CRITICAL ISSUES IN POLICING SERIES

Is the Economic Downturn Fundamentally Changing How We Police?









POLICE EXECUTIVE RESEARCH FORUM

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December 2010



POLICE EXECUTIVE
RESEARCH FORUM

This publication was supported by the Motorola Foundation. The points of view expressed herein are the authors' and do not necessarily represent the opinions of the Motorola Foundation or individual Police Executive Research Forum members.

Police Executive Research Forum, Washington, D.C. 20036
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Printed in the United States of America

ISBN: 978-1-934485-13-2

Cover photo credits: (starting with car and K9 photo and moving clockwise): Kristine Gunter/Flickr, clarkmaxwell/Flickr, vonSchnauzer/Flickr, and Christopher Ebdon/Flickr.

Cover and interior design by Dave Williams

Contents

Acknowledgments i

Foreword iii

Most Police Agencies Surveyed
Received Fewer Dollars in 2010 than in 2009 1

Police Executives Describe the Impact of Budget Cuts 5

The View from Academia:
Police Chiefs Must Take a Long-Term View
In Responding to the Economic Crisis 23

Union Leaders Tell Police Chiefs:
Our Members Are Skeptical About Budget Cutting 28

Seeing the Economic Crisis as an Opportunity for Reform 30

About the Police Executive Research Forum 36

About Motorola and the Motorola Foundation 37

Appendix: Participants at PERF Summit
"Is the Economic Downturn Fundamentally
Changing How We Police?"
September 30, 2010, Washington, D.C. 38



Acknowledgments

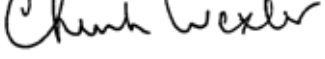
THIS REPORT IS THE 16TH IN THE "CRITICAL Issues in Policing" series that PERF has undertaken with support from the Motorola Foundation. As the name of the series suggests, we have aimed to produce useful information and guidance on the most significant challenges facing police departments over the years—from gun-related crime and police use of force to immigration enforcement and the nationwide spike in violence of 2005 and 2006.

This report is about a development that could impact *everything* that goes on in police departments across the country. The national economic crisis is more than two years old; it shows few signs of abating; and according to the police chiefs and other experts quoted in this report, it is forcing communities across the nation to take a hard look at what they want from their police departments. Many people are wondering whether these economic cutbacks will cause changes in policing as pivotal as the development of community policing in the 1990s.

On behalf of PERF, I would like to thank all of our members who provided information and insights for this report—by completing the survey we conducted regarding police budgets, and/or participating in the Summit we convened on September 30 to discuss the implications of the economic crisis. All of PERF's work hinges on the strong support we receive from our members.

And once again, PERF is indebted to the Motorola Foundation for its steadfast support of the Critical Issues in Policing series. With Motorola's backing, every year PERF is able to take on several major initiatives to gain deeper understandings of the issues that are of greatest concern to our members, and indeed to the entire field of policing. Thanks go to Greg Brown, President and CEO of Motorola; Eugene Delaney, President, Enterprise Mobility Solutions; Mark Moon, Executive Vice President and General Manager; Karen Tandy, Senior Vice President of Public Affairs and Communications; Gino Bonanotte, Vice President for Finance; Rick Neal, Vice President for Government Strategy and Business Development; Eileen Sweeney, Director of Corporate and Foundation Philanthropic Relations; and Matt Blakely of the Motorola Foundation.

In addition, I'd like to acknowledge the work done by PERF staff members who contributed to this project. PERF Senior Research Associate Bruce Kubu developed and managed the survey that we conducted to measure the state of the field regarding budget cuts and related developments, aided by Nate Ballard, Dan Woods, and Anthony Bellero. Shannon McFadden deserves enormous credit for organizing the September 30 Summit under the guidance of PERF Chief of Staff Andrea Luna and with assistance from Jacob Berman, Dan Kanter, and Tam Vieth. Jacob and Dan later transcribed recordings in order to ensure accurate quoting of Summit participants, and Communications Director Craig Fischer skillfully pulled together the various elements of this report. And thanks to PERF's outstanding graphic designer, Dave Williams, who produced the report.



Executive Director
Police Executive Research Forum
Washington, D.C.

Foreword

By Chuck Wexler

THIS REPORT IS NOT THE FIRST THAT PERF HAS published on the topic of the economic crisis that has been impacting police departments since 2008. In January 2009, we conducted a survey of police departments and found that nearly two-thirds of them were already preparing plans for an overall cut in their funding for the next fiscal year. And we produced a report with the title, *Violent Crime and the Economic Crisis: Police Chiefs Face a New Challenge*.

Over the last 23 months, there has been a growing discussion about whether a "new normal" is being imposed on police agencies, about whether budget cuts are causing permanent changes in how we do our business. Thus, the title of this new report: *Is the Economic Downturn Fundamentally Changing How We Police?*

So this report does not just tell a story about yesterday. Now we are telling a story about yesterday, today, and tomorrow.

The basic facts reflect a harsh reality. A new survey that we conducted in September 2010 found that slightly more than half of the responding police departments suffered cuts in their total funding in the 2010 fiscal year, and among those agencies, the average cut was 7 percent. Furthermore, 59 percent of those departments are preparing to cut their budgets again in 2011. Overall, among all departments surveyed, there has been a 3-percent decrease in the average number of sworn officers.

This report recounts compelling stories, as told by police chiefs who attended a Summit we held in Washington on September 30, 2010, of what those cuts mean in terms of daily police operations. The cuts mean layoffs, unpaid furloughs, reductions in officer training and in the development of technology, elimination of special units such as gang and drug units, and other ways of reaching budget targets.

The cover photos for this report are meant to suggest some of the cuts that have been made or may be looming in various departments—mounted units, helicopters, etc.

It seems to me that a big part of this conversation is that today's police chiefs have to think in terms of ensuring that every aspect of their operations contributes to their overall goals. They have to ask themselves, do I absolutely need a narcotics unit? Do I need a mounted unit? Can we continue to deploy school resource officers? Does it make sense to cut civilian police positions instead of sworn officers? Or will I just end up having sworn officers doing the work that the civilians used to do?

Budget-cutting decisions often have these kinds of unintended consequences. We know of one department that lost millions of dollars in federal funding that was targeted toward cities with increasing crime problems—because the department had laid off the civilian whose job included gathering the required crime statistics.

But even though budget-cutting can result in false economies and real damage to police operations, I think our best approach is to try to see it in a positive light as much as we can. At a time when taxpayers are struggling, tax assessments are dropping, and all branches of government are under the knife, we have a responsibility to the public—and to ourselves—to stand back and look for ways in which we can be more efficient. It can be healthy to go through everything we do and see if all our operations fit together and are consistent with our overall mission. There may be elements that can be consolidated, reduced, or eliminated.

As Philadelphia Police Commissioner and PERF President Chuck Ramsey said, "Sometimes the cops may be doing good work, but it's not necessarily what you need them to do. People need to be on the same sheet of music." This can be especially true in large, complex departments.

Chiefs at our Summit also told us that budget cuts sometimes provide an opportunity to make changes they have *wanted* to make, but which were politically untenable when the economy was stronger. As Newark, NJ Police Director Garry McCarthy put it, "The stress of the economic crisis is changing things. There is no longer any room for sacred cows."

The chiefs who attended our Summit talked about the "big picture"—where we go from here. Years from now, will we look back at 2008 as the year that everything in policing changed? Are we dismantling the very elements of policing that resulted in the massive reductions in crime since the 1990s? Or are we just starting a process of establishing new definitions of success in policing?

On the big-picture questions, we benefited from the perspectives of several academics who came to our Summit, in particular George Kelling, who has been one of the leading police researchers since the 1970s, when he became famous for developing the "broken windows" thesis and other landmark studies. Dr. Kelling cautioned us not to get trapped into having our success measured only in terms of crime rates—because he believes that crime will continue to decline, despite budget cuts. In a real way, police departments are victims of their own success. They have become so efficient at reducing crime, they can do it with fewer officers, Kelling said. Thus, we should emphasize all of the other work that police do in addition to reducing crime—things like maintaining a sense of justice in our communities on sensitive issues like race and immigration.

