical 911 data-- Shots Fired	Chief Comerford/ Dr. Calkins and grad student	Fall 1998
SOS Projects	Lt. D. Mann/ Dr. Calkins, Dr. Beal and grad student	1/98-1/01
Predictive Modeling (NIJ grant)	Chief Comerford/ Dr. P. Rogerson, Dr. C. Rump, Dr. R. Batta	1/99-12/01
ArcView training	D. Osborne, Crime Analyst/ grad student	3/99-6/99
Records Management System & GIS Interface	J. Kaufmann/Dr. Beal, Dr. Calkins	4/99-12/99

Problems and Actions

Issues/Concerns identified by interviews with BPD supervisors Spring 1996

Problem identified	What was done and when
Training needed for Lts. in departmental policies & procedures, especially regarding disciplinary procedures.	*Lt. inservices held Spring 97, with focus on disciplinary procedures. *BPD now runs its own supervisor school.
Hiring process needs to be improved.	*Hiring process reviewed & recommendations for improvements made: Summer/Fall 97. *Raising education requirement: Spring 98.
Cannot get crime and arrest information from e-mail system that was available on teletype.	*P-ll91 on line Spring 98. RMS: Fall 98. Will provide timely crime data.
Personnel not trained in the use of computers.	*Training for all sworn personnel in MCTs: Spring/Summer 98. *Training for all supervisors in Microsoft Office planned for Fall 98. *Training for all personnel in RMS planned for Fall 98.
Lack of communication between patrol and administration.	*Monthly inspectors and quarterly captains meetings with patrol chiefs began Fall 97.
FTO program important to lieutenants.	FTO program will be made part of next negotiations.
CAD system stacks priority 4 calls that then go unanswered.	*Group met to discuss problems with priority 4s: Fall 97. Identified specific times backlog occurring. *MCTs allow 4s to be displayed: Spring 98.
Lts. don't know what CPOs are doing.	CPO focus group discussed problems and some solutions: Spring 97.
Training Academy needs to provide more support to field.	*Training records put on Access database and made available on LAN for all personnel to read: Fall 97.

Managers don't know what community policing means.	*8 hr. module on community policing concepts included in BPD supervisor school: Spring 98. *Training in problem solving has begun and is scheduled for at least 20 persons in each district, including supervisors: Fall 97,98.
Field personnel need more timely crime analysis and better organization of and access to information.	*Crime analyst hired Fall 97 and has begun producing maps of selected crimes. *Databases set up in some districts to assist Gang Suppression Units and detectives to better organize their data: Fall 97. *On-line crime report (P-1191) developed by Project RA: April 1998. *Incoming RMS will unify databases: Fall 98. *5 UB MIS interns assisting with database development and MIS projects: Summer 98.
Politics in the department causes low morale, particularly re: detective promotions.	*Civil Service test for detectives: June 98.
Overtime driving the department.	*Overtime significantly reduced for supervisors in consolidated districts, somewhat reduced for patrol officers.
No unity of command on 15 wheels.	*3 consolidated districts put on 2 wheels in Fall 96, 4th consolidated district in Fall 97. 5th district remains unconsolidated and on 15 wheels.
People unsure about the direction of the department.	*Vision statement developed from interviews with supervisors in the field: Fall 97. Chiefs discussed vision with supervisors at inservice trainings, with inspectors at monthly meeting, with recruits at BPD training session. Used as a vehicle for generating discussion about direction of BPD and how to achieve these goals.

Appendix #3

UB-BPD Partnership Project

Project Steering Committee
Purposes and Functions

- This Committee is the project's driving force and director.

- It is responsible for strategic planning and development to accomplish the BPD Mission and achieve its Vision.

- It is responsible for research, analysis, and assessment to clarify opportunities for and difficulties with effective operational deployment of COP in the BPD.

- It is responsible for developing its own policies and procedures and for identifying resource requirements necessary to accomplishment of its purposes and functions.

- The UB team advises the Committee and supports it with information and technical services.

4/15/96

VISION FOR THE BUFFALO POLICE DEPARTMENT

The Buffalo Police Department will be a professional and trusted provider of police services, a leader in the cooperative effort with neighborhoods, businesses, and other agencies to make Buffalo safer.

Professional:

*Establish systems to maintain accountability within a decentralized form of management

*Provide training and tools needed to do the job

*Maintain professional appearance and demeanor

Trusted:

*Involve department personnel in planning and decision-making, and include the community in setting priorities

*Improve communications and cooperation within the department, with the community and with other agencies

*Establish clear, fair and consistent disciplinary procedures

Neighborhood-based:

*Allow districts to formulate plans tailored to their area that focus on partnerships with neighborhoods, businesses and other agencies

*Practice problem solving within the department and with the community

*Educate the community about its role and responsibilities in maintaining order

Strategy and Planning in the Politicized Culture of Policing, Premises and Implications

1. Police agencies are ...

   a. powerful and solidary cultures;

   b. they are, however, internally differentiated (union vs. management, but also by precinct, job, issue); and are

   c. turbulent, deeply politicized environments that generate many shifting opportunities for internal and external conflict.

2. Political activity is inherently detrimental to planning!

   a. In such environments, objective/comprehensive planning processes are defeated by subjective/parochial politics, and

   b. planning efforts may themselves promote politics.

3. In the political arenas that are police departments ... **multiple** views make broad agreements on principle unlikely, but ad hoc compromises can be reached on issues.

4. Prudent management will, therefore, avoid forcing goal trade-offs in the abstract. It only sharpens differences and leads to more conflict.

5. A process of setting specific top-down planning objectives will tend to increase political activity and provoke conflict.

But, the **journey (the process) may be more important than the destination.** And agreements may be reached on how an organization will be travelling, rather than on where it will end up.

Hence, the importance of organizational vision, and a decentralized, **project-oriented strategy** for its achievement.

6. A climate of politics actually can be functional in organizations. It may encourage shifts of perspective not possible in a hierarchic structure by ...

- challenging established assumptions,

- encouraging novelty, and

- forcing movement outside formal channels.

7. Less planning, and a vision- and mission-driven strategy is more apt to work in an organizational environment of solidarity and strong but diverse commitments.

Planning and its associated baggage may seem excessively impersonal and technocratic in organizations such as police departments that traditionally rely on standardizing norms via socialization and indoctrination.

BUILDING EFFECTIVE STRATEGIES FOR COMMUNITY-ORIENTED POLICING
A UB-BPD PARTNERSHIP

Project Steering Committee
Strategic Planning Issues

1) STRATEGY

- is defining what you are and hope to become

  ... the words you will live by

- mission is why you exist: what you do and will do

- vision looks to the future: hopes, values, expectations

- mission/vision need to be widely communicated

  ... engage hearts and minds
  ... serve as sources of organizational energy

- must have operational realism

  ... simplicity
  ... practicality

- focus on processes rather than on people

- aim for a system of management

2) STRATEGIC ASSESSMENT

- does BPD strategic vision meet the above conditions?

- does the vision imply major organizational changes?

  ... cultural?
  ... operational?

- how close are you to achieving this vision?

- what needs doing? what actions?

  ... with what priorities

- how well can you answer the preceding questions?

  ... on what bases? data or what?
  ...what more do you need? Why?

... how will you get it?
... what will you do with it after you get it?

3) STRATEGIC PLANNING

- how will (do) you "roll out" the mission/vision?

... communicate it? ... realize it in operations?

- have you plans for doing it?

...if you do, who is responsible for them?
...if not, have you plans for developing plans?
...will they involve **big changes**, or
...**smaller incremental ones?**
...in organizational culture, or processes?
...where will (have you) start(ed)?
...do you have time-lines for implementation?

- how will you know whether or not the plans are working?

... whether key people are buying-in/signing on
... whether momentum is growing
... how will you get information?
... and what will you do with it if you get it?
... how will you learn from it to make decisions?

- what kind of help do you need?

Remarks:

- COP is a long-term strategy, not a quick-fix
- changes tend to be incremental with few Alley Oops
- make sure everyone knows the goal and their role
- make sure they are trained for what they are asked to do
- don't get too complicated, too fast
- have appropriate levels of expectation -- and learn
- make mid-course corrections if needed
- emphasize teamwork
- give feedback and coach

4/15/96

Appendix #7

COMMUNITY CLOSE-UP
Buffalo's Neighborhood Initiatives

R. Gil Kerlikowske, Police Commissioner

Buffalo, New York is a city of strong neighborhoods. In a 1994 housing survey conducted by the U.S. Census Bureau in 15 cities, Buffalo beat Dallas and tied with Tampa in residents' degree of satisfaction with their neighborhoods. The study found that 36 percent of Buffalo residents rated their neighborhood a perfect "10," while only 27 percent did so in Dallas.[1] Buffalo is a city with what is now being called human or social capital, a term invented by Nobel laureate economist Gary Becker to describe "activities that influence future monetary and psychic income by increasing the resources in people."[2] Like Chicago, a strong sense of neighborhood and ethnic identity still flourishes in Buffalo and what it may currently lack in economic capital, it makes up for in a web of informal networks, a social fabric of families who have lived in the area for generations, and a healthy history of community activism. Despite the infamous weather, people who leave the area do so reluctantly because they leave behind this strong sense of community, distinctive identity, and cohesive social system.

But like other rust belt cities that lost their industrial economy in the late 1970s and were hit with the crack epidemics of the 1990s, Buffalo and its neighborhoods have suffered decay and decline. Street-level drug dealers took over certain neighborhoods, commercial strips lost vitality and appeal, and abandoned houses littering the area served as the locations of criminal activity. To address these crime and disorder problems, the Buffalo Police Department developed a Neighborhood Initiative plan to stabilize key neighborhood and commercial areas throughout the city of Buffalo by strengthening the connection between the police and block clubs, businesses, and community organizations. The Initiative program had three primary objectives: strict enforcement, high visibility, and increased communication and coordi-

---

1 Zremski, Jerry. "Census Survey: Residents feel most at home in Buffalo area." *Buffalo News*, June 30, 1996. The survey was conducted for 3,659 households in the Erie and Niagara counties and shows that "residents see both the city and the suburbs as good places to live." City residents rated their homes an 8.1 while suburban residents rated them 8.5. The study has a 1.3% margin of error.

2 Becker, Gary. *Human Capital: A Theoretical and Empirical Analysis.* New York: Columbia (1964), 1.

nation with the community and other city agencies. As an officer in one of the Initiative areas said, "Policing is an information business," and the community is one of the best sources of good information. Information flow between the police and the community is necessary in order to achieve the mutual goal of stable neighborhoods.

Initiatives: The Initiatives have proven very successful in bringing together the police, community groups, and other public agencies to address problems in targeted areas of the city. In the Broadway-Fillmore Initiative, officers have targeted worst offenders, worked with the community to identify problems surrounding corner stores and networked with other agencies to address those problems. They have also begun a juvenile follow-up program to keep track of at-risk youth that police officers contact. In the Jefferson Avenue Initiative, police worked with community members to reverse years of decay through strict enforcement of city ordinances combined with clean-up efforts to restore order to the area. A police officer and a business woman established a group called "50 Women with a Vision" that began cleaning up the area every Saturday and has grown into a neighborhood revitalization effort. In University Heights, the police are working closely with a community center to identify and address quality of life concerns in the neighborhood. Recently, police, the district councilman, and community organizers took a walk to talk to business owners on one of the main commercial streets in the area only to discover to their amazement that crime was no longer much of a concern. On Buffalo's Lower West Side, police are working together with the community and University of Buffalo researchers to create short- and long-term solutions to the problem of prostitution, and in the Downtown business district the combined efforts of the police and the business community have reduced crime and the fear of crime.

Broadway-Fillmore Initiative: Key Elements for Success

Located on the east side of Buffalo is a historic district known as Broadway-Fillmore, an old Polish neighborhood that in the past few decades has become an economically distressed, transitional, urban neighborhood noted for drug activity, crime, and poverty. The area leads the city in priority one calls and repeat calls have been high, especially to blocks with numerous abandoned houses where drugs and gangs proliferate because nobody seems to care. The once flourishing business district has been slowly dying, and small "Mom & Pop" groceries have been driven out by high crime and by other stores that profit from illicit activity. At a neighborhood summit conducted by the mayor of Buffalo, residents identified some of these businesses as places that generated or harbored much of the area crime. The area has a significant number of senior citizens and many of these elderly people have been de facto prisoners in their homes due to fear of crime.

Responsibility for the Initiative was given to the district captain, who solicited suggestions from officers for methods and resources necessary to achieve the objectives. The Initiative's success depended on this effort to include police personnel in the design and implementation. Another key to the success of the program was a collaboration with a local college. In the Hilbert Internship Program coordinated by Dr. Martin Floss, five student interns each semester have assisted the police to survey citizens, tutor juveniles at risk, computerize the Detective Unit, and produce a comprehensive and detailed summary report of the Initiative's activities. The captain also identified and contacted anchor organizations in the area, such as the Broadway Market (a historic Polish market established in 1888) and the Polish Community Center, to help formulate the plan.

Strict enforcement and targeting: The centerpiece of the Initiative was a detail car that targeted the worst offenders in the area and developed an information network with community members and street youth; as a result, many career criminals have been driven out of the area or arrested. The detail car conducts on-the-spot investigations of major crimes, freeing up patrol cars to answer calls and gather information while witnesses and evidence are fresh. In a recent high-profile homicide, information the detail car developed through the network led to the arrest of the suspect. In another case, the DA's office was unable to find a witness to testify at a homicide trial. The young man had no permanent address, but the officers knew him and quickly located him on the streets.

Initiative officers found that strict enforcement of violations of city ordinances and employing other civil remedies often proved more effective than pursuing criminal charges. For instance, officers discovered a city ordinance that allowed them to remove or modify pay phones used for drug trafficking. They also worked with other federal, state, and local agencies to enforce health and licensing codes in corner stores that were the site of illicit activity and a high volume of repeat calls.

High visibility: To target the problem of repeated purse snatchings and other low-level crimes around the Broadway Market, a daytime foot patrol was dedicated to a two-block area. The presence of the officer, who speaks Polish and lives in the neighborhood, has encouraged senior citizens who previously felt locked in their homes to come more often to the Market, which serves as a social gathering point for the elderly. In the evenings, the detail car patrols the area at closing time and the officers are aware of the regularly scheduled events and meetings. Citizens now know these officers, and often flag them down to discuss problems on their street.

Increased communication and cooperation with the community: A coalition of citizens, non-profit agencies, city officials, and police established a Neighborhood Initiative Center (NIC) at the Polish Community Center. The NIC was used to receive and distribute Initiative information (including criminal activity information forms) and to meet and consult with citizens.

Initiative meetings for the entire community were held at the Polish Community Center every other month. The Broadway Market manager arranged for flyers for the meeting to be placed in shoppers' bags. Attended by police officers, the community, and representatives from the numerous agencies that became involved in the effort, these meetings allowed for information exchange between community members and the police, kept the community apprised of the progress of the Initiative, and educated citizens about services available to them. Initiative officers also met with more than 100 businesses to discuss the Initiative and to update the police business files for the area, and Initiative information was disseminated at the monthly meetings of the Broadway Area Business Association.