We also heard from Tommy Nee and Sean Smoot, two of the most outspoken police union leaders in this country, who reminded us to always keep in mind that from the perspective of a police officer, budget cuts can be very brutal. Being a police officer is not like most other jobs. Every day when police officers put on their uniform and report for duty, they know that they are putting their lives at risk in order to protect people who in most cases are complete strangers to them. Most people count themselves fortunate if they enjoy their work and feel a certain level of commitment to their jobs. But police officers, because of the deadly risks they face every day, have a commitment that is a quantum level higher.

So officers understandably may take it harder when the commitment is not mutual, when the public essentially says, "Times are tough; we're OK with laying off cops or cutting their pay." It must seem like a real slap in the face after they have put their lives on the line.

I encourage you to read this report carefully. The large bulk of it is simply stories from the experienced police chiefs and others who have been dealing with budget-cutting every day for the last two years. They shared many nuts-and-bolts tips about how to minimize the damage to your department, and more importantly, they offered their perspectives about staying on top of the long-term dynamics that may be producing an entirely new model for policing in the United States.

Most Police Agencies Surveyed Received Fewer Dollars in 2010 than in 2009

PERF's September 2010 survey of police agencies uncovered significant cutbacks in most departments across the country.[1] These cuts reflected a worsening of the situation that PERF found when it did a similar survey in January 2009.

Specifically, the new survey found that:

- A slight majority of responding agencies, 51 percent, reported that their budgets had been reduced between the 2009 and 2010 fiscal years. Among those departments, the average dollar cut was 7 percent.
- Among those departments whose budgets were cut in 2010, 59 percent said they were also preparing to cut their budgets again in FY 2011.
- Among all responding departments, there was a 3-percent decrease in the average number of sworn police officers between FY 2009 and FY 2010. There was also a 1-percent drop in the number of civilian employees.



Detroit Chief Ralph Godbee

Police agencies responding to the survey provided details about actions they already had taken to reduce spending in terms of personnel changes. For example, two out of three agencies had reduced overtime spending. (Cuts in police overtime can be more significant than might be generally apparent, because police departments often use overtime as an efficient way to meet their minimum staffing requirements. The need for officers at any given time can vary significantly; for example, policing a major sporting or political event or responding to a spike in crime can require temporary increases in the number of officers on the street. Overtime can help to meet those needs without resorting to the hiring of additional full-time officers.)

Figure 1. Impacts on Personnel

HAS YOUR DEPARTMENT:	YES
Cut overtime spending?	66%
Eliminated or reduced police employee salary increases?	58%
Imposed a hiring freeze for sworn positions?	43%
Imposed a hiring freeze for civilian positions?	43%
Reduced staffing levels through attrition?	36%
Laid off employees?	22%
Implemented unpaid furloughs?	16%

1. Of 1,311 sent surveys, 608 agencies responded, a 46-percent response rate. This is a relatively low response rate for PERF surveys; numerous agencies responded that they were unable to complete the 14-page survey because of staffing shortages caused by budget cuts.



Las Vegas Deputy Chief Gary Schofield

Changes in policy or practices: Budget cutbacks also are affecting police policies and practices. For example, two-thirds of the responding departments reported that they had reduced or discontinued training programs, and more than half said they have cut back or eliminated plans to acquire technology:

Figure 2. Impacts on Policies

HAS YOUR DEPARTMENT?	YES
Reduced out-of-town travel?	72%
Reduced or discontinued training?	68%
Considered increasing fees for police services?	60%
Cut back or eliminated plans to acquire technology?	55%
Discontinued special units (e.g., gang, traffic enforcement)?	38%
Implemented or considered a tax increase to avoid police service cuts?	35%
Discontinued take-home cars?	31%

Cuts in services: Nearly half of the responding agencies said that budget cuts have already caused or will cause changes in police services in their community:

Figure 3. Providing Fewer Services

47%	of responding police chiefs said that services in their community have declined or will decline due to budget cuts.
8%	of departments are no longer responding to all motor vehicle thefts.
9%	of departments are no longer responding to all burglar alarms.
14%	of departments are no longer responding to all non-injury motor vehicle accidents.

One agency in 4 expects to shrink: When PERF asked police executives whether they expect to have fewer officers on the street a year from the time they completed the survey, most either said no or declined to make a prediction. But a significant minority, 26 percent, said they did expect to have fewer officers.



Richmond, CA Chief Chris Magnus

Oakland, CA Chief Tony Batts



Pensions: Responding agencies split fairly evenly when asked whether they agree with the statement, "Maintaining contributions for police pensions is becoming a serious problem." Of the agencies that responded, 35 percent agreed, 37 percent disagreed, and 28 percent were neutral.

Priorities: A very large majority of police executives, 91 percent, believe that laying off sworn officers should be the absolute last resort for making budget cuts, even if it means cutting training, equipment, or technology. However, this is a difficult priority to maintain when budgets must be cut, because personnel costs often account for 80 to 90 percent or more of a police department's budget, so there is little room to make cuts elsewhere.

Major news media outlets reported on PERF's new survey when it was released on September 30, and continue to cite it in order to give national perspective to stories about budget cuts in individual police departments.[2]

Figure 4. Opinions about Priorities

Sworn officer positions should be **the last thing** cut.

AGREE	NEUTRAL	DISAGREE
91%	2%	7%

I would cut some sworn positions to maintain critical elements of my **training budget.**

AGREE	NEUTRAL	DISAGREE
10%	16%	**74%**

I would cut some sworn positions to allow for the acquisition and/or maintenance of **equipment/technology.**

AGREE	NEUTRAL	DISAGREE
6%	14%	**80%**

I would cut **non-sworn positions** before any sworn ones.

AGREE	NEUTRAL	DISAGREE
56%	20%	24%

2. See, for example, "Police chiefs feel pinch of budget cuts," Washington Post, Sept. 30, 2010. http://www.washingtonpost.com/wp-dyn/content/article/2010/09/29/AR2010092907702.html. Also "Dwindling Budgets Have Police Departments Worried," National Public Radio, Oct. 3, 2010. http://www.npr.org/templates/story/story.php?storyId=130302971


2010 CRITICAL ISSUES
IN POLICING SERIES

Police Executives Describe the Impact of Budget Cuts

AT PERF'S SUMMIT ON THE ECONOMY, HELD September 30, 2010 in Washington, D.C., more than 120 police executives, federal officials, academics, and other experts shared information about how the economic crisis has affected their departments. Following is a sampling of their remarks:

Newark, NJ Police Director Garry McCarthy:

Budget Cuts Are Resulting in More Violent Crime

We are preparing to lay off 167 police officers. We're also demoting 108 supervisors, and 211 civilians are being separated from the agency. It's unfortunate, because we've had a lot of success over the last few years in reducing crime in Newark. And we were way behind the curve. The per-capita murder rate in Newark when I got there in 2006 was one-third higher than the *worst* year that New York City ever had since 1990. It's a critical issue because we're losing the gains that we made.

You can only be as efficient as you can be. This year, I had almost a 10-percent cut in my budget. We were able to achieve that by collapsing bureaus, eliminating jobs, taking away detective stipends, moving people out of positions that weren't crime-fighting positions and putting them back in uniform on patrol.

Chuck Wexler: *But won't people say this is good, that government is being forced to cut the fat?*

Director McCarthy: It wasn't fat that we had to cut; it was effective crime reduction strategies. This year, coming in to 2011, we were tasked with cutting another 12 percent out of our budget, which represents $17 million. We were able to knock out another $6 million by cutting out our traffic division, our mounted unit, our helicopter, everything. That left us $11 million short, and that $11 million is represented in the 167 layoffs, the demotions and pay cuts for all 108 captains, lieutenants and sergeants, and the layoffs of more than 200 civilians.

Wexler: *Is there anything you can do to prevent the layoffs?*

Director McCarthy: One of the things that we're doing is eliminating the rank of Captain. So we got some back-channel communication from the Superior Officers Association, saying, "What can we do? Let's figure out a way to help out." But the FOP Board is unfazed by it. They're saying, "Do what you have to do, you guys are under contract." They're not interested in coming to the table. Of course the union has the right to say, "Look, you



Newark, NJ Police Director Garry McCarthy

guys signed the contract, that's tough." But I think it's ridiculous that we can't save these kids who are being laid off. I think it's a tragedy, because we're just getting traction in the city on crime, and we're losing it now. We had four consecutive years of shooting reductions and murder reductions, but now my shootings are up for the year, and my murder rate is up for the year.