Coordination with other agencies: Initiative officers worked closely with the District Attorney's Community Prosecution Unit to target misdemeanor offenses. This effort resulted in the first successful prosecution for the sale of drug paraphernalia in New York State. Officers also teamed up with Housing Inspectors to identify and demolish abandoned houses used for criminal activity, and they worked with Streets and Sanitation to cite for trash and debris. A model problem-solving effort was developed by two officers who created a Deli Task Force to focus on illegal activity surrounding corner stores. The problem was identified by the community, the locations were the site of a high number of calls for service, the worst offending stores were targeted, the effort was coordinated between federal, state, and local agencies, and both civil and criminal remedies were invoked.

End results: In 1996, arrests increased 46.5 percent and 77 guns were seized. According to the district captain, the number of violent felonies has dropped 15 percent, and by targeting a few of the career burglars, burglaries are also down considerably. Purse snatches dropped by 200 percent, and there was a 22 percent reduction in calls for service to the area. Information exchange is growing between the police and the community, complaints against the police have plummeted, and the police are increasingly considered a trusted and reliable source of help. Perhaps most significant is the renewed energy and hope in the target neighborhood: people have growing interest in their block clubs, merchants are witnessing an increase in their business, senior citizens are less fearful of coming out of their homes, and spin-off projects have taken on a life of their own. One such project is a collaboration between the police department, Hilbert college, and a local high school to prevent juvenile problems before they start through tutoring, team building, and recreational activities. The Broadway-Fillmore Initiative is a good example of the police leading a cooperative effort with the community, businesses, and other agencies to stabilize an urban neighborhood.

Submitted by: Dr. Pamela Beal, Captain James Cudney, and Dr. Martin Floss.

REPORTS FROM INTERVIEWS WITH SUPERVISORS

BPD Supervisors: Mission
What is the job of the BPD?

District A
Take criminals off the street and lock them up
Maintain connection with the community
Provide basic police services
Give taxpayers get their fair share of protection

District B
Reduce crime
Provide referrals to other agencies
Provide service to the community in non-criminal matters
Law enforcement (but many calls have nothing to do with policing)
Proactive policing
Work with the community

District C
Referral agency
Rapid response to 911
Answer taxpayers' calls
Law enforcement
Work with the community

District D
Improve the quality of life in the city to keep the middle class
Protect the public
Maintain contact with the public for better relations & cooperation
Proactive policing

District E
Stabilize the city
Provide rapid response
Respond to taxpayers' calls
Proactive policing

BPD Supervisors: Vision
What direction should the BPD take?

District A
Anything that is done should support patrol, basic services
Good relations with the public
Training (inservices re: procedures, officer safety)
Keep low crime areas stable

District B
More contact with the community to solve problems
More planning and continue emphasis on training
More professional (hiring, FTOs, discipline)
More professional (verbal skills, conflict resolution, stress mgmt.)
Be more proactive to solve repeat calls
Every officer a CPO (like the CPO in Pct. 6)
Talk about continuing development, not change
Support and award those who are doing the kind of policing you want
Continue emphasis on training

District C
A more proactive approach (although will need more officers)
Stricter enforcement
More professional (PT, FTOs, inservice trainings)
Provide more information to citizens re: services available
Every officer involved with community policing

District D
More professional (hiring, education requirement, PT)
Need to adopt proactive methods of policing to reduce CFS
All officers involved with community and solving problems
Work more closely with other agencies

District E
More professional (hiring, education requirement, verbal skills)
More authority for supervisors (resources, support for decisions)
Community policing is a good idea, but not at the expense of patrol
Know business people
All officers involved with community

BPD Supervisors: Obstacles

MANPOWER:

Overtime rising due to patrol shrinking and minimum manpower requirement. (Lts. think the requirement is a good thing.) Lts. have to call officers for overtime, but then they are told to keep it down.

Patrol resources being shifted to community policing/PCS.

CFS rising due to nature of population.

DISCIPLINE:

There is a perception that if a Lt. disciplines someone, nothing happens either because the Lt. lets it go or the administration doesn't support them.

When a supervisor has trouble with an officer it needs to be dealt with swiftly and certainly. Now it is tied up for years.

Officers sometimes refuse to do what the supervisor directs them to do.

There is a problem with authority: supervisors are not confident that they will be backed up by the administration.

RADIOS AND CARS:

Repair takes too long, radios are old or broken (esp. 16 & 11).

Every officer should have a radio (currently one per car crew).

There are not enough cars for shift overlap.

No downtime for cars to do preventive maintenance.

MEDIA:

The media focuses on negatives, positives go unnoticed.

The media lacks understanding of how it affects officer morale.

CRIME ANALYSIS:

Felony crimes in adjacent pct. (or the entire city for that matter) not known--an officer safety issue as well as a crime analysis problem.

Need to improve crime analysis and intelligence.

Lts. needs access to TRU reports to know what's going on so can give patrol information.

TRAINING:

Need FTO program. FTOs are very important, especially now that the BPD has so many new officers.

Need an educational requirement and opportunities for continuing education.

Need training in Dept. regulations and policies re: supervision of officers, how administration wants them to handle cases.

Need training in community policing and more planning in its implementation.

Instead of talking about change should talk about continuing development. Reinforce officers for doing work with the community who aren't called community police officers (she gave a couple of examples of such officers), but don't call it a new concept.

More training on the computer system, more computer access.

Need PT program and updates in defensive tactics. Standards have dropped--officers wonder why they should keep in shape if others aren't.

The Cultural Awareness training needs work: it isn't taken seriously.

MORALE:

Not knowing what is happening re: consolidation affects morale.

Hardest working officers get in trouble, and often the charges are brought by the bad guys or their relatives. People arrested get officers in trouble: officers then avoid those people which gives the offenders free reign. This affects morale.

Morale is affected by the union-administration conflict and the lack of compromise. For example, union won't allow officers to switch WV's for training, so the officer can't go to training because it would cost overtime.

Don't promise to do something if you don't have the resources. Asking somebody to do something and not giving them the authority or resources kills morale.

LEADERSHIP:

There is not enough direction from above.

District stations need unity of command, which means having a captain at night. Downsizing of upper management (captains) is a problem.

STREET VS. ADMINISTRATIVE DUTIES:

With 2 Lts. on, you can split the duties. Otherwise its tough to keep up with the paperwork.

If there are 2 Lts. in a district and 1 calls in sick, another Lt. is not called in on overtime. Doing Street and Administration is okay if there are 2, but not with 1 Lt.

BPD Supervisors: ASSETS

GENERAL:

The people they work with are intelligent and motivated.

Training is much improved--its good to keep up with new developments.

Current 4 10-hour day shift means less wear and tear on officers.

BPD has good, young energetic leaders now in their peak and poised to do good things if they have the tools.

L-cars, portable phones, and shotguns for Lts. are good. It's good not to have Lts. answering calls.

Computers in cars will be a great asset. Good to have Penal Law on computer.

New uniforms, pepper spray and 9mm for patrols are good.

The young, energetic officers on nights work hard.

More people with BAs--the pay has helped attract and retain good people.

DISTRICT B

Consolidation makes the work more evenly distributed since the District includes high and low crime areas. More cars are now available for trouble spots.

Captains back-up Lts.

Command staff communicate through e-mail.

Leaders are very involved.

Hardworking officers (esp. nights).

The Initiative is working well.

DISTRICT C

Leadership is excellent.

Detail car is good for special tasks and for rewarding good officers.

The foot patrol at Broadway Market is a valuable asset.

The Initiative is working very well. Everybody is on board.

DISTRICT D

Detail cars can make good arrests.

Communication is better around the city with computers.

The new station house will be good.

The BPD has good, strong captains and lieutenants now.

The Dept. is becoming more proactive.

DISTRICT E

Detail car has helped quite a bit.

The satellite in GPCC is a good idea. The pager system for quality of life calls seems to work.

Capt. provides support.

POP projects are a good idea, but with fewer car crews there is less time to do these kinds of activities.

BPD Supervisors: COMMUNICATIONS

DISTRICT B:

Computers and e-mail are fine (except for method of accessing and printing felony crimes).

All command staff keep in contact via e-mail (Capt. has mandated that they check it everyday).

Need to disseminate information that affects pct. officers, such as station closings or opening of satellites. Lts. feel "stupid" if they don't have information about what is happening in their area.

Rumors are rampant due to lack of information.

There are only 2 computers and they are mostly used by RTs. Learned computers by hook and by crook.

Captains do a good job of relaying information.

E-mail probably shouldn't be trusted as a way to inform people yet since not everyone uses it or knows how to use it.

DISTRICT C:

When Lts. work opposite days from the Capt. communication between the pct. and downtown is a problem. Often hear things about own officers on the News first.

Pcts. need more communication with downtown: people making patrol policy haven't been on the streets for a while, and things change on the streets year to year. (Example: directive to call in and out of service wasn't practical due to volume of radio traffic.)

E-mail is effective for communications around the city, but it would be good to have some indication that he has a message or that there is a special order so the Lt. knows to check it right away.

DISTRICT D:

Lts. on days opposite the Capt. miss some information (info in the Dept. often communicated by word of mouth).

Lts. know how to access info on e-mail, but the system is slow (Pct. 5). Not useful for felony crimes.

Often learn about what is going on in the Dept. first through the News.

DISTRICT E:

Each pct. is in its own world.

The Capt. keeps them informed about changes of which he is aware.

Pcts. are not informed about most changes. Most information is from the grapevine.

Lt. has given up reading e-mail on a regular basis because there is only one computer and the system is slow (Pct. 6).

Impossible to keep track of or print-out felony crimes.

It is not easy to operate the computers.

BPD Supervisors: CPOs

District B

Patrol seems to be in competition with PCS and CPOs for resources.
CPOs need more supervision.

Lts. often don't know what CPOs do (although he knows what his own CPO does).

Police Community Services has gotten bigger at the expense of patrol

All officers should be CPOs: it should be part of the job.

There is little accountability for CPOs.

Patrol needs to know what community policing means.

No one ever told him (the Lt.) what the CPOs were supposed to do, and he never sees a report.

Need a better system of accountability for CPOs.

Need to coordinate CPOs and patrol: they aren't working together.

Community policing should be an overall objective, not just a few people.

District C

Not sure of their purpose. There are only so many meetings they can attend.

There's not enough supervision of CPOs: all he does is sign their overtime slips.

He has heard that some CPOs type up their activity reports and post them and give good information to patrols.

Keep CPOs on the streets.

Why document POP projects? He can explain why document arrests, but he isn't sure why you'd need to document this kind of work.

District D

CPOs don't want to work the streets. The best officers don't want it because they want to work the streets.

Community policing should be part of patrol, not a separate unit.

District E

Some officers make better CPOs than others: some patrols are not suited.

Current CPOs are genuinely concerned and involved.

It's good to have a liaison with the community, but it is better to add to patrol.

There isn't one on his shift, and he doesn't know what they do.

Most repeat calls are gangs on corners or domestics; he's not sure what can be done tosolve them.

STRATEGIC ASSESSMENT: INTERVIEWS WITH SUPERVISORS
[COULD BE DONE AS INDIVIDUAL INTERVIEW OR FOCUS GROUP]

For each interview [group], ask (in this order) . . .

PART I

1) What is your vision [use that word] of the direction in which the BPD should be moving? [Let the R talk, if disposed to do so]

[TRY FOR VERBATIM RECORD -- AT LEAST RECORD "KEY" WORDS, THEMES]

2) How would you sum-up your vision for the Department, in just a few words? [looking for key words - doesn't have to be complete sentences - but also try to capture context]?

3) have you ever heard these words used in reference to the BPD: "professional, accountable, sensitive to community needs"?

-IF YES, ASK: Do you remember where (or when?)

-IF NO, TELL: Are used in a Vision statement for the Dept the Mayor and Commissioner Kerlikowske

-IN ANY CASE, ASK: What do those words mean to you? [Probe for interpretation of each of the three ideas - may need encouragement to talk about them]

-ASK: How do you feel about them as a vision for the BPD?

[ISSUE HERE IS WHETHER CAN "BUY-IN" TO THESE IDEAS AS GENERAL DIRECTION FOR DEPARTMENT -- DOES IT MAKE SENSE? IS IT ATTRACTIVE? -- DOES IT SQUARE WITH R's OWN IDEAS? --KEEP IN MIND, REFERENCE IS TO DEPARTMENT AS A WHOLE, NOT TO UNIT]

-ASK: Is such a vision achievable in the BPD?

IF YES, ASK: What will it take to do it?

[ENCOURAGE DISCUSSION OF ATTITUDES, METHODS, RESOURCES, IMPEDIMENTS/BARRIERS]

IF NO, ASK: Why not, what's the problem?

[PROBE FOR WHETHER PROBLEM(S) COULD BE SOLVED, AND, IF SO, HOW ALWAYS ASSUMING THE CURRENT ADMINISTRATION AS A GIVEN]

PART II

For a minute, lets talk not about the Department as a whole, but about your own particular unit [NAME IT / MAKE SURE UNDERSTAND R's ROLE IN IT -- IF NECESSARY, ASK ABOUT IT] . . .

1) What would you say are its strong points? [MAKE SURE UNDERSTAND WHAT, FOR R, MAKES THEM STRONG POINTS (STANDARDS INVOLVED) -- WHAT'S SPECIAL ABOUT IT (PEOPLE, LEADERSHIP, CLIMATE, TRADITIONS, ETC. -- WHAT IT DOES PARTICULARLY WELL]

2) Does it have any weaknesses? [SAME REFERENTS -- MAKE SURE UNDERSTAND WHY ARE WEAKNESSES]

IF YES, ASK: Are there ways the weaknesses could be fixed? [TALK ABOUT GOALS (STANDARDS) FOR AND METHODS OF FIXING]

3) Now, think for a minute about your unit [NAME IT], then tell me in just a few words, what your vision for it would be -- let yourself dream a little about a future for it, but focus on your unit not the Department as a whole.

4) To what extent would you say that your vision for unit squares with ideas about . . .

- professionalism?

- accountability?

- responsiveness to community needs?

IF IT SQUARES, GO TO NEXT QUESTION

IF IT DOES NOT, PROBE FOR DISPARITIES RE: EACH RELEVANT TERM --

5) Now what do you think should be done to realize your vision for ...?

[PROBE BOTH RE PROCESSES AND RESOURCES, INCLUDING TRAINING-- ENCOURAGE IMAGINATION, BUT ALSO REALISM, NOT FANTASY]

END INTERVIEW BY SIMPLY INVITING ADDITIONAL REMARKS

SUBSEQUENT TO INTERVIEW TRY TO CHARACTERIZE THE ATTITUDE OF THE R TOWARD . . .

- THE INTERVIEW
- THE IDEA OF CHANGE [ALTHOUGH IS NOT A FOCUS OF INTERVIEW]
- THE "STATE" OF THE DEPT/UNIT

PROCEDURE FOR DRUG HOUSE ABATEMENT

A spectrum of actions are possible when a neighborhood group identifies a house that is rented to drug dealers, ranging from inviting landlords to block club meetings to sending letters to landlords to invoking civil remedies such as the Bawdy House Law (a New York State Real Property law) or the City of Buffalo's Nuisance Abatement Ordinance to pressing criminal charges under Penal Law 240.45. *While informal means are often the best way to solve these problems*, and while it is optimal to secure the cooperation of a landlord in resolving the problem, in some cases civil or criminal remedies may be necessary. Because civil court cases are easier to make than criminal cases and because they are somewhat expensive, the most efficient way to proceed is by targeting the worst offenders for civil prosecution.

The following are suggested procedures for the police and the block clubs:

POLICE

1) Contact Block Clubs to identify landlords renting to drug dealers and to target worst offenders.

2) Research arrest information on identified locations. Obtain a history of calls for service to repeat locations, which can be done on the CAD system or through Inspector Brill's office. Discuss locations with other patrol officers.

3) Liaison with Narcotics Unit. Distribute Narcotics Tip Sheet to block clubs which can be filled out for a particular address and sent directly back to Narcotics, attn: Captain. If there is enough detail on the sheet, an investigation will be opened.

4) Inform the City's Corporation Counsel (David State: 851-4331) of worst offenders to target for civil prosecution. Tenants can be evicted and landlords fined through the NYS Real Property Law section 715 (known as the "Bawdy House Law"), and landlords can be prosecuted through City Ordinance 294 for Nuisance Abatement or 161 for Nuisances Involving Drugs. If criminal charges are warranted (see PL 240.45), contact the District Attorney's Community Prosecution Unit (ADA Michael Drmacich 858-4600).

5) The U. S. Attorney's Office together with the city of Buffalo coordinates a multi-agency task force called "Save Our Streets" (SOS) that keeps a list of problem properties, meets with landlords to discuss the properties and can invoke asset forfeiture. Officers are encouraged to call the SOS coordinator (851-4094) with information on problem properties.

6) Appear in Housing Court when possible. Contact David State or the city court clerk (847-8222) for dates.

BLOCK CLUBS

1) Most landlords have an interest in attracting and keeping good tenants, and most are concerned about maintaining the safety of the neighborhoods so that property values are stable. Work with landlords to develop solutions to the problem. Inform the landlord of the availability of Tenant Trace (see attached flyer) and HOME application for tenants (854-1400). To obtain the name and address of a landlord, call the City Assessor (851-5733) or County Clerk (858-8785). Call the landlord to inform him or her about a problem property and/or send a notice of your next block club meeting, inviting the landlord to attend.

2) If the landlord does not respond to requests to resolve the problem, write a letter (preferably on block club letterhead) about the problem property, and cc: Corporation Counsel, the police (district inspector and the narcotics unit), the District Attorney's office, the Save Our Streets (SOS) coordinator and your council person. See sample letter attached.

3) Provide information to police regarding the problem: location, time, persons. Contact your Community Police Officer or send a liaison from your block club to discuss the problem with the CPO. Use the Narcotics Tip Sheet: tip sheet can be filled out for a particular address and sent directly back to Narcotics Unit, attn: Captain. If there is enough detail on the sheet, an investigation will be opened. You will remain anonymous.

4) A few landlords are responsible for a majority of the problem properties. Assist police in deciding the worst offenders to target.

5) If landlords are uncooperative and civil or criminal remedies are sought, appear in Civil Court or Housing Court, or, if criminal charges are brought, in Criminal Court. You can contact David State of the Corporation Counsel (851-4331) to find out court dates for civil cases or ADA Michael Drmacich (858-4600) for criminal cases.

LIST OF USEFUL AGENCIES

Agency:	Phone number:
Tenant Trace	773-2980
HOME (Housing Opportunities Made Equal)	854-1400
County Clerk (most updated info on properties)	858-8785
City Assessor's Office	851-5733
City Court Clerk	847-8222
David State, Corporation Counsel Department of Law 1104 City Hall Buffalo, NY 14202	851-4331
District A 1847 South Park Ave. 14220	851-4409
District B 672 Main St. 14202	851-4403
District C-11 1345 Bailey Ave. 14206	851-4411
C-12 1186 Genesee St. 14211	851-4412
District D 669 Hertel Ave. 14207	851-4413
District E 2767 Bailey Ave. 14215	851-4416
Captain of Narcotics Buffalo Police Department 74 Franklin St. Buffalo, NY 14202	851-4575
ADA Michael Drmacich Community Prosecution Unit District Attorney's Office 25 Delaware Avenue Buffalo, NY 14202	858-4600
Richard Kaufman Assistant U.S. Attorney 138 Delaware Buffalo, NY 14202	551-4811
Lenora Foote, Coordinator Save Our Streets Program 313 City Hall Buffalo, NY 14202	851-5094

CPO Questionnaire Results

Total Responses: 22

Length of time as CPO:	**3 months/+:**	4	*(Two responses did not answer this question)*
	6 months/+:	3	
	1 years/+:	5	
	2 years/+:	5	
	3 years/+:	3	

1. **What do you consider the essential responsibilities and duties of a CPO?**
   - Go/link between or liaison for the police department & citizens/community.
   - The educational tool to the community from the police department.
   - To find out what unique issues are to a small area and work with the people to make that area safer and more livable.
   - Establishing a rapport with the community and form a trust between the community and the police officers.
   - Handling the concerns in their community as far as the quality of life, such as drug activity, prostitution, burglary and various crimes which make people fearful.
   - Listening to the community concerns and directing them to the right agency/department. Establishing an understanding between the community and the police department.
   - A working integral component of the district. Problem solving. Answering complaints.
   - Community liaison. Representative of the police department. Address concerns of the community. Help communities to organize themselves.
   - Crime prevention. Quality of life enhancer. Block clubs' organizer, source of advisement on resources and agencies available to the community. P.O.P. projects addressing the needs of the community.
   - Friendly ear and sensitive heart for problems in the community.
   - Personal contacts with citizens. Block clubs. Promoting the feeling of safety.
   - Bringing the community together.
   - Assist with and solve neighborhood problems. Develop strong relationship with businesses.
   - To make the police department customer friendly and help it become more efficient.
   - To help change the opinion of residents about how safe the city is.

2. **Is starting block clubs an essential part of the position?** **Yes:** 21 **No:** 2
   Crime prevention training? **Yes:** 22 **No:** 1 *(Some answer both)*

   Why?
   - I am the only friendly contact citizens have with the police.
   - Police officers knowledge of the way crime happens or the way other areas deal with the issue are very important to the people who want to start and run block clubs. The block clubs get a real feeling of authenticity when being trained by police officers and they are more likely to work harder.

- Because it helps neighbors to learn, meet, and unite with each other. Brings back the sense of closeness and working together. Helps people not become victims of crime and learn what to look for regarding crime.
- Training provides understanding in how to deal with problems, and makes members aware of how the police deal with these problems.
- Because the community does not know how to form a block club and what the duties are of the block clubs. Crime prevention training helps them to understand what the police need to take action and what action they can take, if any.
- Block clubs are parts of the solution to take our street/neighborhood back.
- Block clubs offer the ability to contact the maximum number of citizens with a minimum of time spent. Crime prevention is essential in reducing the number of victims and holding the interest of the block clubs.
- Unite community for common goals of in crime prevention and improved quality of life.
- Crime prevention training allows officers to explain to the community what can be done and what to watch out for.
- Block clubs set a stage of police working with the community and building of trust.
- Make people more responsible for their community.
- The people can see more than the police.

Why not?

- Essential is a strong word.

3. **What is the CPO's function for block clubs? How often should officers attend the meeting? Why?**
   - To get them started and attended only when a problem arise.
   - They should start and make sure the block clubs are up and running before abandoning them. After 5-7 months of normal operation, the officer should come back and train the group on crime watch with a minimum of 2-3 training sessions.
   - Explaining what is a block club and how to set up a block clubs. Attend as many as necessary until the members are set up, they understand their duties, and the club is running smoothly.
   - To provide information and possible training for the way the block clubs should function in order to be better served by the various agencies in the city as well as the police and pass on information that keeps both sides in communication.
   - The CPOs should be in contact with the block clubs on a regular basis, act as a liaison for other government agencies and give the block clubs the direction and advice needed to gain control of their neighborhoods.
   - Facilitate and empower. Make sure the block clubs members see you patrolling their neighborhood. It is up to the block clubs to ask for CPO assistance when the clubs are set up.
   - Attend as many meetings as possible and identify problems voiced at these meetings.
   - To maintain communication with the citizens, as well as give assistance. Attendance depends on the needs of each block club.

- Function as friend and liaison for PD public relations, a source of advisement for block clubs. Should attend as often as receive overtime approval.
- Attend approximately 4 meetings a year.
- Help start a block club and be the liaison between the club and department. Attend meetings at least once a month.
- Attend meetings when requested or something important occurs.
- CPOs should listen, respond, and assist block clubs. Attend meetings every other month.
- To keep people informed of any new crime prevention strategies.

4. **Some people in the BPD say that all officers should be community police officers. Do you agree? Yes:** 15 **No:** 12 *(Some answer both Yes & No)*

How might that be accomplished?

- Cannot be accomplished for all officers because some officers will never be concerned or able to show kindness, patience, and politeness needed to deal with people or groups who have problems.
- All officers should be concerned for their community and be more responsible to the community.
- Assign car crews to a permanent sector for a specific time period. Communicate and solve a problem. Allow for accountability and pride in the work.
- All officers should attend meetings, but not necessarily participate. Some officers' attitudes would not benefit relations. In many case a CPO should be present to maintain control.
- By showing training tapes periodically required to be viewed by officers.
- Training officers for sensitivity and understanding the purpose of block clubs.
- Rotating CPO job to all officers.
- Treat people like you'd like to be treated. The badge does not make us better or smarter. Proper use of authority.
- Police officers should approach each community problem with an open mind and attitude.
- Some formal instruction on community policing. Start at inception of an officer into CPS academy. Have the new officers "shadow" a CPO as they do when first on the street.
- Establish an efficient set of S.O.P. Regular follow up. Better accountability (supervision).
- Give the same group of officers (all 3 shifts) responsibility for a sector. They should communicate, organize, and solve problems among themselves and with citizens.
- Training officers to treat people as a team in trying to accomplish the same result.

Why not?

- This job is not for everyone.
- They should know the problem solving aspects of the CPOs, but not all officers have the desire to work with people.
- Not all officers are people persons.

- They are not trained, nor do they want to be closely committed to the community. Many do not believe in community policing. For years, there has been a separation between the two.
- Patrol officers do not have enough time to sincerely address the needs of some people.
- Being a CPO takes a lot of patience. Some officers don't have the ability to listen and not cause another problem.

5. **Should the CPO position be consistently held by one person or rotated within the district? Why?**

- It depends on the relationship and the community perception of the CPO accomplishment.
- It depends on how much the community depends upon a CPO.

One person:

- It takes time to build a trusting relationship and gain confidence from the citizens.
- That person feels like he/she has a stake in the success of the group and the group depends on that person.
- Due to various learning and training.
- If that person is capable to assist the citizens in the manner the citizens feel they are being helped.
- There should be at least one constant contact person.
- For the reason of continuity and efficiency. They know the job and the people know them.
- Should not be rotated because some officers are not capable of dealing with people.
- The community needs to feel comfortable and trust their CPO.

Rotated:

- One person may get burned out and he/she should be allowed the opportunity to have a reasonable alternative.
- Only when the CPO wishes to return to patrol.
- Rotated if the officers are not performing. Certain standards need to be set up and adhered to.
- Can be rotated to a degree so that someone can be there for the community when the CPO is not available.
- Rotating only when it does not jeopardize the bond/relationship of the CPO & the community.
- Rotating within the district so all officers gain the knowledge of CPO's functions.
- Rotating to assist in some capacity.

6. **How could CPOs be more connected to and integrated with patrols?**
   - Do like the AIM team does with DARE. They can patrol one day (a tour day) so that they can be considered as patrol officers, part of the precinct, and eligible for some OT.

- CPO is connected with patrol because certain situations that CPO handles can also involve patrol officers and CPOs may need to inform patrol for safety reasons and for informational purposes.
- Have projects where the patrols are involved.
- Passing on the intelligence gathered from the community to the patrol and informing the community what the patrol needs & how to inform the patrols.
- CPOs assist with arrests, writing traffic summons, etc. (possibly high profile calls).
- CPO's mailbox that patrol officers can drop in problems or areas of concern.
- Having the car crews assist with meetings and reports of police related problems being distributed to the patrol officers.
- Tying community with officers such as softball, basketball, volleyball, exhibition, group panel discussion, and police community day. Give opportunity of seniority OT in patrol.
- Assign patrol duties to CPOs once a week.
- Rotating CPO's jobs so everyone has an understanding and a respect for the job.
- Assist fellow officers with advice or concern.
- Meeting with patrol officers to exchange views and ideas.
- Being proactive in working together.
- Invite patrols to problem solving meetings and have them be a part of the solution. Have the CPOs meet with patrols to update on the efforts of the various group.
- CPOs can answer certain types of calls.
- Bike patrols. Briefing. Ask patrols for opinions & help.
- Patrol officers should be required to attend a few meetings to understand what the CPOs are dealing with.

7. **Would it be a good idea to have two CPOs working as a car crew so that they could answer calls (as detail cars presently do)?** **Yes:** 9 **No:** 15
(some answer both Yes & No)

Why?

- Should have a partner when answer calls. This may be a way to integrate CPO into regular patrol. Possibly rotating.
- It would eliminate the unsure feeling of many calls such as felony car stops or investigating burglary calls.
- Two officers in a car is always better and safer than one.
- Only as a second priority.
- Occasionally would be OK.
- CPOs sometimes have free time.
- Working as a car crew to solve community problems, but not to answer calls.

Why not?

- Most of the things I do require a great deal of time and follow-up.
- They would still be looked at as a separate section with different duties and you are trying to make them more together with the patrol personnel.

- If CPOs answered calls as detail cars what would be the need for CPOs? Two CPOs in a car would be purposeful for in progress calls or fight calls that CPOs come upon.
- If they answer calls, they should be part of patrol and this would limit and restrict the duties of the CPOs.
- Too much opportunity to use them as an outlet for calls – nullifying their use as CPOs.
- Would hinder the community policing objectives, restrict time on researching and improving the quality of life, and lose the neutral balance stance with community by incarcerating them. Negative effect on public confidence and trust of CPOs.
- Calls must be on community problems and CPOs may not have enough time to investigate.
- CPOs cannot solve community problems and answer calls at the same time.
- CPOs are already doing it. Time restraints by radio would hurt effectiveness.
- This would prevent CPOs from doing what they were designed to do (be available to the community). This would be abused by precinct bosses and cause conflict between patrols and CPOs.

8. Should CPOs be asked to answer priority 4 or "quality of life" calls?
Yes: 8 **No:** 13

Why?
- Only after special training.
- Priority 4 needs problem solving skills.
- To better enhance his or her skills.
- Relieve some of the patrol officers.
- CPOs should know what is going on in the neighborhood & what kind of help is needed.
- To give support to fellow officers and citizens in need.
- This is everyone's responsibility and it is what we do.