Philadelphia Commissioner Charles Ramsey:

We Expect to Be Down 200 People in a Year

Basically we have a freeze on civilian employees. However, if there is a critical position vacant, I can argue to get that one filled. Recently our lab director retired, for example, and I sent in a request to fill that position. It went to the mayor and was approved, but otherwise there's a freeze.

My last two academy classes have been cancelled, and there are no plans to bring anyone in the academy anytime in the near future, certainly not in this fiscal year. So with our rate of attrition, we should be down over 200 people by this time next year.

Los Angeles Assistant Chief Michel Moore:

Officers Are Doing Some Civilian Functions

We're down about 600 civilian positions. We had a high of about 3,500, and we're now about 2,900. All of our civilians get temporary furloughs, but not our sworn staff, so there's a bit of a morale issue because some parts of the organization are taking a heavier hit than others. We've been able to hire criminalists because of our sexual assault backlog. But otherwise with this pullback in civilians in the rest of the Department, we're back to the staffing levels we had about five to seven years ago. We're trying to eliminate or curtail some of the civilian functions, because we don't want to take sworn officers and put them in these civilian positions. But there are key functions that civilians provide, so at times our officers have to pick up the slack, which is not an effective use of them.

Baltimore Commissioner Fred Bealefeld:

Managing Internal Rifts Is a Balancing Act

We also have these rifts between the ranks. Our more serious staffing shortages are in the uniformed patrol division. And so when you talk to union guys or the rank and file, they're pushing radio cars. They have a solution: disband the warrant apprehension task force or the plainclothes detective squads,







UPPER LEFT: Philadelphia Commissioner Charles Ramsey

FAR LEFT: Los Angeles Assistant Chief Michel Moore

LEFT: Baltimore Commissioner Fred Bealefeld

RIGHT: Illinois State Police Director Jonathon Monken

FAR RIGHT: Glendale, AZ Chief Steve Conrad





and put them back in uniform, and the situation is solved. So internally there are these splits between the "haves" and the "have-nots." Last year, our union traded a work schedule for patrol members for furlough days, but the detectives didn't experience those furloughs. Patrol officers' morale is at all-time lows. So we challenge ourselves to find and cultivate the most highly-motivated people to go out and do some of these heavy-lifting operations. It's a very, very delicate balancing act.

Illinois State Police Director Jonathon Monken:

Cutting a Special Unit Brought a Spike in Highway Deaths

Out of a $450-milliion budget, we've been cut about $40 million over the last two years. I started with nearly 2,200 officers when I came in at the beginning of 2009, and we project we'll be at about 1,750 at the end of the next fiscal year. So we're going to lose more than 20 percent of our operational sworn force to retirements without the cadet classes to replace them. And on the civilian side, the only exception we've seen in budget-cutting is for forensic scientists, because we can get funding for that from federal grant programs. Forensics is an area where the public outcry is significant because of backlogs in crime labs.

As a state police agency, we look at traffic fatalities as one way to gauge how we're performing. About five years ago we were at nearly 1,450 fatalities a year, and last year was the first year in 88 years that we were below 1,000 deaths. This year we had to cut two-thirds of our motorcycle enforcement bureau to send the personnel back to district patrol. During the three months following this change we had 78 more fatal crashes than the previous year for the same time period. We attribute this spike in part because those motorcycle units were solely dedicated to highway safety. But we can't bring them back; the bikes are gone and the officers have been reassigned.

I know that to every local police department, we're a support department. That's what we do, we're a support agency. And our specialty units are getting called more than ever now, because local departments have to drop their specialty units, whether it's special narcotics units, crime scene investigators, all these additional jobs. So we're getting more calls for those types of things, and I'm trying to answer that question: Do we focus the resources on specialty units or on patrol?

Glendale, AZ Chief Steve Conrad:

Laying Off Civilians Increases Burden on Patrol

We did away with a telephone reporting unit and some civilian accident investigators. When we eliminate civilian positions, we haven't put sworn officers into those positions. But what we have found is that the work has shifted back onto patrol. So we're down about 10 percent in our number of officers, and they're doing more work because we've lost that civilian support.

Chicago Superintendent Jody Weis
And Philadelphia Commissioner Chuck Ramsey:

Unpaid Furloughs for Command Staff Can Cause Problems

Chuck Wexler: *Unpaid furloughs—Jody, this is an issue for you, right? It's a problem because the furloughs and loss of pay only apply to the "exempt" employees, which is your top staff who are appointed, correct?*

Superintendent Weis: Yes. This has been in place the past couple of years. We had 12 furlough days in '09, 24 this past year, and we will have 24 again for 2011. The problem that this has caused is severe pay compression. Captains end up earning more than deputy superintendents. Lieutenants make more than the commanders that command them. In fact, some of the senior sergeants, with significant overtime, will make more than their commanders. So in some ways it's counterproductive, because high-level people that we count on to work very hard and serve as leaders during large-scale events are being *required* to take time off.

Wexler: *They can't volunteer to work without pay?*

Superintendent Weis: No, it's supposedly a legal liability issue. Our legal department has opined that if you are working on an unpaid furlough day, you may be found to be outside the scope of your employment if something bad happens. No one wants to be in that trick-bag.

The other problem is that most of these exempt employees earn a lot of vacation time each year. There are limits on vacation days that you can carry over from one year to the next. I was able to increase that amount, but when you are losing 10 percent of your pay, human nature kicks in and does not make losing vacation days a viable option. So you have senior level folks feeling very strongly about taking their vacation time, and I really can't blame them. So you start adding up the days away from the job, and it becomes significant. At the end of the day, the work has to get done. And the folks who feel this the most are those at the lowest end of the food chain, the civilians not covered by a union. They fall under the same rules as me, and it is fundamentally unfair for these individuals to have to take this type of financial hit.

Wexler: *Does this apply to other agencies in Chicago, like the Fire Department?*

Superintendent Weis: Yes, anyone who is non-union would have to take that. Even the mayor took a 10-percent pay cut.

Wexler: *Chuck Ramsey, if I'm not mistaken, you don't have this problem in Philadelphia. Aren't most of your command staff in the union?*

Commissioner Charles Ramsey: Yes, the FOP covers all sworn members up through the rank of Chief Inspector. So the only sworn members who are not covered by the union are myself and the eight deputy commissioners. We were all given furloughs in '08 and '09, five days. All they did, though, was deduct it from our salary and the furlough days became days you could just take off. We didn't have the issue of people not coming to work because they wouldn't be protected legally.

Wexler: *These are two big departments with big budgets, right? Jody, Chuck, what are your budgets?*

Superintendent Weis: $1.28 billion.

Commissioner Ramsey: $534 million.

Wexler: *So this furloughing doesn't amount to a hill of beans, does it? How much?*



Chicago Superintendent Jody Weis

Superintendent Weis: About $3 million.

Commissioner Ramsey: Not much at all, $30,000 or $40,000.

Wexler: *How do you get to the big numbers in making budget cuts?*

Commissioner Ramsey: Primarily through attrition. We were going to lay off an entire academy class, and fortunately were able to avoid that. I'd rather have it happen through attrition than have to lay people off. We went the route of just not filling positions, and even though it's hurting us in a lot of ways, it's still better than having to lay off police officers.

Atlanta Chief George Turner:

Furloughs Hurt Officers' Morale

Chuck Wexler: *George, I think yours may have been one of the first departments in the country that had to furlough people.*

Chief Turner: It happened in our FY08-09 budget. And it was a very difficult process, as everyone else has been saying this morning. We lost morale and some officers just basically shut down. But at the same time, crime dropped, and the administration at the time felt pretty comfortable with the decision that was made. It required much debate by the Mayor and Council to end the furloughs in July 2009.

Wexler: *The furlough was 1 day every 14 days?*

Chief Turner: Yes, and it wasn't only police officers, it was the entire city government.

Wexler: *But crime was going down. Could that have been just a statistical artifact, in the sense that you had fewer police officers to take crime reports?*

Chief Turner: That was one of the analyses that was brought to us. We had what we called blackout periods, where we had calls for service pending and an officer was not available to respond. And these blackout periods increased during the time of the furloughs. We were able to provide that information to the council and to the administration, and to argue that we needed to reduce those blackout periods.

Phoenix Chief Jack Harris:

We're Avoiding Layoffs by Holding Positions Vacant

Like many agencies across the country, Phoenix has experienced significant budget reductions in the past few years as a result of the economic recession. We've also been fortunate to be among those agencies that have bucked the trend of increasing crime rates which are often linked to economic slumps. In the past three years, Phoenix has experienced double-digit reductions in crime, with the most dramatic decreases recorded in 2009, and so far this





TOP: Atlanta Chief George Turner

BOTTOM: Phoenix Chief Jack Harris

Naperville, IL Chief David Dial



year crime has continued to drop. While reductions have been recorded in all reported violent and property crime categories, the most notable decrease has been in the number of homicide incidents, which is down 32 percent compared to the same period last year. In addition to crime, we've also experienced a steady decrease in the number of dispatched calls for service, dropping to 660,000 calls last year compared to 750,000 calls in 2007.

One of the ways we've been able to cut our budget without resorting to layoffs is by holding positions vacant. Right now we have 400 vacant sworn positions, which accounts for about 11 percent of our authorized strength. To meet our budget goals during the slowed recovery, hiring is not planned to resume until late fiscal year 2013-14. Between now and then, we're projected to lose another 200-300 sworn positions through attrition. To put this in perspective, the impact of the recession on our sworn staffing will effectively set us back by about a decade because by the time we are able to start hiring, our sworn staffing levels are projected to be what they were in 2003-2004.

Wexler: *But Phoenix will feel the brunt of this in a few years, right? When the economy starts to come back, you'll be hiring all at once.*

Chief Harris: Absolutely. A few years ago, we were competing with other law enforcement agencies across the country for qualified recruits and it was not uncommon for our Police Academy to be running five classes at the same time. Right now, we don't have any academy classes running and we haven't hired any sworn positions since late 2008. My concern is that when the economy turns around, it will take many years just to restore our staffing levels to where they were before the recession hit. And if the population rises, or if crime increases during this period, it will pose significant challenges for the Department.

Naperville, IL Chief David Dial:

Across-the-Board Cuts Have Changed the Department

Naperville is a suburb located about 35 miles west of Chicago. It is known as a nice place to live—great schools, great parks, a nice residential area, and a low crime rate. We have always been pretty tight with our budget and a lean staff. We have a population of 145,000 people, and three years ago we had 189 sworn officers.

I've been the chief in Naperville for 20 years, so I've seen a lot of change. The city has grown from a population of 85,000 to 145,000 during that time. The police department has implemented countless new programs and has been a leader in community outreach efforts. We've added school resource officers, a very active gang crimes unit, a narcotics unit, an intelligence unit, and a nationally recognized traffic section to the department. We also created a neighborhood resource center in a Section 8 housing complex and a community substation in a densely populated area. Until about 3½ years ago, our department grew commensurate with the community and we had enjoyed unparalleled support from the citizenry.

Then the economic downturn hit, and we started with some layoffs of civilians in the first year, and cutting police officers through attrition. Now, I'm down 28 employees and the layoffs of sworn officers have begun. We cut our crime prevention unit, cut some SROs, closed our front desk at nights

and on weekends so we could send the officers out on the road, reduced our gang and narcotics unit, cut our records staff, cut some dispatchers, cut a property and evidence tech, cut a forensic tech, cut our Citizens Police Academy, reorganized the department to deal with the reductions of a deputy chief and a commander, reduced training, overtime, and patrol staffing.

In November 2010, I had to lay off six more cops and cut two additional vacant positions. These cuts resulted in two fewer detectives, five less patrol officers and one less patrol sergeant. Our authorized sworn strength is now down to 167, which is 22 fewer than it was just 24 months ago.

The general mood of the employees is fear and anger caused by a very real fear of possibly losing their jobs, and a feeling that the support they once had for their work no longer exists. The mood has changed dramatically. They believe that their jobs were important to our community and that the loss of these officers will be detrimental to public safety.

North Charleston, SC Chief Jon Zumalt:

I've Tried to Help My Officers With Financial Counseling

The cuts started happening two years ago, and we've just had to manage it. It's bad news. Three times a year I meet with every employee, and I bring the news to them. But they read the newspaper; they already know what's going on.

I have done some things to try to help the employees manage the threat of job loss. I brought in financial counselors and required everyone to go through financial workshops, so they won't get themselves in debt. These kids don't get that kind of counseling otherwise. We also brought in nutrition counselors and urged the officers to pack their own lunches to save money, and gave them lunch coolers. We've done everything we can think of to help them tighten their belts and to show we care about them and appreciate what they do. I think this helps keep morale up during tough times. Even though calls for service have increased, my officers are also increasing their self-initiated activities, and we've only had one grievance in three years. Our workforce is still working hard and getting the job done.

Altegrity Security Consulting CEO William Bratton:

We Need a Long-Term Perspective On Crime Trends

The budget situation in Los Angeles was never very good; we had to fight for funding every year during the seven years I was there. We did benefit from some capital investments, with 16 new police facilities. And we received very strong support from the mayor for the growth of almost 10 percent in the size of the department. But the support budgets never kept pace with that growth in personnel.

What Mike Moore just described to you—the idea of a 12-percent cut—the impact of those cuts will not be felt for a period of time. Overall crime in Los Angeles is down 7½ percent so far this year. My own prediction for LA is that crime will *not* go

RIGHT: North Charleston, SC Chief Jon Zumalt

FAR RIGHT: Altegrity Security Consulting CEO William Bratton





up over the next year or two. But what will diminish is a lot of the things that the department was able to do with those 1,000 additional officers—things like community outreach to help improve race relations in the city, and efforts to deal with gang problems. Gang crime is down almost 60 percent over the last nine years.

As we think about how to frame this discussion, I'd like to mention that when I was in LA, we worked with the RAND Corporation in assessing the economic impact of crime, to help justify the increases in the police force. It was estimated that for every homicide we prevented, there was a $4-million positive impact on the city's economy.

Secondly, we're taking this quick snapshot of the budget situation and crime levels right now with the PERF survey, but I'd suggest that we need at least a five-year view. In fact, to get a good perspective you have to go back 20 years, to 1990, our worst crime year, and to our best crime years, 1999 to 2000. We need to think about long-term trends in crime and spending on police. The snapshot right now is unclear; Los Angeles has one of the biggest budget cuts, but is still seeing some of the most significant crime declines. This can be hard to explain to the public when you're trying to justify keeping a budget level or increasing a budget, at a time when crime is going down. We need to look at larger, long-term trends.

Schaumburg, IL Chief Brian Howerton:

We Have Contracted Out Internal Affairs

In addition to what everybody else has been mentioning, one of the things that we've done is contract out our Office of Professional Standards to a private company that's made up mostly of former FBI agents. So that's been a help; in any formal investigations, they handle it. We also contracted out our accreditation manager, as we headed up towards our seventh accreditation with CALEA. Because we had a hiring freeze and we couldn't hire an accreditation manager, we contracted with an accreditation manager from another town.

Chuck Wexler: *That's fascinating that you're contracting out internal affairs investigations. How is it working out? Is it a different kind of investigation?*

Chief Howerton: There's some anxiety within the unions, because this company does a very thorough job. I think it's a more independent investigation, because it's not our own people doing the investigation. The contractor only handles investigations that are serious enough to possibly result in a suspension of three days or more. If it's less significant than that, we have our own supervisors handle it.

One other thing that we've done in the last year is get an ordinance passed on lateral hiring, specifically for hiring police officers who were laid off by other departments, based on seniority, due to the economy. That means I can bring on police officers who have already been certified in the state of Illinois, and I don't have to send them to the Academy, I don't have to pay for their salary while they're being trained, and we get an experienced officer on the job. In the past we've never had a lateral hire, because my feeling was that I didn't want to inherit someone else's problems, and I didn't want to steal other departments' police officers. But now we're talking about officers who have been laid off by other departments strictly because of the economy,



Schaumburg, IL Chief Brian Howerton

so I'm not stealing them. This let me hire two officers, and another one in the next week, so that gives us three experienced officers with basically no cost for the hiring process.