Why not?
- It is patrol's responsibility. Not efficient.
- They should only do follow-up on these calls.
- Call could be dispatched as a priority 4 but upon arriving on the scene it could be something more. If two CPOs, yes and if one CPO, no.
- Most of the time CPOs are in homes, schools, churches or offices making contact.
- CPOs can answer a quality of life call at their own discretion. Along with other obligations and the number of quality of life calls it would be impossible at times. Many of the calls need to have ordinances or better laws so that an officer can do something about them.
- First, they would be buried by the volume. Secondly, the patrol units would lose contact with the reality of urban life.
- Can lead to more calls and eventually all calls. Burn-out syndrome and low quality work.
- A priority 4 call can turn into priority 1 call at any time.
- Answering calls would greatly interfere with working in the community.
- We are already doing it.

- I have been on priority 4 calls that had escalated into priority 1 calls.

9. What are some of the problems with the job within the department?

- Patrol officers turn criminal calls over to the CPOs.
- The patrol officers look at everyone that doesn't patrol as having an easy job, doing nothing, and not important. The CPOs know differently and don't get the OT that the patrol officers are able to get.
- Unfit working condition for some CPOs. Supplies are not sufficient pertaining to presentations. Office equipment is not satisfactory. Out-dated presentation materials. Every person for him or herself.
- Unfair job placement, treatment, etc.
- While the community problems are overwhelming and we are just starting to get a grip and focus, the city begins to limit the time that is needed by the community for the problems.
- The services are far removed from the community. A lot of the officers are self serving, and lack motivation. There is a sense of privileges, and elitism. Need to increase accountability.
- Lack of correspondence, information, and resources.
- Too many to list here.
- The OT to attend meetings or training of block clubs. Union reluctant to respect CPO's seniority for OT, affecting morale.
- Not everyone respects the job or the CPO position, and what CPOs are trying to accomplish.
- Need a better definition and focus on job.
- The red tape. Inability to solve problems quickly.
- Some people are still unsure of where and who to call for contacts: district or police community services.
- The division (us-them), (real cop-CPO). Lack of respect. Equipment priority.
- Union. Supervision does not know how to supervise CPOs.
- No overtime.
- CPOs are not accepted as "working" POs and are alienated from the rest of the department.
- Patrol officers' attitudes toward CPOs and the public.
- Supervision needs to be strict with officers not doing their job.

10. What are some of the problems with the job related to the community?

- They want to unload all their problems on to the CPOs.
- Especially with drug issues, it is really hard to get satisfaction for the community. Sometimes that becomes frustrating. It is also hard to continually praise POs that are not doing their jobs.
- People not willing to get involved with the community or willing to share information with the police. Community believes media.
- Poor service to some citizens by officers with attitudes or problems within the precinct.

- The community does not understand the limitation of the police. They need to get involved and be informed.
- Too many to list here.
- Response time for resolution of problems, the difference between idealism and realism, and the treatment of symptoms rather than the causes of the problems.
- Not enough time to serve many of the block clubs and their problems.
- Trying to make people understand that the police department cannot solve all of their problems.
- Cannot solve some problems because no response from other agencies.
- Lack of resources in the African-American community.
- Community's fear of the environment.
- Everyone wants their own personal cop.
- "Me versus Them" syndrome.

11. Have you experienced more job satisfaction being a CPO? Yes: 20 No: 1

Why?

- It feels good to see a project from start to finish.
- I can help the community and train them on crime watch. Giving back to the community.
- Seeing the excitement of children. Doing presentations for personal safety and seeing audience attentive and appreciative. It is a different type of satisfaction.
- A chance to help people one on one and the time to explain why somethings in this job are done the way they are without covering for a partner's actions or attitude.
- I got to know the community better. I worked well with the patrols and was able to connect the two and get results.
- Being able to spend enough time with citizens, their complaints, and their fears. Community policing is more of a cure than a "band aid" approach.
- Positive effect on morale by not constantly dealing with negative problems.
- The opportunity to serve people in a non-threatening environment.
- I enjoy solving problems and helping people.
- Being able to keep promises and see results.
- This is a long term solution.
- It is a challenge.

Why not?

- No respect from peers.

12. What partnership have you developed?

Church
Schools
Parents, Children, and Students
Businesses
Gangs
Common council members/Politicians

Other officers
Other city and county agencies
Other law enforcement jurisdiction
Block clubs
Community groups/centers
Boy/girl/explorer scouts
Junior cadet corp.
Youth groups
Senior clubs
Informants
Partnerships between the community and patrols, and sometimes the city.
None

13. List five problems you have addressed as CPO.

Drug corners, Drug houses, and Drug raid.
Guns.
Dumping.
Abandoned houses/cars.
Housing.
Illegally parked cars.
Loitering.
Gangs.
Prostitution.
Neighborhood cleaning & beautification.
Tenants vandalizing & scaring the neighbors.
Traffic problems when streets are closed. Traffic signs. Lighting.
Parties and loud music.
Kids' awareness of their safety.
Understanding of the police, their obligations and their limits.
Graffiti.
Juveniles in street and Juvenile delinquency.
Curfew.
Absentee landlords.
Strained community relations.
Youth guidance and direction.
Loud bars.
Dysfunctional families.
Rodent control and sanitation.
Closed down night clubs.
Lack of results from city hall and little support from fellow officers.
Shortage of cars.
Fears of citizens and reduction of interested citizens.
Inefficiency.
Animal problems.
Burglaries.

Educating department for better understanding & working together.

14. What systems have you developed for information exchange between the police and residents, businesses, and/or other agencies?

Word of mouth.
Flyers on important issues.
Crime information/tip sheets.
Question/Answer boxes for residents to raise their concerns.
Written memo.
Mail or Letter.
Meetings.
Educational material.
Use of computer.
Phone, phone tree and anonymous tip line.
Pager.
Fax.
Video presentations.
Satellite stations.
Community patrols.
Open door policy (call anytime about any problem).
News articles.
Business cards.

15. What training would be useful to you?

Gang training. Crime prevention training. Problem solving skills. Presentation skills. The working of the government. Responsibility of other agencies. Report writing. Investigation. Computer skills and Internet. Officer safety. Effective communication and public speaking. CPO training for everyone. Alcohol and drug training with youth. Project planning. All training is useful, particularly education. Instructor development course. None.

16. Please give any other suggestions for improving how the CPO position works.

- Allow us to make our own schedules because a lot of functions I attend required my attention Monday-Friday and I have to find things to do on weekends.
- There should be a different and more concrete definition of how CPOs relate to mentors; change the mentor role with feasible options for mentor officers.
- New hand-outs, new up-to-date tapes, computer usage for storing information.
- Get the politics out. The "BS" only discourages the involvement of the community. Get us the proper tools and be truly committed to the cause. The administration should also get on level ground with the police union and community about its responsibility and realities.
- Integrate to improve morale.
- We need vehicles, computers, and more cooperation within BPD.

- Incorporate assistance from educational institutions, social agencies and businesses. Hearing and voicing functional networks of communication effecting short range and long range goals of the community. Give seniority opportunity of OT in district.
- CPO training to all recruits and rotating CPO jobs for all officers.
- As long as the City Hall and other agencies help when asked, we can accomplish almost anything.
- More videos and more exchange of information with other agencies.
- More mobility with less red tape.
- More public awareness.
- Assignments should be based on availability for contact during the day. Second shift in alternating wheels, so one's day off will be covered by other's work schedule.
- Expand it. Recognition. Reward the efforts and sacrifices.
- Clarify whether the position is an appointment by the captain or based on seniority. There seem to be different views and eventually this will come to a grievance situation.
- To start programs with the children to develop a relationship. They can be a major resource in helping to keep the neighborhood safe. CPOs can give reports to POs about their work. Have a different PO attend meeting with CPO each time.
- CPOs work with patrol on projects. Lieutenants give patrol time for meetings & projects. CPOs cannot do it alone.

Buffalo Police Department
List of POP-COP Projects

Initiatives:

Broadway-Fillmore: Key is partnership between Hilbert College and Pct. 11. Collaboration between Pct. 11, councilperson, community groups, and other agencies to improve safety and quality of life in specified area. Initiative has spawned numerous projects and has support of Pct. officers, local officials, and community members. PM has assisted in assessment of Initiative effort. (See "Broadway-Fillmore Initiative Summary" Phase I and Phase II, and National League of Cities Community Policing Award.)

Jefferson Avenue: Key has been CPO and Initiative officers reviving interest and commitment of businesses and residents. Researched and strictly enforced city ordinances. Established "50 Women with a Vision" to clean-up area. (See submission for Herman Goldstein Award and "Jefferson" POP project.)

Downtown: Key is partnership between District B and downtown business group, Buffalo Place. Focus on quality of life crimes and reducing fear of crime. (See "Downtown Initiative" file.)

University Heights: Key is partnership between Pct. 16 and local council person, centering on a satellite COPS office in the Gloria Parks Community Center (GPCC). Officers work with crime coordinator at GPCC to address quality of life concerns. (See "Initiatives" file.)

Partnerships with community and other agencies:

Curfew Intervention Program: BPD worked with Child Protective Services and set up a drop-off site for juveniles whose parents could not be located. Evaluation was done on site and referrals made. Survey of BPD officers showed full support for the program. (See "Curfew" file.)

Deli Task Force: This is a model example of problem solving in the BPD. A significant amount of criminal activity on the Eastside and lower West Side of Buffalo centers around corner stores or "deli's" owned primarily by Yemenite immigrants. The stores are the site of a high number of CFS and neighborhood complaints to council persons and the police. The DTF has operated successfully in the Broadway-Fillmore area and may expand to a citywide Task Force. Persons involved in the DTF say that it has been very well organized and conducted (primarily due to 2 officers) and that it is one of the best efforts of coordination between agencies that they've seen. The DTF meets after each inspection (so far once a month) to debrief and plan the next set of inspections.

Domestic Violence Partnership Program: The BPD is partnering with local agencies that provide services to women who have suffered domestic violence. The pilot for the project is in Precinct 12, which was identified as having the highest number of incidents of domestic

violence. A person from Haven House (local shelter for women) is stationed at Pct. 12 to identify cases that need follow-up and to network with other service providers. Two detectives from the BPD Sex Offense Squad have been assigned to this project, also, although they are also available citywide to expedite the arrest of violators of orders of protection.

Gang Suppression Units: These units were created, as the Commissioner says, with the intent to "stabilize or displace a problem so that beat officers could regain control." Since the GSU officers are on the 4-2 shift, are off the radio, and are dedicated to the most pressing problem of most inner city neighborhoods (gangs), they can attend community meetings instead of CPOs, with the added benefit that they are the officers who will actually be out dealing with the gangs, not just passing along information to other officers.

Prostitution Problem: This project is a cooperative effort between District B, the Allentown Association/Westside Congress Prostitution Task Force, the District Attorney's office, the council person's office, and the University. Three University departments, Management, Social Work and the NCGIA, have been working with the task force for two years to develop information to enable both short and long-term solutions to the problem neighborhoods destabilized by prostitution. In November 1999, the Prostitution Task Force published its report *Workable Solutions to the Problem of Prostitution in Buffalo, NY.*

Community Prosecutor: The DA has created the office of community prosecutor to address quality of life concerns of Buffalo residents, misdemeanor crimes that otherwise go unattended. The community prosecutor is well-known now in the BPD. He has addressed issues such as prostitution, problems at deli's, and car break-ins, and his unit focuses on targeting the worst offenders at the misdemeanor level.

Administrative Adjudication Summons book: This book, developed in coordination between the BPD and Administrative Adjudication, gives officers an alternative to arrest and provides them with a means to enforce some city ordinances. A list of possible ordinances was drawn up and circulated to the patrol force (day and evening shifts at shift change) for their review and input. The BPD, the Administrative Adjudication Bureau, and the UB team worked together to produce a training video to provide instruction in writing summons tickets so that the project, which was piloted in Summer 1997 with a limited number of ticket books, could be implemented department-wide. The books have been well received by officers and the community. (*See "Police-UB Police Partnership Leads to Quality of Life Summons Book."*)

Weed and Seed: Comprehensive program located in Precinct 12 for gun abatement (weeding) and collaboration between several community organizations to build stronger neighborhoods (seeding). Also includes problem solving training between the police and community groups—training provided by Dr. Beal.

Satellite stations: VISTA workers staff several COPS satellites throughout the city and they work closely with the CPOs and the community to resolve quality of life problems.

Police Enrichment Program): In Phase II of the BF Initiative, Pct. 11 officers created a juvenile intensive follow-up program. Turner-Carroll High School will provide space and computer equipment for the program, and Hilbert College interns will assist in the various pieces of the project. Other sites include the Dulski Center, St. Anne's, and a local boys and girls club.

DARE/Youth at Risk/AIM: DARE provides BPD with close connection to city schools and gives youth opportunity to know police officers. Youth at Risk (which ended in 1998) gave older students a chance to be role models for younger students. The AIM officers are very active in the schools, have a working knowledge of most of the problem kids, and are well-regarded by other officers. When Yale selected Buffalo as a site for the CDCP grant, it was in part due to the close working relation between the BPD and the schools.

Youth and Police Summits/Youth Police Academy: The Citizens Advisory Group (CAG) has organized several summits between high school youth and police, as well as a Youth Police Academy.

Citizens Police Academy: The BPD runs two CPAs a year (one evening for nine weeks) to educate the community about the PD and provide a forum for discussion of issues.

Yale Child Development/Community Policing Grant: Two BPD districts (C and B) are collaborating with mental health providers in a pilot project to identify and assist children involved in traumatic/violent events.

University at Buffalo (UB) Computing Center/UB Police: Personnel from UB Police Department and the Computing Center have been assisting the MIS Department with improvements in the computer technology of the BPD.

***Save Our Streets Task Force*:** Captain of Narcotics, Community Police officers, and Dr. Beal are members of the SOS Task Force directed by the U. S. Attorney's Office. The task force targets houses rented to drug dealers.

POP Projects:

***Abandoned houses (Pct. 11, 12)*:** Many neighborhood complaints and CFS stem from abandoned/dilapidated housing in the city. Officers are collaborating with housing inspectors, landlords, block clubs, businesses and the city's community development office to facilitate process of containment or demolition. (See "Broadway-Fillmore Initiative Summary" and "Abandoned Houses" POP project).

Drug House Problem Solving Group (District D): CPO has established a problem solving group comprised of block club leaders, landlords, and police re: properties rented to drug dealers. CPO also met with Corporation Counsel, and Community Prosecutor from DA's office to establish procedure for targeting worst offenders and to develop a process for officers Block Clubs to follow

when they identify a problem property. CPO now has good connection to CC and DA. (See "Taking Back the Neighborhoods"--article on success of 18th St. Block Club--and "Absentee Landlords and Drug Houses" POP project.)

***Hillery Park Project** (District A):* Working closely with the block clubs in the area, CPO has facilitated solution to criminal mischief by juveniles and traffic jams due to poor design of area. Officer also revitalized dying block clubs in area. (See "Hillery Park" POP project.)

***Northwest Community Center PS Group** (District D):* CPO conducting problem solving with group at NWCC re: juvenile vandalism. Survey developed for project.

***Youth Block Clubs** (District B):* Officer coordinated meeting of several agencies and service providers to develop ways to assist youth on the Lower West Side, to make them aware of services, and to teach them how they can help the community. Officer also plans to develop youth block clubs.

2) POP-COP programming, deployment, assessment

Programming: How community policing will be done in each district is left up to the district inspector and captains. One captain from each of the 5 districts recently attended training from BowMac in community policing (primarily problem solving and project management) that they all agreed was valuable and well-presented (sponsored by DCJS with a federal grant). The BowMac trainers (a street cop and a management cop) related well to the BPD officers and are being considered for training Lts. in problem solving.

Deployment:

The BPD and the Community: Community police officers have established working relationships with community organizations and block clubs in all districts. Many are focusing on "quality of life" issues such as abandoned houses that serve as centers for criminal activity, prostitution that negatively affects several residential areas, or disorder problems due to panhandling or trash in business areas. CPOs organized the first Police Community Day at a neighborhood park that had a modest turnout (bad weather) but was very well received by both officers and community members. The Citizens Police Academy continues to educate the community about the BPD and has become popular. The Citizens Advisory Group (comprised of key community leaders from all over the city) assists the BPD with the accreditation process, youth-police summits, and other issues; it also provides resources to the BPD and works to gain support for the police from the city government. District B is working much more closely now with the Prostitution Task Force of the West Side Congress, recognizing the community as an ally and a resource. District D had a summer bicycle patrol that was funded by local businesses and well-received by the community. District E works closely with a local community center and a strong system of block clubs.

Coordination of Efforts with other agencies: Each district now has a resource book listing all services available in Erie County to use for referrals. The State Liquor Authority has held seminars for Lts. and CPOs on the ABC (Alcoholic Beverage Control) Law and the system for filing complaints. Officers in Pct. 11 work closely with the Housing Inspector in that District on the problem of deteriorating/abandoned housing stock. Several CPOs are working together with district council persons. The Community Prosecutor from the DA's office is now well-known in the BPD and is involved with targeting of quality of life crimes in all districts (from absentee landlords to prostitution to illegal activity in local deli stores). The BPD coordinated with Child Protective Services for the curfew enforcement. A project for the BPD and Mental Health Services to coordinate treatment for children involved in traumatic or violent incidents (Yale Child Development/Community Policing grant) is now in place for Districts C and B. This grant will also include a training segment.

Assessment:

CPO questionnaire given to all CPOs
Curfew survey of patrol officers involved in program
Lieutenant Inservice evaluation
Discussions with middle managers in the districts and at steering committee meetings

May 20, 1996

MEMO TO: Pam Beal

FROM: Ray Hunt

RE: **Training Needs Assessment**

It will be helpful at our current stage to get a more or less systematic assessment of training needs, focusing first at Captain and Inspector levels. We can move to other levels a little later. Specifically, for a start, could you . . .

A. Departmental

1) Get a complete list of <u>all</u> training done by or for the BPD since Gil came as Commissioner:

- who was trained? (rank/function)
- in what? (content)
- length of training (in hours or days)
- on-site or off-site.

2) Does the Department have any systematic ways of . . .

- assessing training needs/requirements?
- selecting &/or evaluating training providers (internal& external)?
- deciding who will receive training (including self nomination)? (do supervisors play a role in deciding who gets trained in what?)
- evaluating training outcomes/use (and participant satisfaction)?

3) Is there a Departmental training budget? If so, who manages it?

4) Has the Union taken any positions in regards to training?

- in general (i.e., as a matter of policy/principle), or
- subjects/topics, functions, recipients?

B. District

Captain-by-captain

1) At this point, what training (if any) do they believe would be useful to them in doing their job?

(You might wish to put this inquiry into a context of discussion on the general subject of training, in-service training in particular: what has been done in the past, what was good and what wasn't, who should receive training, when, from whom, for what purposes, etc.)

2) What do they perceive to be the main current training needs of the lieutenants and patrol officers in their commands (to help them perform more effectively): both pre-service and in-service training.

NOTES:

At some point, I hope to be able to make a breakdown of BPD training by time, topic, recipient, and source. And another on perceived training needs.

Do we have information on the Academy curriculum and patrol officer field training?

COMMUNITY ORIENTED POLICING

"FACILITATOR SKILLS TRAINING FOR GROUP PROBLEM SOLVING"

WHO SHOULD ATTEND:

This program is a necessity for officers and members of the community who are planning or engaged in **Community and/or Problem Oriented Policing Efforts.** It is designed for department members of all ranks who are meeting with community groups in an attempt to facilitate creative solutions to their particular needs. We are being asked to assist with; "the kids hanging out," "the druggies," "the muggings," etc., etc., all issues that are conducive to producing creative, *long term* solutions with community involvement.

THE ISSUE:

Officers and Community Advocates are being asked to meet with extremely diverse community, business, church and political groups and create action plans to reduce crime and the fear of crime. Our officers have typically not been trained in either the facilitator or process skills necessary to produce a result. To the contrary, we have actually trained them at great length to take fast, independent action and resolve problems without seeking input from others. "Handle it and get back in service" is the typical mental set. Many efforts at Community Oriented Policing are failing because groups and their leaders do not have the skills necessary to bring about creative solutions and agreement on a course of action. Often individuals feel bored, ignored or that they are rubber stamping the foregone conclusions of others rather than participating in an effective process. The seven step method taught is easy to use, fast paced and extremely productive.

OBJECTIVE:

This three-day session provides the Facilitator or Team Leader with the tools and experience to run effective group meetings. Each participant will conduct a community meeting, and learn in a hands-on atmosphere with instructor guidance and direction.

SKILLS DEVELOPED:

- Utilize a specific problem-solving process
- Properly prepare meeting participants
- Maintain meeting direction with clear objectives
- Use agreement techniques
- Utilize brainstorming, polling and Pareto techniques
- Use appropriate presentation skills
- Manage differences of opinion and bring about group consensus
- Prepare action plans
- Summarize meeting activity and results

DETAILS:

Three 8-hour sessions. A minimum of 50% of class time is hands-on experience. Class size is limited to permit hands on activities.

COMMUNITY ORIENTED POLICING

"*FACILITATOR SKILLS TRAINING FOR GROUP PROJECT PLANNING*"

WHO SHOULD ATTEND:

This program is designed for department members of all ranks and members of the community who are tasked with planning and/or accomplishing projects involving complex issues. This program builds on the fundamental skills of the *Problem Solving Facilitator Program.* Departments and individuals involved in Community Oriented Policing find themselves constantly being tasked with organizing events, projects and/or programs involving many community persons of diverse backgrounds and skills.

THE ISSUE:

Many group and departmental projects extend beyond the scope of the Problem Solving Process. Numerous and complex tasks must be prioritized, assigned, categorized, and tracked. Individuals will procrastinate on tasks that are too lengthy and or complex resulting in frustration for all involved. Lacking a method of tracking and prioritizing tasks, projects often take on a life of their own and stray from the original goal. Again, the skills and habits that make a good "street officer" run counter to this team approach. When we examine the extensive training afforded most officers we just have not prepared them for this critical task, yet we send them out to represent us. Training and working with a community representative adds credibility to the process.

OBJECTIVE:

This two-day session provides the participant with the tools and process to facilitate Project Planning as a group or individual effort. The hands-on nature of the training allows the participant to practice each new skill prior to conducting an entire workshop with their peers.

SKILLS:

- Review Brainstorming and Action Planning Skills
- Formulation of Mission, Goal and Objective Statements
- Develop agreed upon Standards of Success for each Goal
- Develop a Resource Analysis for each Project and/or Goal
- Develop and Prioritize the Main Task Branches of a project
- List or "Tree" out the Sub Tasks in do-able chunks
- Assign Timelines and Responsibilities for each Task
- Keep team active and on track
- Assist team in Preparing Presentations at key points of the process

DETAILS:
Two 8-hour sessions. A minimum of 50% of the class is hands on experience. Limited class size.

Appendix #15

BUFFALO POLICE DEPARTMENT

LEADERSHIP DEVELOPMENT PROGRAM

April 29, 1998 to June 17, 1998

Wednesday Evenings
6:00 p.m. to 9:00 p.m.
and
Saturday Mornings
9:00 a.m. to 12:00 p.m.

BPD Training Room
District D, 669 Hertel Avenue

offered by

in conjunction with

University at Buffalo
State University of New York

BPD LEADERSHIP DEVELOPMENT PROGRAM

The BPD Leadership Development Program is being brought to the Department in cooperation with the University at Buffalo School of Management, so that supervisory personnel may develop state-of-the-art management and leadership skills that will support viable change in the Department, enhance its performance, and maximize the strength of our human resources.

The program will include team teaching between instructors from the University at Buffalo and practitioners from within the department. The course will provide middle managers with a comprehensive strategic view of management, the capacity to translate their intentions into reality, and the ability to sustain their efforts.

THE PROGRAM DEVELOPS:

- ★ Leadership skills that will contribute to positive organizational change;
- ★ Managerial skills necessary to achieve personal and departmental goals;
- ★ Effective communication skills to enhance better interaction within the community and co-workers;
- ★ Problem analysis skills to assist in decision making and dealing with people.

THE PROGRAM

The Leadership Development Program begins on Wednesday, April 29, 1998, and consists of fourteen (14), three (3) hour sessions on Wednesday evenings from 6:00 to 9:00 p.m., and Saturday mornings from 9:00 a.m. to 12:00 p.m. Tuition will be paid by the BPD, and text books will be provided at no charge.

Classes will be presented in the BPD training room located at District D, 669 Hertel Avenue. If participants are on duty during scheduled class times, participants in the program will be released from shift responsibilities to attend class.

PROGRAM PARTICIPANTS ARE ELIGIBLE FOR:

- ★ A Certificate of Completion for attending 11 of the 14 sessions.
- ★ 3 University credit hours after declaring intent to receive credit at the time of registration, attending 11 of 14 sessions, and satisfactorily completing an aditional assessment assignment.

Failure to attend 11 of the 14 sessions without an approved reason for absence may require reimbursement to the Department for tuition cost.

PROGRAM CONTENT

The following courses will be offered in the program. Participants are responsible for completing reading assignments prior to attending each 3 hour session:

INDUSTRY AWARENESS

We are often so pre-occupied with our work that we are not aware of changes taking place in our profession. An analysis of our industry will provide professionals with the opportunity to review the profession's history, where it is today, and what we strive for it to be in the future. We will explore aspects of our changing profession on a local and regional level, then compare these changes to national standards.

CHANGING THE WAY WE CHANGE

An organization in transition requires managers skilled in managing change and challenges created by change. These challenges often result from shifting priorities, increasing demands on resources and improving procedures. You will learn the keys to managing these challenges: communication, teamwork, and excellence in customer satisfaction.

LEADERSHIP STYLES

This session will provide an opportunity to develop systematic insights into individual motivation and group leadership processes. Partcipants will examine the effectiveness of various leadership styles under different conditions.

BPD LEADERSHIP DEVELOPMENT PROGRAM

The BPD Leadership Development Program Module II is a continuation of last year's program brought to the Department in cooperation with the University at Buffalo School of Management so that supervisory personnel may develop state-of-the-art management and leadership skills that will support viable change in the Department, enhance its performance, and maximize the strength of our human resources. Participation in previous sessions is not required.

The program has been designed by instructors from the University at Buffalo and practitioners from within the department. The course will provide middle managers with a comprehensive strategic view of management, the capacity to translate their intentions into reality, and the ability to sustain their efforts.

THE PROGRAM DEVELOPS:

- ★ Leadership skills that will contribute to positive organizational change;
- ★ Managerial skills necessary to achieve personal and departmental goals;
- ★ Effective communication skills to enhance better interaction within the community and co-workers;
- ★ Problem analysis skills to assist in decision making and dealing with people.

THE PROGRAM

The Leadership Development Program begins on Tuesday, October 12, 1999, and consists of Thirteen (13), three (3) hour sessions on Tuesday and Thursday evenings from 6:00 to 9:00 p.m.. Tuition will be paid by the BPD, and text books will be provided at no charge.

Classes will be presented at the Regional Community Policing Center, 100 Allen Hall, UB Main Street Campus. If Buffalo Police Department supervisors are on duty during scheduled class times, they will be able to attend class while on duty.

PROGRAM PARTICIPANTS ARE ELIGIBLE FOR:

A Certificate of Completion for attending 10 of the 13 sessions.

3 University credit hours after declaring intent to receive credit at the time of registration, attending 10 of 13 sessions, and satisfactorily completing an additional assessment as ment.

BUFFALO POLICE DEPARTMENT

LEADERSHIP DEVELOPMENT PROGRAM

Module II

Oct. 12, 1999 to Nov. 23, 1999

Tues. / Thurs. Evenings
6:00 p.m. to 9:00 p.m.
at
Regional Community Policing Center
100 Allen Hall
University at Buffalo
Main Street Campus

offered by

in conjunction with

University at Buffalo
State University of New York

EARN YOUR CERTIFICATE FROM THE UNIVERSITY AT BUFFALO

SCHOOL OF MANAGEMENT

AND

BUILD SKILLS IN POLICE LEADERS

IN THE 21ST CENTURY

Community Policing & Problem Solving

I. Intro to Community Policing and Problem Solving

A. Key concepts: Partnering and Targeting

B. COPPS (Community-Oriented Policing & Problem Solving)

Nothing new--Peel, 1829
Policing an information business (where get information?)
Police as liaisons between gov't (resources) and community
Mandate--only law enforcement?
Resource--only criminal justice system?

C. *Braiden* video

How did he define community policing?
What is the police mandate?
What is the community's role?

D. What are the goals of community policing and problem solving?

Reduce crime
Reduce fear of crime
Partner with community groups and other agencies to improve quality of life

Objective: to reduce or eliminate problem, CFS, complaints or provide a better means for handling them (e.g., another agency). Connection to community <u>in order to</u> solve problems.

II. Various models

A. NYPD

Broken Windows (Kelling)
How to Win the War (Bratton)
COMSTAT

B. Newport News PD, Chicago PD

Problem-Oriented Policing
Borrow Pit
Crime Triangle

C. Buffalo PD

Mission Statement - improve quality of life in cooperation with citizens
Neighborhood Initiatives
Strategies to address "quality of life" concerns (DA, summons book)
Problem solving projects (Drug House Abatement)

D. *A & E* video
LAPD
San Diego

III. Tools for community policing and problem solving

B. Stakeholders: block clubs, business associations, etc.

C. Crime analysis, mapping

D. Technology: MCTs, databases, internet, NCJRS

E. CPTED

F. Resource list

E. SARA model

***Scanning:* identify and define problem**
***Analysis:* collect information on behavior, persons, time, location; search for patterns, review CFS; identify stakeholders**
***Response:* tailor to specific problem; involve stakeholders**
***Assessment:* determine what works, what doesn't and why**

G. *Transients* video and SARA model

III. Problem Solving workshop (select a problem and use process to resolve)

6/99
Dr. Pamela Beal
Center for Management Development
SUNY Buffalo

BPD Internship Projects

Technological Needs Assessment of Detective Unit: UB School of Management (SOM) MIS intern worked with the BPD MIS on this project. The same intern also produced an organizational chart for the Detective Bureau and set up a database file for the Sex Offense Squad using Access.