Montgomery County, MD Chief Tom Manger:

Cutting School Resource Officers Is a Shame

Wexler: *Let me ask Tom Manger about Montgomery County. You've had to make some cuts in special units, right? What do you think the impact is going to be?*

Chief Manger: Well, the budget-cutting discussion comes down to the two most critical responsibilities we have, which are to respond to 911 calls and investigate crimes. Those are two things that we can't outsource. So then we started looking at some of the things that are good to do, but are things we weren't doing 10 or 15 years ago. And the school resource officer program is one of those things. If we didn't have officers in schools, it doesn't mean that the schools aren't going to get police protection and service; we just do it in a way that's not as effective. When I was at Fairfax County in Virginia, we built the SRO program up to having a police officer in every high school and every middle school. And I think it totaled probably over 50 SROs that we had deployed. I've been trying to do the same thing in Montgomery County, and we had worked up to having a police officer in every high school and a total of about 33 that we had deployed.



Montgomery County, MD Chief Tom Manger

But we just couldn't maintain it, which is a shame, because we won't have the relationships develop between the school principals and the police officers, between the students and those officers. We had a case where we arrested two kids who were making bombs, and we prevented that because we had a student come to a school resource officer and say, "Hey listen, you need to know about something that's going on." We've closed burglaries; we've closed robberies; we've been able to get inroads to gang intelligence because the SROs were right there in the schools, talking to these kids.

Wexler: *Jody, I don't think you could cut the SROs in Chicago, could you?*

Superintendent Jody Weis: No, we could not pull those officers out. The community would not allow us to do it. They really see it as a bridge between the school and law enforcement, and we've also had some pretty good success stories because of the interactions with those officers and our gang units. So we just couldn't make a cut there. The community would say, "Take it from somewhere else, but you can't cut the school officers."

Chief Manger: Yes, our PTAs went ballistic. They were in touch with the elected officials and said, "You can't let this happen." But the fiscal realities were such that the elected officials threw up their hands and said, "We just don't know where else we're going to cut."

And we looked at the calls for services, and the SROs didn't respond to as many calls for service as a patrol officer, because they were working inside the school. But they were in fact responding to situations. So now the patrol officers who work the beats where high schools are located are complaining every day about the fact that now they have to go into the high schools and take reports on the incidents that the SROs used to handle, and they hate it.





FAR LEFT: Tulsa Chief Chuck Jordan

LEFT: Minneapolis Chief Tim Dolan

Tulsa, Oklahoma Chief Chuck Jordan:

Federal Grants Have Helped Us

I was lucky enough to come in as a new chief, a new appointee. We were looking at a new budget with another 7 percent in cuts, a total of 17 percent since 2009. Fortunately we had federal COPS grants and Justice Assistance Grants, so shortly thereafter we had our officers back and had our helicopters back in the air. We also had a consultants' study being done by KPMG that I was concerned about, but as it turned out, they recommended that other city departments be cut in order to main core services—which was the Police Department. So that worked to our advantage. And the FOP lodge has been very active in helping us in a positive way, so I'd say we're actually kind of on the upswing. We're looking at the possibility of an Academy around the first of the year.

We were fortunate that our elected officials did strategic thinking about our city's core services, and we were able to convince the city council and the mayor that policing was a critical function. We've also experienced crime decreases, and we just explained that what the Police Department did six months ago or two years ago had a lot to do with crime going down. I encourage everyone to have very candid talks with your unions. I think most unions feel that at some point in recent years, they've been lied to about whether money was or wasn't available. But when you get accurate figures out and get the union working with you, it's more successful.

Minneapolis Chief Tim Dolan:

We Rethought Narcotics Enforcement

Chuck Wexler: *Tim Dolan, you've gotten some press lately for "dismantling your narcotics unit." But there's more to the story. Can you explain what you did?*

Chief Dolan: We had a number of units that investigate narcotics. Every precinct has a plain-clothes group that handles chronic issues and does a lot of narcotics work. We also have the top-level work going on at the task force level with the federal agents and so forth. But we had to make budget reductions, and the bottom line when we looked at narcotics as a whole was that we weren't seeing a lot of bang for our buck in these mid-level narcotics arrests. Frankly, people get more prison time for a misdemeanor domestic assault than a narcotics felony.

I also had union issues similar to what Garry [McCarthy] was talking about. Narcotics traditionally was a few sergeants with mostly patrol officers. As we were flattening the organization, I started getting a bunch of "span of control" grievances from the union, trying to force promotions, including all of narcotics, where they wanted all of their patrol officers promoted to sergeant positions. And that was not something we could afford. So there are a lot of variables here. The reality is that we figured we had adequate resources on drugs and could shut down the narcotics unit. We're watching those numbers to see how it works.

Philadelphia Commissioner Charles Ramsey:

Another Factor Is the Release of Inmates

I think we in policing are victims of the success we have achieved over the last decade or so. We have driven crime down to the point of historic lows in many cities. So politically, there isn't the same pressure as there was in the past to hold on to police officers. It's because people have short memories, and they don't know how much effort it took to get where we are, and what it's going to take to stay there.

Another factor to consider in terms of the policing environment today is that we are letting people out of prison and jail at unprecedented rates. I know that's the case in Pennsylvania, and I believe it's true in California and many other places. We had a homicide a couple nights ago where the suspect had only been out for three or four days.

Chuck Wexler: *What had he been in for?*

Commissioner Ramsey: Drugs. A lot of these so-called "nonviolent" drug offenders are the guys who are the most at-risk of being victims. These are guys who engage in behaviors that are most likely going to get them hurt or killed. Or they wind up hurting or killing someone else.

They say they've only been convicted of nonviolent crimes, but you look at their history, and they've got rap sheets with 30 or 40 arrests. Crime is what they *do*. And they didn't get a master's degree when they were locked up in the joint. What do you think they're going to do when they get out? So we're in a position now where it's very difficult

Finding Ways to Generate Revenue

Illinois State Police Director Jonathon Monken:

We Receive a Percentage of Citation Revenue

One solution we came up with is that now we get a percentage of all citations written within the state. It ends up being about $15 a citation, which generates about $23 million a year. It's just a stopgap measure; there's no intention of it continuing. So we're still looking for some source of sustainable revenue source.

Sparks, NV Chief Steve Keefer:

We Get Revenue from Alarm Registrations

We get some extra revenue from the false alarm program. We use enhanced call verification, and we wrote in the ordinance that we get 100 percent of the funding back to the Police Department, so it's been helpful in preventing layoffs.

Baltimore Commissioner Fred Bealefeld:

Asset Forfeiture Money Is Going to Training

We went from graduating six classes a year, with 50 in each class, to two classes a year. The other reduction we've made is in-service training. We take in about $3 million a year in asset forfeiture funds, and almost all of that money now is just being dedicated to training costs, which normally were paid for out of tax revenues.



Sparks, NV Chief Steve Keefer

to make the argument that laying off cops is a bad idea, since crime rates are low. But crime rates don't change overnight. We're still pushing down, pushing down, pushing down, but if we ease up on our efforts, you'll start seeing that slow increase in crime. I think that's what some political leaders are missing—that it wasn't easy to get crime rates down so low, and it's going to be very difficult to maintain it. If we're losing people, we're not going to maintain it for very long.

Frederick, MD Chief Kim Dine:

We Found a Way to Maintain Accreditation

We usually run one academy class a year, but because of the economy we took a gamble last year and did not have one. So we essentially deferred a class, because I agree with what other chiefs have said; I'd rather use attrition if we have to cut back, instead of laying people off. So we skipped an academy class, which left us short of sworn personnel. That allowed us to do a little bit of hiring this year, even though we couldn't fill all of our sworn vacancies.

In Most Cities, Violent Crime Is Still Declining

Chuck Wexler: *For the most part, violent crime is still going down. Michel, what's happening in Los Angeles?*

Los Angeles Assistant Chief Michel Moore: We're doing phenomenally. We're down 18 fewer murders this year than last year—and last year was a record low for us. We had 314 homicides in Los Angeles last year. We hadn't had that few homicides since the mid-1960s.

Wexler: *314 homicides. And how many did you have back in, say, 1990?*

Assistant Chief Moore: Nearly 1,000. Our high was 1,092 in 1992.

Wexler: *From more than 1,000 to 314. Other cities are like that. Homicides in New York City went from 2,200 in 1990 to less than 500 last year. Chicago—more than 900 murders a year in the 1990s, that number has been cut in half. Here in Washington, almost 500 in the 1990s, down to less than 150 last year.*

Assistant Chief Moore: 7,000 fewer property crimes, we're down 7.5 percent overall in Part 1 crime, and down nearly 12 percent in violent crimes. So those measures are great. And we're doing that despite the lack of money and the shortage of personnel. But law enforcement is also about service and maintaining trust.