Broadway-Fillmore Initiative: Five interns from Hilbert committed 120 hours a semester over a period of four years to assist with the various aspects of this initiative and the Police Enrichment Program (see below). They also assisted detectives with organization and analysis of data using computers.

LAN Expansion in MIS Unit: UBSOM MIS intern worked with BPD MIS, primarily in District E.

GIS Project with Narcotics Unit: MA student (JD, MBA, working on GIS) worked with Narcotics Unit on drug and hotspot mapping in Spring and Summer 1997. Also trained BPD MIS personnel in computer mapping.

PCAM (patrol allocation) Project: MA student from UB's National Center for Geographic Information and Analysis (NCGIA) worked with BPD MIS and patrol chiefs to give them an objective means to allocate patrol.

Abandoned Houses Project (Pct.12): Intern from UB's Center for Urban Affairs assisted CPO to identify and document abandoned, deteriorating housing in the precinct in Spring and Fall 1997.

Public Information Office: Interns from UBSOM assisting Public Information Officer with development and upkeep of internet site and with production of informational materials.

Hiring Process: Two interns from UB SOM Human Resources Dept. worked with the Chief of Staff and the Project Manager to chart and review the current hiring process of the BPD. Conducted interviews, surveyed other PDs. Produced flow chart and set of recommendations for improving process.

Crime Analysis: MA student from UB NCGIA performing analysis of citywide 911 data for BPD for the years 1990-1996, focusing on shots fired. Crime analysis intern from Mercyhurst College assisted BPD Crime Analyst with several projects in Summer 1999.

District E - Gang Suppression Unit: Intern from UB's Center for Urban Affairs placed with District E Gang Suppression Unit to develop database.

District D - Community Police Officer: Intern assigned to assist Community Police Officer with documentation of problem solving projects and database development.

Educational Requirements project: In January, 1998, the BPD and Buffalo's Corporation Counsel requested the assistance of the School of Management to research reasons for raising the requirement and potential for minority recruitment under the new requirement. Four SOM Human Resources students (2 MBAs and 2 senior undergraduates) worked with Dr. Beal on the

project, which included developing interview and survey instruments, interviewing BPD supervisors, surveying other police departments re: their educational requirement, surveying local colleges and universities for potential pools of minority candidates, creating a roster of BPD officers and their educational levels, and reviewing census data. Also produced a minority recruitment plan.

MCT evaluation: The Chief of Staff, a captain in communications, and two patrol lieutenants assisted the UB team (including a professor in Management's MIS department, his grad student, an MBA MIS student, and Dr. Beal) in developing a survey instrument and a set of interview questions to evaluate the Mobile Computer Terminals. *See "MCT Evaluation Project" below.* Interviews will be conducted with approximately 25 patrol lieutenants and surveys will be conducted with approximately half of the patrol officers. The survey was piloted with a platoon from District D; they responded positively to the survey, made a few suggestions, and completed it in 10 minutes (42 questions). A few officers who are particularly heavy users of MCTs may also be interviewed as a follow-up to the survey.

SOS Process Review: Dr. Beal is working with Lt. Mann and an intern from UB SOM Human Resources Dept. on a review of the report intake process and a review of SOS coordination with other units and social services. Intern produced report "Process Review of the Interface Between the BPD Sex Offense Squad and Other Agencies."

BPD Academy Criminal Justice interns: Dr. Beal works with Academy staff to coordinate the placement of students from local criminal justice agencies as interns in the BPD. Interns are primarily assigned either to one of the districts (usually with a CPO or a Lt. as a supervisor) or to a detective unit such as homicide, SOS or robbery and are required to assist their supervisors with various projects.

Online Crime Report (P-1191): was implemented in April 1998 to give the department a way to start keeping its own information until the RMS is installed. The Project RA worked with the crime statistician and the Lieutenant in Planning and Analysis to put the report online (using Microsoft Access). The report was piloted with a few districts and report technicians to obtain their input and feedback. An intern was assigned to the P-1191 project for Summer 1998 in order to provide support for maintaining and troubleshooting the system. The intern also set up the P-1191 on a stand alone computer in Precinct 12 which is not yet on the BPD's new LAN system.

Library Project: A graduate student has been working with the BPD to review current holdings and cull outdated material, set up an online catalog and check-out system, develop a list of criminal justice resources and references (including internet sites), and devise a strategy to make personnel aware of the BPD Library's resources.

SOS Mapping Project: Geography students are working with the Sex Offense Squad lieutenant on a project to identify and map locations of sex offenders and vulnerable populations in the city of Buffalo.

See also *"UB-BPD MIS and GIS Projects""*

UNIVERSITY AT BUFFALO
State University of New York

Appendix #18

University Community Initiative

Regional Community Policing Center

Overview

The University Community is comprised of the neighborhoods surrounding the University at Buffalo's Main Street campus. It includes portions of four municipalities (Buffalo, Amherst, Cheektowaga, and Tonawanda), and can truly be considered a regional community. Issues affecting it do not recognize boundaries, and impacts – both positive and negative – are often felt by more than one jurisdiction. This is particularly evident with respect to public safety.

Although better coordination of traditional police services is necessary to prevent and solve crime in the University Community, such services address only the symptoms of these core problems. A community oriented police presence that recognizes and responds to the economic, cultural, educational, and social conditions of the area is needed. This coordinated effort will include officers from Buffalo, Amherst, Cheektowaga, Tonawanda, Buffalo Municipal Housing Authority, Niagara Frontier Transportation Authority, Erie County Sheriff, Erie County Central Police Services, Erie County Probation, and the University at Buffalo.

The Regional Community Policing Center will allow police to work in cooperation with residents, businesses, government, social service agencies, and each other to address problems that have an impact on public safety. A key to its success is community policing: interacting with residents at the grassroots level, facilitating the resolution of crime and disorder problems through problem solving, and encouraging community organization and participation.

Mission Statement

The Regional Community Policing Center is designed to facilitate collaborative partnerships among law enforcement agencies, residents, local businesses, and government to solve common safety problems and issues in the University Community. Its goal is to increase the safety of the community, and to enhance the quality of life for the people who live and work there.

Purpose

- To develop collaborative community policing with a focus on cross-border issues through the exchange of information, ideas, and training among law enforcement agencies, community organizations, businesses, residents, and governments.
- To research, plan, and develop community oriented policing and crime prevention training to be used as a resource within the University Community.
- To identify issues, strategies and programs common to University Community law enforcement agencies and neighborhood groups.
- To facilitate communication and cooperation among all University Community groups.
- To serve as a resource for those who call or visit the Regional Community Policing Center.

For more information about the Center call 829-3520 or visit our website: wings.buffalo.edu/uci

A Strategic Framework for Community Policing

Introduction

An organization is a system of value-creating activities for transforming resources (inputs) into outputs (products and services).

Designing and developing such a system (i.e., an organization) involves decisions with respect to outputs (products, services, benefits), *conversion processes* (operations, methods), and inputs (resources), essentially in that order.

Organization design is thus driven by conceptions of intended outputs (products and/or services, and their particular properties).

That which is to be produced defines an organization's mission, its primary task, its reason for existence, and, therefore, it is the concept fundamental to organizational design and performance.

An organization's vision articulates its overarching aspirations for its services, for the programs and processes by which they are developed and delivered, and for the values upon which it is ready to be judged.

Given a mission/vision, how is it achieved?

Via what operations, subject to what specific standards?

Knowing whether or not an organization's operations meet the specific standards set for them (and contribute to achieving the organization's more general mission/vision) is a matter of assessment, i.e., measurement and evaluation.

Management is the art of using assessment for **learning and improvement** via continuous cycles of analysis and adjustment (adaptive change) aimed at assuring and improving the **quality** of its operations and outputs and realizing its mission/vision.

A strategy is an orienting managerial framework for deciding what needs assessing, and fordirecting, organizing, and concentrating managerial and operational resources to assure achievement of the organization's quality goals.

Markets, Missions, and Strategies for Police Services

The concept of *Community Policing* implies a market-oriented strategy for implementing a generalized **problem-solving mission** for police organizations. It involves a shift from the inward-oriented values, beliefs, assumptions and premises that have traditionally guided organizational missions, structures and activities in police departments (and in many other kinds of organizations). Organizations, including police agencies, can deliberately manage selected customer resources, foster alliances, improve the quality of customer resources, and thereby improve both service production processes and the quality of their outcomes.

There are, of course, limitations on an agency's ability to select and manage the people it deals with -- its customer resources.

For one thing, customer resources (for operational design and performance) are, at the same time, the intended market for service -- which underscores a basic need for differentiated knowledge of that market and its seqments.

Furthermore, PDs cannot easily reject re (customers) because of their quality, and can't eliminate variation in those (and often other) resources. They are instead required to deliver consistent, high-quality services despite wide variation in resources and limited ability to set and screen those resources on quality standards.

Market Orientation

A market orientation entails a particular "underlying logic' of organization:

- instead of preoccupation with the internal planning and design of operations and their modes of implementation, and reliance on inspection systems to assure performance,

- a market orientation demands a system perspective, teamwork, an external market or customer orientation, and commitment to continuous improvement in the quality of work processes and outcomes.

A market/customer orientation involves:

1) commitment to customer service,

2) recognition of organization-customer interdependence, and

3) provisions for direct organization-customer contact to collect information about customer needs and requirements, in order to design and deliver services that can meet them, and to assess and continuously improve those services and their modes of delivery.

A market/customer orientation thus entails an **organizational commitment to the continuous development of effective systems for learning and meeting customer's requirements and assuring the quality of its service.**

Strategic Quality Management

Strategic Quality Management (SQM) is a broad perspective suited to orienting and implementing a COP philosophy and achieving the BPD mission-vision. [1]

SQM is a market-oriented framework that views customers as the focus of quality activities:

- as final judges of what constitutes quality, and
- as actively involved in designing and assessing services.

SQM stresses trust and the development of . . .

- direct relationships between service providers (suppliers) and customers,
- measurements of customer satisfaction,
- regular assessments of customer wants and expectations, and
- the co-production of actual services.

An *SQM* premise is that an effective organization is most generally one that produces outputs that are wanted, outputs for which, in other words, there is a *market.*

There is no real question about the sheer existence of a market (or, more likely, markets) for *police services.*But there are questions about the character of those markets, about precisely what services are wanted, about how they are delivered and about who delivers them to whom and when

These are questions a police organization cannot satisfactorily answer by itself.

Direct contact (not necessarily physical) with customers is necessary to the development of high quality products and services. In fact, many SQM organizations have public missions that name customer satisfaction as a primary goal.

In human services contexts, an essential **interdependence** exists between the service provider and the (external) customer.

SQM, therefore, conceives of the customer not only as a "user" of services, but as a resource, and, as we shall discuss, other things as well.

In any case, customers are crucial role players in the operations of an SQM organization.

---

[1] While the focus of this document is an external it is important to keep in mind that production systems are in fact continuous internal/external supplier-user (or customer) chains. And the ideas reviewed here generally apply as well to ' internal as to externally-orientedorganizational processes.

Understanding customers and their roles and associated requirements is, therefore, basic to consistently effective organizational performance, particularly in complex differentiated markets. And police agencies need to invest much more in marketing, in using planned meetings, surveys, focus groups, service follow-up, systematic service provider debriefings, and other means of learning about their customers, their needs and wants, and how to satisfy them.

Frank communications with customers that focus on meeting needs, and providing them with realistic service previews get to issues of quality customers really care about and thereby contribute to customer satisfaction.

Direct communication and interaction between customers and service production personnel (i.e., patrol officers, but also others involved in providing, or managing service delivery) can lead to improvement of production systems and customer satisfaction. "Developing a relationship between core production personnel and customers can increase the knowledge and expertise of both groups and can lead to enhanced performance quality thoughout the system." (Lengnick-Hall)

Knowing One's Market

Given monopoly status, an organization that provides at least some services that happen to be wanted, even if it does so accidentally or poorly, may survive, but it cannot prosper or earn respect.

For the latter, an organization needs an understanding of

- its **mission,** its primary task(s), and
- suitable modes of operation--**strategies and methods**--that are
- guided by a forward-looking **vision** shaped in turn by
- a textured understanding of the **needs and requirements of its market,** of its **"customers."**

Only when these conditions are satisfied is an organization positioned to add value to the lives of its clients and to its own character.

What Satisfies Customers?

Satisfaction is a result of having one's "requirements" for an exchange met. It is the product of a situation-specific, judgment by a customer on the size of any gap between their expectation or requirements for the exchange and their **experience** during or after actual service-provision; a customer can like parts of a "product," but be unhappy with the overall experience.

In contrast with direct (e.g., technical) measures of quality (such as response times or clearance rates), the "perceived quality" of a service outcome is an impression: a global (often

comparative, commonly emotion-tinged, and **possibly** enduring) assessment shaped in significant part by images, media reports, the reputation of a provider, and other indirect or contextual factors.

In any case, but especially in service contexts, qustomer perceptions of quality are largely subjective. They can change over time with changing conditions and preferences, and are sensitive to the **general relationship --trust, familiarity, friendship -- developed between an organization and customer.**

And, when information about a product or service is incomplete or hard to observe, "perceived quality" dominates judgments about it and hence satisfaction. **New products/services or modes of operation (e.g., POP-COP) are especially sensitive to perceived quality issues.** People tend to compare events (as, for example, changes in 911 response norms) with prior experiences or expectations.

So, in practice, assessing customer satisfaction is no simple matter, but it still is useful to think of it as being a matter of meeting customer "requirements" for a service. From the standpoints of designing and of managing the quality of services, an organization must have ways of learning its customers' requirements.

And it needs to be serious about doing this because of another complication (that also is an opportunity): again, in practice, relations between service providers and recipients are necessarily interdependent, in one degree or another. Therefore thosecustomers who have direct, ongoing, multidimensional, formalized, mutually dependent, and important exchanges with an organization will have greater influence upon its operations and character than will those having indirect, limited, narrow, informal, one-way, or trivial exchanges.

Ironically, therefore, the "bad guys" may commonly have more influence over the operations and character of police departments and police methods than do law-abiding citizens! This is at least food for thought when entertaining the idea of customer requirements.

Not a lot is known about it, but, as was mentioned above, the general and specific character and quality of a person's relationship with an organization appears to color perceptions of service quality. But, because customers commonly lack complete complete information about products/services (and their providers), they rely on reputation, image, relationships, and other "subjective" factors when rendering judgments on service quality, a general tendency, but one that also varies depending upon the particulars of a customer's role vis a vis a police organization.

Hence, external communications can work to augment an organization's reputation and enhance its service image; and organizational activities that foster interdependence, trust, and the sharing of information can help to forge friendly and mutually beneficial customer-organization bonds and ongoing relationships that enhance the quality of operations.