Wexler: *So the equation that we're talking about here is that everybody spends 80 percent of their time not on law enforcement, but on service delivery. Yet somehow as a profession, we have measured ourselves in terms of crime reduction. No one in policing loses their job because there is too much crime. Every police chief, every mayor knows this. You go to community meetings, and people don't talk about homicides, they talk about abandoned cars and graffiti, right?*

Assistant Chief Moore: Yes. But the point, I think, is that as we move forward, this is not about just weathering the storm for a year or two. The *Wall Street Journal* had an article recently saying that state sale tax revenues in California are not going to get back up to our 2008 numbers until 2016. Other states may bounce back faster, but in California, we've got another five or six years. And so the challenge is that it's not just, "Can we hold our breath until it's over?" It's where we're going for the next five or six years as a "new normal."

We also cut back on the number of training days per month for our SWAT team, so that we can have them on the street more. Another thing we did was a bit creative. One of our deputy chiefs, Kevin Grubb, came up with this idea. We're CALEA-accredited, and it's always a challenge to convince elected officials that it's worth the cost and effort to maintain that accreditation. So we combined the accreditations manager position with our records supervisor, and turned two positions into one so that we could maintain our accreditation.



Frederick, MD Chief Kim Dine

Wexler: *David, you guys in San Diego were making cuts even before the recession, right?*

San Diego Executive Assistant Chief David Ramirez: Yes, we've been cutting for the last two or three years. The City of San Diego has about 10,000 employees, and everyone, including police and fire, took a 6-percent pay cut about a year and a half ago.

Wexler: *So you've been cutting, and you have one of the lowest ratios of police officers to citizens in the country, yet your crime has remained relatively low. How many homicides did you have last year?*

Assistant Chief Ramirez: Last year we had 41, and right now we're at 22. Compared to last year at this time, we're down 37 percent in homicides. We've focused a lot on gang crime and it's really reduced our crime numbers overall. We had to lay off approximately 100 civilian positions last year; we eliminated our horse-mounted unit; we eliminated our boat unit and put those officers back in patrol. We reduced our K-9 unit from about 40 canines to 29. We are looking at further cuts like everybody else.

Wexler: *Is morale affected by all these cuts?*

Assistant Chief Ramirez: Yes it is. Unfortunately, all law enforcement agencies are struggling.



San Diego Executive Assistant Chief David Ramirez

Wexler: *So what isn't being done today in the San Diego Police Department that used to be done? San Diego has a reputation for community policing and problem-solving policing. Are officers not able to do that as much now?*

Assistant Chief Ramirez: Our focus has been on patrol. Our focus is patrol, and everything around it is just support. It's a philosophy that's worked well for us, that was brought to us by Chief Bill Lansdowne. We've cut our special units to make sure that our patrol is staffed. What I'm hearing is that a lot of the other chiefs of police are doing that as well.

Baltimore Commissioner Fred Bealefeld:

Cuts in Social Programs Will Impact Police

I think we need to remember that police departments don't exist in a vacuum. While we're gnashing our teeth about pensions and funding and budget cuts, the schools and other agencies are going through the same things. Baltimore is reducing drug addict treatment, reentry programs, jobs programs for teenagers, funding to reduce teenage pregnancy. And while the national unemployment rate is 9 or 10 percent, in parts of Baltimore it's 40 to 50 percent. We learned hard lessons in the 1990s and built programs to help lead us out of some of these social problems. And now these programs are first on the chopping block. I'm afraid we'll be seeing the results of all this in the next few years.

Philadelphia Commissioner Chuck Ramsey:

Cuts in Training Can Cause Problems Later

Chuck Wexler: *What about career development training? Chuck Ramsey, are you still able to do career training?*

Commissioner Ramsey: So far, I have not had to impact training at all. We're still sending people through the Northwestern School of Police Staff and Command, SMIP, FBI Academy, all of the training that we have been doing. I'm doing everything I can to avoid making cuts there. I think it's essential for us in Philadelphia. I think it's a matter of pay now or pay later. When I came into DC, there had been a lot of cutbacks in training, and a lot of bad things that happened on the street—the things that resulted in officers getting sued or getting fired—a lot of that had to do with the fact that management had let them down and hadn't provided the training that they needed. I learned a hard lesson from that, and I haven't forgotten it. In Philadelphia we've been cut a lot of places, but so far I've not cut training at all, and I have no plans to cut training.

Wexler: *That's your investment in the future, isn't it?*

Commissioner Ramsey: Yes it is. I've been in policing since '68, and this isn't the first recession I've gone through. We will get through this. It will never be like it was five or six years ago, but it will be better than it is it right now. So while you deal with the current issues, you also have to keep an eye on the long term and make that investment in your personnel, because they are the future.

Wexler: *Incidentally, Chuck, when Chief Howerton from Schaumburg said he has outsourced Internal Affairs, I thought of you because you just transferred 26 people into internal affairs, right?*

Commissioner Ramsey: Yes, we had 100, and we've increased it now by 25 percent. I don't think we could outsource it, because I doubt there's a company large enough to handle all the cases we handle in Philadelphia. Outsourcing is an interesting idea, but it wouldn't work in Philadelphia. We also have a task force where we work with the FBI on some of the more serious corruption cases, and I doubled the number of people that I've assigned over to the Bureau for that purpose.

It's interesting that when I put out a general message to the lieutenants and captains asking for people to submit resumes for assignment to IAD, I didn't know what I'd get back, but I got a lot of resumes from very, very good people, and from people who already had good jobs in the department. We've had some high-profile corruption cases in Philadelphia, and one of the things these applicants to IAD said when they were being interviewed was that they were just sick of the embarrassment that these cases were causing for the department. We had a case where the head of my union said, "Hey, we're not going to defend this guy." So people get tired of others in the department doing these things and hurting the department. And that's a good thing.

Daytona Beach, Fla. Chief Michael Chitwood:

Universities Help Us Cope with Cuts in Training Budget

Police budgets everywhere are being cut, and I was facing a cut in my training budget, so I contacted our Police Foundation and Daytona State College, the University of Central Florida, Keiser University, and Bethune-Cookman University. They really stepped up and helped us fill the gap, and here's what they have enabled me to do: I have 68 officers



Daytona Beach Chief
Michael Chitwood

who are going to school for free, to complete their associate's degree or bachelor's degree, through our Police Foundation. They also have helped me send my officers to SMIP, to the Florida Leadership Academy, and to the FBI Academy.

They've also partnered with me to develop an online training center for non-high-liability training, where the officers will come in and learn about first aid, blood-borne pathogens, domestic violence, and other issues online.

Wexler: *So one takeaway is that if a city can't fund training, there may be other options.*

Chief Chitwood: Yes, it was amazing how helpful these private institutions have been—to have the president of Daytona State College call and say, "Let's sit down and see what we can do." And it enabled me to get 68 people to go back to school to get their bachelor's degree or associate's degree.

Los Angeles Assistant Chief Michel Moore:

We Should See the Budget Crisis As an Opportunity

There is a sea change going on with municipal services, not just with police, but with fire departments, public works—everyone is suffering. In LA, we are reshaping what municipal government looks like, and it's requiring us to be thoughtful and take a close look at what services we will provide going forward.

We talk about false alarms and responding to fender-benders and so on, but it not just one issue or a handful of issues; there are a thousand issues like this. In Los Angeles, we've had new jails that we couldn't open because we don't have the money. When these things happen, I think it gives us an opportunity to focus attention on rethinking *what we do*. This year we moved almost 200 people from specialized units back into the field, and so we downsized many good units, many effective units. But it's an effort to rebalance things. Private industry does this all the time. They stop services that they can no longer afford and focus on what they know they're really good at.

Wexler: *You went through that issue with all those rape kits that weren't being analyzed, and it became a huge political issue, right?*

Assistant Chief Moore: Yes, and it's a national issue.

Wexler: *Yes, but it became a political issue for you in Los Angeles, because people said, "How could they not analyze these rape kits?" It's like everybody is one newspaper story away from having a big political issue blow up when there's not enough money to do everything.*

Assistant Chief Moore: Yes. With this rape kit issue, the kits that were not being analyzed were largely cases where the suspect was an acquaintance, and the issue was whether or not there was consent. Identifying a suspect was not the issue.