COP, in fact, can be seen as a variety of what has been called "relationship marketing."

Understanding Customer Requirements

What exactly does a customer require?

Except for casual reference, it is, in fact, neither strategically nor operationally useful to think of "customers" in generic terms. Answering question about customer requirements with any subtlety or detail depends upon an understanding of customer roles, the parts customers play in or in relation to an organization.

These roles may be both diverse and variable, but **requirements always are role-relative,** not generic.

Hence, a textured understanding of customer roles and their requirements must be a **basic strategic aim of a market-oriented organization.**

Customer Roles

Since an organization is a more or less complex system for since or transforming inputs into outputs, customers can play roles in any and all of these three functions (input, transformation, output).

Specific roles are defined by **relationships** of actors in or with an organization, which relationships may be multiple or vary with time and situation.

A **customer** may act in relation to an organization variously and severally as a . . .

... user/beneficiary,
... standard-setter,
... resource/supplier,
... stakeholder,
...product (outcome) and,
... collaborator/partner (co-producer).

Each of these roles involves ways of interacting that vary in their form, their content, and their degree of integration with the organization, and each one signifies a functionally interdependent and reciprocal multi-actor relationship: users depend on suppliers, suppliers depend on customers, and users and suppliers may switch roles.

Customer-as-User/Beneficiary

Probably the most obvious customer role in police services is that of "user/beneficiary." In fact, many probably view it as the customer's only role.

As users of services, customers can function to produce two important organizational outcomes. They can

1) measure the gaps between expectations and experience that determine customer satisfaction; and they
2) may develop relations with service producers to augment the qUality of service production and delivery systems.

In any event, customers have a dominant voice in setting service quality standards (see below), and user satisfaction can be an "overriding indicator" of **quality management.**

Customer-users expect clear benefits from their direct and indirect expenditures (monetary and other), and **"user-based definitions of quality start with the idea that quality is in the eye of the beholder."**

Key factors that increase the odds that a service user's experience will be satisfying are

1. unambiguous communications,
2. meeting actual needs (not just expectations),
3. offering realistic service previews,
4. consistently achieving quality dimensions people care about (which implies learning what these are), and
5. investing to ensure that the actual use of service is consistent with intended use.

There is in fact a long-unmet need to educate people in how to use the police and police services.

Satisfaction is a calculation of experience in relation to expectation. Hence, "shaping customer expectations" via "careful signaling and reliable external communications" -- e.g., realistic expectation previews (re: 911, for example) -- is a critical key to enhancing matches between customer expectation and experience,

Customers-as-Standard-Setters

Customers are "standard-setters," a function which is linked with their user role, of course, but is more general, relating both to the setting of "requirements" for specific services and their modes of delivery, but also to broader classes of operations, including internal departmental support and administration.

Police agencies need to invest much more heavily in marketing, in disseminating information, but especially in learning about their customers, their needs and wants, and how to satisfy them (via planned meetings, surveys, focus groups, service follow-up, systematic service provider debriefings, and other ways that imagination may suggest).

Developing a relationship especially between core production personnel (direct service providers) and customers can increase the knowledge and expertise of both groups and can lead to enhanced performance quality throughout the system.

Developing relations between users and production people may sometimes be disruptive (its boundaries need exploring), but, especially under environmental uncertainty, likely to be worth those costs.

Stakeholder Roles

Maximizing customer satisfaction may not always be the best way to go, however. Customers (users) are one (major) stakeholder in police services and their results, but they are not the only one. Customer views need to be balanced with the preferences of other important constituent groups, other demands for resources, and an organization's longer-term investment requirements.

Citizens who are not customers for some particular police service, for example, may nevertheless be *"stakeholders"* in those cases, in the sense that they have legitimate operational, political, or moral interests in the nature of the services, their modes of delivery, and their results.

The same may be said of members of a police organization who do not themselves deliver direct services to external customers; and officers delivering police services have a complementary stake in the character of their Department's support and administrative service systems.

Stakeholders, then, are all persons or organizations who are not necessarily direct users or beneficiaries of specific police services, but who nonetheless have an "interest" in those services and their modes of delivery (members of other city departments and agencies, other police organizations, businesses, are a few examples.) Obviously, the stakeholder role is large, variable, and somewhat vague. **But its recognition, is a reminder that seeking to maximize satisfaction for any single customer, user, or stakeholder group is unlikely to be a sound long-term goal!**

An institutional practice of relating to customers as means and as ends opens the way for them to exert great influence on the system, for better and for worse. Hence, it is a practice that must be managed to guard against dangers of means-ends displacement: of the means intended to achieve ends becoming ends in themselves, and of customer interests excluding those of other stakeholders.

In short, **a customer orientation should not overpower other systemic concerns.**

I

No doubt there are other limitations to customer involvement in policing, but "...most current practices do not ... [approach] the outer limits of potential customer contribution...."

Customer-as-Resource/Supplier

Customers also act as "resources/suppliers." Indeed, providing human services necessarily imposes, reciprocal dependency on customer resources: the information, knowledge, cooperation, assistance, and wealth (indirectly via support for budgets, and perhaps other ways) that enable organizations to exploit opportunities or avoid threats.

The customer-as-supplier-of-information probably is the best documented variety of this role; although the customer as taxpayer (resource provider) is an obvious "investor" (stakeholder) function. In any event, the resource/supplier role can expand to include any of the factors of production (capital, natural resources, ideas, skills), indeed, to any tangible or intangible contribution to production. It thus describes a major supply-side way of opening police systems to a variety of customer-contributed resources.

But, in order for this to be a productive idea, an organization must

1) know a lot about its customer resources, and

2) consistently monitor the quality of those resources, both in working relations and via more systematic assessments.

Furthermore, customer resources need to be managed to ensure that they meet organizational requirements that will lead to improvements in the quality of services.

Such management is likely to be mainly a matter of "educating" customers: **COP, for example, necessarily entails a major investment in training customers to be effective resources.**

In for customer-supplied resources to enhance service quality they must satisfy certain basic conditions:

1) The information and/or other resources must be useful. The organization must be able both to understand and to process the resource; and

2) the organization must have know-how for acting on the resource to create opportunities or avoid problems

An active effort to understand customer resource characteristics will help an organization satisfy these conditions. For example, by

- developing check-lists of key customer-resource characteristics,
- using them to identify trends,
- being sure customer-contact personnel participate in technical assessments and quality analyses of customersupplied resources, and then - using the information (COP documentation) to design services and delivery systems, and - training customers to improve the quality of the information or other resources they supply.

It is important that organizations **keep track of successes and failures during both service development and delivery** – and then use this information analytically in order to . . .

- enable learning,
- improve process control,
- develop methods for effective service delivery, and
- achieve service quality control.

Finally, relations between customers and service providers can be designed for stability and mutual benefit; and investments can be made to improve the quality of customer resources, with communication skills being a prime target for investment.

Customer-as-Product

Actually, the idea of customer as "product" is a familiar one in human services (e.g., education, health care) where customers (maybe not under that name) are, in effect, outcomes or products of "transformation" activities, of "people work." In these cases, the ultimate outcome of a service production system may be a change in the behavior or condition of the customer. Thus, the customer both experiences transformation activities and becomes the final stage of the transformation process.

It is this fact that suggests a view of the customer as product, and it prompts a major question about where the line indicating the end of a production process (service provision) should be drawn for any product or service. If customer change s), are an integral part of product/service quality, shouldn't the customer's ability to demonstrate such change be one of the criteria used to assess the overall quality of the production system?

It is likely that few police personnel understand the extent to which their production processes involve or depend upon customer changes. And, if producing actual change in a customer's state or behavior is taken to be an objective of police work processes, then achieving and measuring customer outcomes becomes crucial to evaluating the production system.

Service experiences and customer characteristics (attitudes, preferences, expectations) are inevitably interwoven. For example,

- perceived quality and customer satisfaction may interact to shape subsequent customer expectations;

-high perceived quality and customer satisfaction can and motivation for customers to change their behavior in order to facilitate the occurrence of desired outcomes; and,

- the likelihood of customer change as a result of service use will vary with that customer's level of satisfaction with the service provided (and some customer changes may be negative).

Thus, there is a clear need for police agencies to develop a more sophisticated market orientation. And, they must think beyond service provision, per se, toward designing ways to encourage, facilitate, and reward customers for making constructive personal changes as a result of the "intermediate outputs" they produce.

The idea of "customer-as-product" may not be appropriate for all organizations or classes of customer; but, at this point, not much is know much about limiting conditions.

It is worth noting, however, that customer-as-product is, in fact, the customer role commonly assumed in criminal justice operations that focus on the "bad guys." And this is a main reason why "criminal justice" and "law enforcement" are too narrow as definitions of police missions, for they imply a shaping of the system chiefly by and for the bad guys.

A broadened customer-as-product concept for policing, however, is one that stresses **educating** citizen-customers for effective participation in another role: the co-production of police services.

Customer as co-producer of services

Customer as co-producer is a "partnership" idea that customers as players in creating quality services.

In the service arena generally and in policing **specifically, customers may be seen as potential co-producers,** providing guidance, ideas, and technical or other assistance for police planning and operations. The key word here is "potential:" "actual" co-production partnership requires that certain conditions be met:

1) Partnerships are ties with customers based on mutual trust and respect. That trust must be developed and sustained. Building trust and respect should be part of an m orinization's mission/vision.

2) But trust-based cooperation is complicated and vulnerable to exploitation. Developing and implementing co-productions must, therefore, be managed for accountability.

In any event, co-production is a matter of forming interdependent relationships that foster commitment and loyalty by empowering citizens to participate in the production of police services, and particularly in the differentiation of those services for classes of customers and other circumstances of service delivery. In effect, co-production operationalizes the implications of the idea of customer-as-resource.

Organizational practices can provide opportunities for coproduction, enhance customer abilities as co-producers, and increase customer motivation for co-production, with resulting improvement of service production processes and outcomes.

In fact, high levels of customer contact before service production is crucial to a service strategy of customization, differentiation, and flexibility, a strategy surely desirable in a heterogeneous community, which is a **POWERFUL ARGUMENT FOR A MIDDLE-UP-DOWN OR LEADING-FROM-THE-MIDDLE STRATEGIC MODEL FOR POLICING.**

Co-production is, of course, an advanced form o relationship with customers that implies high levels of relational reciprocity and makes strong assumptions about the maturity both of the separate parties and of their relationship.

Supplier-customer "co-production" relationships are not common, but they do exist, especially in service settings.

Community-oriented policing, in effect, implicitly aims to construe policing strategically as a co-production for a police mission of solving problems the outcomes of which will serve to improve the quality of civic life.

As a generalized relationship between police and **citizens,** co-production -- the idea of customers as "workers" -- probably is, at most, a long-term aspiration.

But co-productions of specific projects certainly are feasible -- indeed, are familiar in community policing initiatives -- and is basic to a leading-from-the-middle strategy.

Preparing Customers for Co-Production Roles

Co-production may not come easily is not cost-free, and, when it is done, may increase uncertainty regarding performance.

The same selection criteria used for employees can rarely be used for customer co-producers, who also may be hard to fire. And some co-producers may come to dislike having additional burdens put on them and abdicate their role. In any case, customers' motivations for co-production almost certainly will be context-dependent, and must be carefully assessed.

The ability of customers to contribute effectively to operations naturally depends on their expertise, which, in large part, is a matter of **information, assessment, and training.**

But if COP is taken to be a market-oriented strategy for accomplishing a police agency's "problem-solving" mission, then a proper function of a department's officers is the training of citizens for the co-production of police services.

Enhancing both customer resources and opportunities for co-production, can lead to noteworthy gains in the quality of operations and programs. Co-production relationships develop as outcomes of familiarity and also enhance it. Involvement of a citizenry with its police

department (via anything from tours to collaborations) increases (mutual) familiarity and opportunities for literal co-production of services.

In most cases, customer's contributions to literal co-productions should be output-focused (i.e., on results of service processes: behaviors, transactions, etc.); and evaluations should be toward customer-oriented output categories.

Keys to effective co-production are clarity of the task, **ability** to do the work required, and motivation to do it.

Customers . . .

- must know what they are expected to do, and how they should perform;

- should have the necessary abilities, which means that they may have to be trained; and

- must be motivated to engage in co-production.

Possible incentives for customers to engage in c/production include more control over the nature of police services, better service delivery, and enhanced customization of services, to name a few.

Changing Customer Behavior

Sharing responsibility for service quality with customers entails requirements for active communication, relationship- and team-building for joint decision-making, and significant investment in training customers for playing a variety of roles in the design, delivery, and assessment of police services.

In this kind of model (customers as active participants in work), police professionals act the role of "team leaders" -- counselors, coaches, teachers, stewards -- providing resources, setting standards, managing work flows.

Co-production with customers will naturally the to increase the influence of "outsiders" upon departmental policies, programs, and operations, surely well beyond what has been customary in the past. The flip side of enhancing customer involvement in shaping organizational policies and practices, however, is encouragement of loyalty and commitment to their police department.

Some interesting issues

The preceding discussion prompts a major question about where an organization should draw the line marking the end of a production process (i.e., service provision).

If customer changes are integral to product/service quality, shouldn't the customer's ability to demonstrate such change be one of the criteria used to assess the overall quality of the production system?

And, to what extent do police personnel understand the ways in which their production processes involve or depend upon customer changes?

In any case, there is a clear need for police agencies to become more market oriented.

> ... if producing actual change in a customer's state or behavior is taken to be an objective of police work processes, then achieving and measuring customer outcomes becomes crucial to evaluating the production system.

High perceived quality and customer satisfaction can induce motivation for customers to change their behavior in order to facilitate the occurrence of desired outcomes.

And, the likelihood of customer-change as result of service use will vary with that customer's level of satisfaction with the service provided.

Police agencies, therefore, need to start thinking beyond service provision, per se, toward designing ways to encourage, facilitate, and reward customers for making personal changes as a result of the "intermediate outputs" they produce.

In conclusion . . .

Organizational policy should encourage explorations of boundary conditions for the application of customer service and change models: e.g., customers participating in production activities, in manaqement decisions -- even taking leadership roles.

Co-production probably will be most appropriate to situations where . . .

1) organization and customers agree upon target quality objectives, and

2) can collaborate to achieve a win-win situation.

Co-production probably will not work well in customer relations that are deliberately adversarial. In the case of policing, for instance, co-productions may not work with the really bad-guys; but why not with some the of the "not-so-bad-guys," or with the same people in non-adversarial roles. In fact, special production liaisons with "bad guys" is a well established police practice!

Customers, External and Internal

The focus above has been on the external customer, big C. But an external Customer receives quality service via an internal-to-external chain of quality services. Forging that chain

-- or, as it sometimes is called, "Building the House of Quality," can be conceptualized as a process of **"Quality Function Deployment" (QFD).** In effect, QFD is a process of planning for customer satisfaction that involves five key elements:

1) customer needs and expectations (which define the quality "expected" for a service

2) a process for identifying these customer needs;

3) translation of the identified customer needs intocproduct/service specifications (which specification defines thecproduct/service's "design" quality);

4) production of the product/service, which output defines the product/service's "actual" quality, and

5) the customer's perceptions of the product/service, its "perceived" quality, may or may not closely track its design and/or actual quality.

Since perceived quality = actual quality - expected quality, the perceived quality of a product/service may exceed expected quality; and such unexpected quality may not only "satisfy" but excite or delight" a customer.

Since customer requirements for a product/service must be translated into technical specs, there is need for a way of assuring that the "voice of the customer" is heard throughout this process. This involves expressing customers' requirements in their own terms (e.g., a portable stereo that has "good sound quality"). These requirements may be called **"customer attributes"** and must be translated into technical features or **"counterpart characteristics"** (e.g., frequency response, flutter, speed accuracy, all of which affect sound quality).

A set of planning, product, process and QC, and operating matrices may be used to align counterpart characteristics with customer attributes **(the voice of the customer):** a customer requirement matrix is basic -- its structure is often referred to as the **House of Quality,** hence the source of that term.

Building the House of Quality

Identify customer attributes. These are product/service requirements described in customer's terms, not those of professional specialists et al. Market research, together with reports from field and other personnel in direct or indirect contact with customers may be used for this task, which obviously is a demanding but vital undertaking.

List product/service characteristics that should be assured to meet customer requirements. These "counterpart characteristics" are attributes expressed in the language of designers and producers -- technical characteristics -- must be deployed

throughout design, production, service processes. And they must be measurable because outputs are to be controlled and compared to these targets.

Develop relationship matrices between customer attributes and counterpart characteristics. Test that counterpart characteristics adequately cover customer attributes (using experience, customer test responses, controlled experiments). Also test for redundant characteristics that affect no customer attribute (may exclude them or retain them as potential "delighters").

Add market evaluation and key "selling" points -- rate the importance of each customer attribute and evaluate service products against these ratings -- highlight strengths/weaknesses in market, and identify opportunities for improvement -- and link QFD to strategies, vision, and identify priorities for design processes, promotional efforts, etc.

Benchmark counterpart characteristics of products and services delivered by other (exemplary) providers develop targets -- identify strengths and weaknesses for analysis and development.

Select counterpart characteristics to be deployed in the remainder of the process -- identify characteristics that have strong relationships with customer needs and make sure these are "deployed" (translated into design and production processes) so that actions and controls can ensure maintenance of voice of the customer.

In sum, the central idea behind QFD is to shift the design and assessment focus from a narrow emphasis on "results" (e.g., satisfaction) to a broader view of the "processes" that produce results. First, spell out objectives in terms of customer requirements and specify the manifold of processes needed to produce and deliver services that satisfy them, which also facilitates cheaper and faster product/service development and ways of simulating alternative design concepts.

Useful references

Lengnick-Hall, Cynthia A. (1996) Customer contributions to quality: A different view of the customer-oriented firm. Academy of Management Review, 21:791-824.

Day, Ronald (1993) Quality Function Deployment: Linking a Company with its Customers. ASQ Quality Press.

December 1997

CURRENT UB-BPD PROJECTS

MCT evaluation: An evaluation required for the federal grant to show redeployment equivalencies, focusing on the ways in which the mobile computers have saved time. Measures include analysis of 911 data, plate and warrant checks, and other time indicators. In addition, 150 officers and 20 lieutenants were surveyed for feedback on the effects of the MCTs. Dr. Beal coordinates this project with the assistance of Dr. Rao (from UB School of Management) and two MIS graduate students and in conjunction with Chief Comerford and Capt. Schoenle.

Problem Solving training: Problem solving training, focussing primarily on chronic quality of life crimes/problems, provided to block clubs in Weed and Seed area (Pct. 12) by Dr. Beal with the assistance from BPD Community Liaison Michele Graves, CPO Doris Lewis, and other officers trained in problem solving by BowMac. Dr. Beal also serves on the Weed and Seed Executive Committee and the Training and Education Committee.

Leadership Development: Dr. Beal coordinates the Leadership Development program funded under the Advancing Community Policing grant in conjunction with Chief Comerford and with input from BPD captains and lieutenants.

Computer Training: UB is providing computer training to the BPD in CARM, RMS, and Microsoft Office funded under the Advancing Community Policing grant. Two UB trainers have been dedicated to these trainings. Project is coordinated by Dr. Beal together with Chief Comerford, Lt. Makowski, Jim Kaufmann, and Academy staff.

Community Policing Training: Dr. Beal provides training in community policing concepts and problem solving to recruits at the Erie County Central Police Services Training Academy and at the BPD Training Academy. She also trains new supervisors in these subjects.

Mapping projects: The BPD has several mapping projects with the UB NCGIA that Dr. Beal coordinates and facilitates. See attached list.

Library: Project to inventory current holdings, cull outdated material, and set up online catalog system that is simple enough to be maintained by a report technician when new materials come in to the library. Dr. Beal coordinates this project with two librarians from UB and with the assistance of the Academy staff.

MIS Group: 6 MIS students from the UB School of Management are interns for the Spring semester at the BPD (150 hours each). Each intern is assigned to a district to assist with Lotus Notes and CARM implementation. Dr. Beal interviews and selects the interns and coordinates the intern group together with Jim Kaufmann and Lt. Makowski.

MIS Unit: Dr. Beal's Research Assistants, Kunal Malik and Sameer Gadi, have been dedicated to the MIS unit for the past year to assist with major computer projects such as RMS, CARM, MCTs, Lotus Notes, online P-1191, and network administration among other things.

P-1191 and other Access databases: UB Research Assistant created and maintains P-1191 system in Microsoft Access. Research Assistant also created databases for the Training

Academy, Narcotics, SOS, Pct. 11 and District E (warrants), and District B (business file, GSU). Also set up separate P-1191 system for Pct. 12.

SOS Process Review: Dr. Beal is working with Lt. Mann on a review of the report intake process and a review of SOS coordination with other units and social services. An intern from UB Management has been found to help with this project.

BPD Academy Criminal Justice interns: Dr. Beal works with Academy staff to coordinate the placement of students from local criminal justice agencies as interns in the BPD. Interns are primarily assigned either to one of the districts (usually with a CPO or a Lt. as a supervisor) or to a detective unit such as homicide, SOS or robbery and are required to assist their supervisors with various projects.

CAG: To increase the interface between the UB-BPD project and the community, Dr. Beal attends the Citizens Advisory Group meetings and assists with some projects.

Regional Community Policing Center: The RCPC is located at Allen Hall on UB's South Campus and was created to address cross-jurisdictional crime and disorder problems that affect the quality of life in the area. Dr. Beal has worked with the University Community Initiative Safety and Security Group to develop the RCPC as a resource and training center for community policing, computer mapping, and problem solving and to provide research tools/projects useful to police.

Prostitution Task Force/District B: This project has been in effect since Sept. 1997 and the grant period will be over April, 1999. Dr. Beal coordinates the work of the UB team (social work, geography, management), attends all Prostitution Task Force meetings, conducted a telephone survey of 125 persons, conducts focus groups with prostitutes and block clubs, and meets regularly with District B captain. Dr. Beal is also responsible for the evaluation of both the process and the outcomes of the project.

CPO meetings: Dr. Beal attends all CPO meetings to provide training and information to CPOs. She also assists CPOs with projects.

CPS and BPD Training Academy: Dr. Beal provides training in community policing and problem solving to recruits and supervisors in both academies.

BowMac Training: Dr. Beal has served as the coordinator for BowMac problem solving trainings for both the BPD and the US Attorney's Office.

Save Our Streets Task Force: Dr. Beal is a member of the U. S. Attorney's SOS Task Force and attended a presentation and site visit of Rochester's Neighborhood Empowerment Team (NET) program. Worked with Donna Berry last year to develop a Drug House Abatement Procedure that also targets houses rented to drug dealers.

Appendix #21

UB-BPD Partnership Project Documents

(arranged in alphabetical and chronological order)

Beal, Pamela. *Report to the BPD*, (March 1996). Results of first round of interviews with patrol managers.

-----. "The Shape of Policing in the BPD" (April 1996). Overview of POP-COP practices of the BPD.

-----. *Reports on Interviews with BPD Supervisors* (June 1996). Final results of interviews with patrol managers.

-----. "Curfew Survey." (August 1996).

-----. "CPO Questionnaire." (November 1996).

-----. "Results of Curfew Survey." (November 1996).

-----. "Results of CPO Questionnaire." (January 1997).

-----. "Recruit Training: Concepts of Community Policing and Problem Solving." (January 1997, revised June 1999).

-----. "Supervisor Training: Concepts of Community Policing and Problem Solving." (April 1997, revised May 1999).

-----. "Working Together for a Safe Community," *BPD Annual Report* (April 1997).

-----. "Problems and Actions." (May 1997/Revised May 1998) Report to UB-BPD Steering Committee on status of problems identified in interviews with BPD supervisors.

-----. "Summons Book Survey." (May 1997).

-----. "BPD POP-COP Projects," (June 1997) Overview of projects and partnerships.

-----. "Steering Committee Activities: March 1996-June 1997," report to BPD. (June 1997).

-----. "The Role of Interns in the Buffalo Police Department" (January 1998).

-----."Priority 4s Status Report," report to the BPD (January 1998).

-----. "Useful Internet Sites for Policing," (June 1998).

-----. "ICOPS Analysis Report" (March 1999). Report for ICOPS Problem Solving Partnership.

-----. "ICOPS Response Report" (November 1999). Report for ICOPS Problem Solving Partnership.

-----. Minutes to UB-BPD Steering Committee Meetings (January 1996-September 1999).

-----. Quarterly and Semi-Annual Project Reports to the National Institute of Justice (March 1996-January 1999).

-----. "Current UB-BPD Projects," report to BPD Steering Committee (January 1999).

-----. "UB-BPD GIS Projects," report to BPD Steering Committee (January 1999).

Beal, P. and Badame, Cynthia."Recommendations to the Buffalo Police and the Civil Service re: the Hiring Process," (January, 1998).

Beal, P. and Berry, D. "Procedure for Drug House Abatement," (May 1997).

Beal, P. and Burlew, Allison. "MCT Evaluation: Lieutenant Survey Summary," (February 1999).

Beal, P. and Comerford, Kevin. May 1999. "Advancing Community Policing Progress Report." Report to the COPS Office.

Beal, P., Comerford, Kevin, and Hunt, Ray. "Expanding the Mandate: Re-defining and Co-producing Police Services." ACJS Conference, March 2000.

Beal, P., Cudney, James, and Floss, Marty."Buffalo's Neighborhood Initiatives" in *Community Policing: A Contemporary Perspective*, ed. Robert Trojanowicz. (January 1998).

Beal, P., Eagles, M., Calkins, H. "Block Clubs, Social Capital, and Crime in Buffalo, NY," proposal submitted to SUNY Buffalo. (January 1998).

Beal, P., Grabowski, J., Brozyna, C., and Doktor, S. "Final Report: the Buffalo Police Department Educational Requirement Project," (July 1998).

Beal, P. and Nolte, R. "Hiring Process Flow Chart and Cost Analysis," (January 1998).

Beal, P., Pelletier, Crystalea, and Devlin, Diane. *Summons Book Video*. (May 1998).

Beal, P., et al. "Minority Recruitment Plan," (September 1998).

Berry, Donna, "Block Club Formation." (July 1997).

Calkins, Hugh and Eisen, Shane. "Maps for ICOPs Problem Solving Partnership." (September 1998).

Comerford, Kevin. "Address to the LIRP Conference." Unpublished talk given at the NIJ LIRP Conference, Washington, D. C. (January 1997).

-----. "Advancing Community Policing: Recreating the Traditions," (June 1997). A proposal for leadership development and training for the BPD.

Comerford, Kevin and Beal, Pamela. "Objectives for Educational Requirement Project," (January 1998).

Comerford, K., Beal, P., and Krul, R. *Leadership Development Brochure: Module I,* (January 1998).

Giammaresi, James, Beal, P., and Krul, R. "Leadership Development Brochure: Module II," (August 1999).

Hunt, Raymond. "Building Effective Strategies for Community Policing" (April 1996). An introduction to the partnership project for BPD Steering Committee.

-----."Project Steering Committee: Purposes and Functions" (April 1996).

-----. "Project Steering Committee: Strategic Planning Issues," (April 1996).

-----. "Strategy and Planning in the Politicized Culture of Policing" (May 1996). Methods to work within the culture to effect change through cooperative efforts.

-----. "Training Needs Assessment" (May 1996). Outline for assessing training needs of the BPD.

-----. "On the Matter of Organizational Mission" (June 1996). Discussion of purposes of Mission and Vision Statements.

-----. "A Strategic Framework for Community Policing"(December 1997). Unpublished document for the UB-BPD Partnership Project.

-----. "On Strategic Directions for the BPD," (July 1997).

Giammaresi, James, Beal, P. and Krul, R. *Leadership Development Brochure: Module II* (September 1999).

Graham, Stuart. "Crime Mapping and Hotspot Mapping: an Informational Package" (July 1997).

Graves, Michele. "How to Start a Block Club," (July 1997).

Graves, Michele with the Citizens Advisory Group. "Critical Needs of the Buffalo Police Department," budget request submitted to the Mayor (May1998 and January 1999).

Gyamerah, Jacquelyn. "Report on Street Walking Prostitutes in Buffalo, NY" and "Report on the Customers of Street Walking Prostitutes in Buffalo, NY," (February 1999).

Koepf, Corrine. "Recommendations for the BPD Library." (November 1999).

Malik, Kunal. "MIS Internship Report," (July 1998).

-----. "UB-BPD MIS Projects." (December 1998).

Nguyen, Tuquynh, "Buffalo Police Department Detective Division Needs Assessment Report" (July 1997).

Obien, Rodney, "Survey for BPD Library," (January 1999).

Robinson, Julian. August 1999. "Process Review of the Interface Between the BPD Sex Offense Squad and Other Agencies."

UB-BPD Steering Committee. "Vision Statement for the BPD" (September 1997). Key principles that will guide the BPD.

Appendix #22

MISSION STATEMENT

The primary mission of the Buffalo Police Department is to improve the quality of life in the City of Buffalo.

This goal will only be accomplished through the cooperative effort of the Police Department and the community. By working together we can maintain the peace, provide safety and security for our citizens, reduce the fear of crime and solve problems.

To be successful in our mission requires the commitment of the Administration, every employee of this Department and the citizens of our City, all working together to maintain the Buffalo Police tradition as a trusted source of help.

To accomplish this mission, the following values must be the basis for all of our actions:

RESPECT

The Buffalo Police Department recognizes that its members are its greatest asset, and our actions shall reflect this belief. We members will respect the citizens and recognize their ethnic and cultural diversity. We will respect each other as professionals and fellow human beings.

INTEGRITY

We believe in the principles embodied in the Constitution. We recognize the authority of federal, state and local laws. Honesty and truth must be the standards in all our interactions with the community and with our members.

EXCELLENCE

We will strive for personal and professional excellence, dedication to duty and the delivery of quality service to the public. We are part of a team dedicated to the safety and protection of our community. Our actions will reflect intelligence, sincere, efficient and courteous service.