Wexler: *Didn't matter, did not matter.*

Assistant Chief Moore: Right, it didn't matter, because people were focused on the rape kits not being "tested." But it's about choices. The millions of dollars that were invested to solve the rape kit problem did not go to *other* needs—like analyzing fingerprints from residential burglaries and other very active crimes—serial crimes that, if you could solve them, you would prevent additional serious crimes and have fewer victims. But that wasn't a hot spot for the public's opinion, and it's public opinion that often is driving the resources. Fortunately in

continued on page 22

Cutting Police Services

Chuck Wexler: *Our survey showed that 47 percent of responding police chiefs said that police services in their community have been cut or will decline due to budget cuts. Eight percent of departments are no longer responding to all motor vehicle thefts; 9 percent of departments are no longer responding to all burglar alarms. Who here is no longer responding to all burglar alarms? [pause] Very few. So even though we know that 99 percent of the burglar alarms are false, it's still a hard nut to crack, isn't it? Fourteen percent of departments are no longer responding to all non-injury motor vehicle accidents. Chuck Ramsey, have you had any pushback since you did that?*

Philadelphia Commissioner Charles Ramsey: No, not really. We're just talking about not responding to strictly fender benders. If there's any personal injury, if the cars are not drivable, we do dispatch. If people do not have their license or insurance information, we'll send someone, although it's not a high-priority job. But we save quite a few dispatches as a result of that, and so far, so good.

Ventura, CA Chief Ken Corney: Like everybody else, we've cut back over 10 percent of our sworn officers, and for us it's really about deciding how to direct our crime-fighting resources to where there's the greatest value. For residential and commercial burglary calls, we have a verified response policy. As part of the policy, we don't respond to alarm calls between 7 a.m. and 7 p.m. unless there's some further information that there's an actual crime in progress or some other suspicious circumstance is reported or known related to the alarm call. As an example, if a neighbor sees something like a suspicious car in the driveway or the officer or dispatcher has some intelligence that there have been recent burglaries in that area, we'll of course respond. This policy applies only to burglary alarms, not panic alarms or robbery alarms, which we still respond to, along with all types of alarms between 7 p.m. and 7 a.m.



Ventura, CA Chief Ken Corney

Our response to auto accidents has also been modified. We don't respond for a full report to non-injury accidents. In these cases we'll either not respond or send a non-sworn person like a cadet to do an exchange of driver information—not a full investigation to determine fault. Of course when there is an injury that requires an ambulance, a treatable injury, not a minor complaint of pain, we still respond and complete a full investigation. We know the insurance companies do their own investigation too, so for non-injury accidents we let them do the detailed work.

We haven't had a lot of push-back in the community on either policy.

Wexler: *On this verified response issue, for years I've seen chiefs take this on, and it's a hot potato. The alarm companies get involved; they have a lot of money and they lobby; they make it*

look like something horrible is going to happen. But my question for the chiefs in the room is, "Is there a political opportunity now to do something about this?" You can say, "The budget has to be cut, and we're giving close scrutiny to everything we do. Does it make sense to have all these officers responding to all of these alarms when 99 percent of them are false?"

Baltimore Commissioner Fred Bealefeld: Not in Baltimore. The political constituency around that issue is powerful. It's the business community that's affected, the affluent sections of our community that are affected. When you start telling the business community that the police aren't going to come when their ADT alarm goes off, it will bother them in a big way. And I don't think that's politically tenable for a lot of people.

Gilroy, CA Chief Denise Turner: We looked at the Fremont, California model for verified response, and I tried to float that through my city council. They absolutely rejected it. But they did give me an opportunity to change our ordinance, so we have a full cost recovery ordinance now. Whenever we send a cop to a false alarm, we're going to recover whatever dollars it cost to send that officer, including the Com Center cost, and the cost of the false alarm program to manage that database.



Gilroy, CA Chief Denise Turner

Tulsa, OK Chief Chuck Jordan: That's exactly what we're looking at, too. But we ran across another problem. When we put out the fact that 98.6 percent were false alarms, we had some people in the administration start saying, "Well, if we get rid of that, these cutbacks are justified; we don't need all these officers if they're spending time answering false alarms."

Naperville, IL Chief David Dial: We're going into our third year of cuts, and we are looking at additional service modifications such as not responding to motor vehicle thefts, unverified burglar alarms, or non-injury traffic accidents. We may be asking people to file telephone reports, online reports or come into the station, Monday to Friday between 8 and 5, to report certain types of crimes. I do not expect a lot of pushback on those service modifications because I believe that the public will prefer that over paying more taxes.

Baltimore Commissioner Fred Bealefeld: Where we've been able to capitalize on the political opportunity of budget-cutting is the endless fairs and festivals and political functions that people throw in their communities and expect that we will rubber-stamp the police personnel, on little or no notice. We've been lamenting for a long time that we have to pay overtime out of our budget for this. So we're winnowing down police operational resources to go to these festivals. And because of the budget crisis, people understand the math of it. So we have now some protection from City Hall to say, "You're not going to get your permit for your street fair unless you reimburse the Police Department for providing those basic levels of protection."

continued from page 19

dealing with the rape kits we were able to raise federal grant money and private foundation support. Also, to help us better understand the cost/benefit of our investment in eliminating the backlog we're undertaking a study with a university to analyze the outcome of the millions of dollars that we put into the rape kit backlog, because you have advocacy on both sides. Some people will say, "You spent $4 million on these rape kits, and you only identified, say, 20 people." But others will say that identifying those 20 people was important, as each one is a rapist and removing them from the street is worth any expense. In the end, our responsibility to the public is to keep them informed as to the costs and benefits involved in terms of making these judgment calls about where to put the limited money we have.

Mark Williams, First Secretary, Justice and Home Affairs, British Embassy, Washington, DC:

The UK Is Also Facing Police Budget Cuts

There's a similar discussion going on in the UK, but in some ways, you're slightly ahead of us. Some police forces have already had to start shedding jobs, but policing in the UK is funded by the central government and not state and locals, which means the future won't become clearer until the new Government sets out its spending plans. They have already cut £6 billion off the main budget, and are proposing to cut another £61 billion over the next five years. So we're going through a process now where departments will find out how much they're to lose. But estimates say it'll be in the order of 25 to 40 percent.

Wexler: *25 to 40 percent? And that includes police agencies?*

Mark Williams: Our ministers made very clear that the police will not be immune. They're pointing out that crime has fallen, as it has in the States, and that places like New York and Canada have seen police numbers fall while crime has continued to fall. And they're saying that they would expect chief constables first to look to the back-office functions for efficiencies.

Wexler: *I read that Manchester, which I think has the second largest force, is looking at potentially cutting 3,000 positions from that agency.*

Williams: Manchester's already lost about 200. At the moment though I think we're still in the "skirmish" stage, where the unions are predicting something like 40,000 to 60,000 police jobs going, while the politicians are saying, "Don't be alarmist, there are certainly savings that can be made that won't necessarily be reflected in police numbers."

Wexler: *So this discussion that we're having here today is also occurring over in London?*

Williams: Yes, for these past few months. The government will soon produce its budget for the next five years, and Home Office ministers, Ministry of Justice ministers will say, "Right, well this means X for Department and the police." And then Chief Constables will have to make the decisions about how they spend that money.

Wexler: *And in addition to cutting budgets, they're also pushing decision-making down to the local level, is that right?*

Williams: Yes, there's a localist agenda. The new government is trying to push accountability down, trying to create locally-elected police commissioners to oversee the local police, more like the American model.



British Embassy First Secretary Mark Williams

The View from Academia: Police Chiefs Must Take a Long-Term View In Responding to the Economic Crisis

PERF's economic summit included a session in which four leading academics offered insights into the long-term implications of budget-cutting in policing. Following are summaries of their comments:

Dr. George Kelling, Rutgers University:

As Budgets Shrink, Remind Your Communities That Police Do More than Fight Crime

The factors that can reduce crime are multiple: the economy, the structure of the community, police activity, etc. And I've always believed that the factors that can produce crime or reduce crime are highly dependent on the context; it's local. In some neighborhoods, the state of the economy will really make a difference; in others, it doesn't matter at all.

But having said that, I think the police are singularly important in terms of crime control. To take one example, the New York subway system was completely out of control in the 1980s. As anyone knows who used the subway during that time, it was an extraordinarily dangerous environment. At that time, there were just under 4,000 police officers in the New York City subway. Today the New York City subway is a peaceful place. People often queue up to get on trains; there are days when there are no reported felonies; ridership has increased by approximately 2 million since the 1980s; fear is way down. In all, crime dropped significantly. And the only changes that really happened were the changes that Bratton introduced [aimed at establishing order in the subway system by stopping turnstile-jumping, aggressive panhandling, defacing of train cars with graffiti, etc.].

Given that the subway was a closed environment and that the police activity was the only change, it's one of the most powerful arguments yet that police can have an enormous impact on crime if they put their minds to it and get busy doing it.

But now, many years later, with crime way down and fear of crime way down, there are fewer than 2,000 police policing the New York subway system—half the number that policed it during the 1980s. To borrow Malcolm Gladwell's phrase from his book *The Tipping Point,* the subway reached a tipping point where the gains that were initially developed by the police took on a life of their own. Order could be maintained and crime kept under control with far fewer police officers.

It seems to me that that's a basic issue. We have many examples of the need to have large numbers



Dr. George Kelling, Rutgers University

of police initially, but then as control is gained, the community is empowered, and the neighborhood comes together, far fewer police are required.

I think that as police chiefs you need to deal with the implications of that. I am not developing the argument that fewer police are needed, but it's not hard to develop such an argument. *In my view, the gains that we have made in crime control are going to persist.* We know what to do now in a lot of places regarding many types of crime. We know how to intervene when spikes start to occur.

The trouble is that we have trumpeted our success in crime control but have tended to ignore all the other value that policing provides to neighborhoods and communities. As soon as we start touting one measure, we invite a dangerous trap for ourselves. Yes, crime is down, but we have many other values that we have to be worried about. We have a whole issue regarding immigration and the integration of immigrants into this country. We still have the racial issue. We have Section 8 housing developing now where large populations of the poor are moving out of concentrated public housing into other neighborhoods. What will all this mean in terms of policing?

We need to tout the multiple values that police serve and market those, not merely as legitimate, but as extraordinarily important issues in a democratic society.

I had very mixed feelings listening to the comments from chiefs today, because it sounds as if many departments are backing away from community policing, which we know works. Many chiefs are talking about making a priority of responding to calls for service, which requires having officers riding around in cars. That would be a return to a failed strategy of the 1950s and '60s that we know doesn't work!

During the '50s and 60s, we marketed an approach to policing that centered around rapid response to calls for service. Responding to all calls within 3 minutes was the model of full-service policing. Riding around in cars was supposed to reduce crime by creating a feeling of police omnipresence. But this got us into a completely reactive mode. Demand for service via the telephone increased and increased, and service meant sending a car. Anything short of that was considered less than full police service, and we got trapped by that.

We need to develop a strategy for the next five to 10 years that recognizes the fact that these reductions in police personnel are real. And this long-term strategy must be built on what the core services of policing really are.

In my opinion, the basic mission of policing is *preventing crime and maintaining order.* The indicators of success are order itself and reduced crime. These are not "activities after the fact," such as making an arrest. Clearances and arrests are nice, but they mean something bad has already happened.

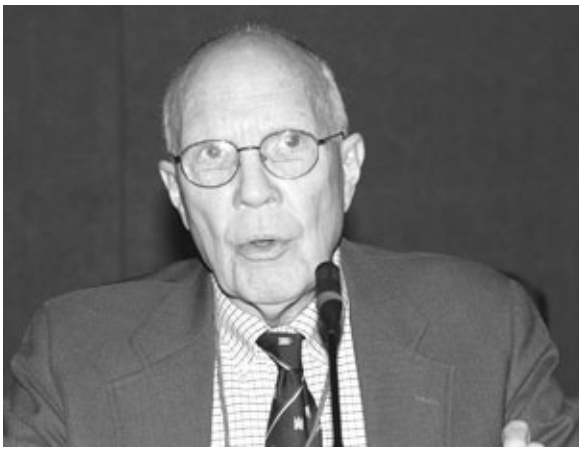
Do not be surprised when crime continues to go down. It's a product of your success, and I would argue that you could do it with fewer cops. But you can't do all the things we expect out of policing [with fewer officers], and you've got to start touting those other values that police as a matter of routine do, but rarely claim credit for. You protect justice. You protect the individual rights of citizens. Those are functions as important as your crime control functions, and you've got to tout those and make them part of any future strategy.

Dr. David Bayley, State University of New York at Albany:

I'm Worried about Outsourcing Of Policing to the Private Sector

Police chiefs should not be surprised that crime numbers continue to drop even as they have had to cut officers. We've known for many years that it's been very hard for academics to associate the number of police per person with crime rates—it just can't be done. America has always been an experiment testing this. There are some police departments that have a density of police officers of 200 per 100,000 citizens; others have a density of 400 or 500 per 100,000. That's a huge difference. Yet the crime rates across the board have followed the same trajectory from the 1960s to the '90s, and then the decline from the 90's through now. Whether you're in a large department or a small department,

Dr. David Bayley, State University of New York at Albany



whether you have a lot of cops or a few cops, the crime trend pattern is similar.

I think to some extent, we pay too much attention to the number of police officers. Police chiefs represent the public sector of policing, but I think we also have to ask: What is happening in the private sector? Could it be, for example, that over the last 20 years, given the growth in private security, the number of visible, uniformed bodies in America has increased? And if you believe that uniformed presence deters, that may be part of the explanation for the declining crime rates. What might be happening at the moment is that policing is being outsourced to the private sector.

I'm very worried about the fact that as public policing reduces its budget and reduces bodies, it will become specialized in the work that it does, focusing especially on crime prediction and on criminal investigation—thereby leaving public order and visible deterrence to the private sector. I would consider that a huge mistake. I believe that it's terribly important—for the future of police and the future of our democracy—that the public sector stays engaged with the public. My view is that departments should better publicize the importance of the 80 percent of their work that's service-oriented, rather than the 20 percent that's crime-oriented.

I worry about the public beginning to withdraw tax resources from public policing and beginning to contract with the private sector. So I think you have to stay engaged with the American public for your own future.

Another issue is the question of legitimacy. I think the public police do a very good job in teaching about the rule of law and its importance to us, and I don't trust the private sector to teach those lessons.

Finally, I think that information comes in important ways from your engagement with the public. And for the special task that is going to remain important for the next decade—counterterrorism—we have to stay engaged with the public, especially with new immigrant communities, to understand precursor activities to homegrown terrorism as well as climates of opinions in specialized groups in the United States.

So I think that there are a lot of things that the public sector needs to emphasize in selling itself to the public. I understand your political dilemma at the moment—that you find your numbers declining and crime declining at the same time, and you don't know what to say to the politicians who control the purse strings. And I think you have to become more clever at emphasizing these other things that you can get but *only* if you remain engaged with the public generally, and are not simply specialized in criminal investigations.

Dr. Daniel S. Nagin,
Carnegie Mellon University:

Evidence Supports a Shift in Funding From Incarceration toward Policing

Over my entire career, I have been very interested in the deterrent effect of criminal penalties. Recently I wrote a review paper on what we know with an economist at the University of Wisconsin, Steve Durlauf, and the title of the paper is "Imprisonment and Crime: Can We Reduce Both?" And our conclusion is yes, we can reduce crime and incarceration, but it requires a shift in policies.



Dr. Daniel S. Nagin,
Carnegie Mellon University

In particular, it requires a shift in our country's polices away from *severity*-based crime control policies to *certainty*-based policies. Looking at the evidence on the deterrence effect of increasing already-lengthy sentences, there's very little evidence that those increases have a material deterrent effect. By contrast, there is very substantial evidence that the police, if properly mobilized, can affect crime rates, that they can stop crime from happening in the first place, not just capture bad guys.

And the reason that is so important is that if the police stop a crime from happening in the first place, there is no need to punish somebody, and therefore society does not have to incur the cost of adjudicating the case and then imprisoning someone, often for 20 or 30 years, particularly in the case of California's "3-strike" laws.

So, operationally, what we conclude is that our country could both reduce crime and imprisonment by shifting resources away from corrections-based policies, toward police-based policies. And we could do that and have both with less, without increasing our expenditures in the criminal justice system.

But what I'm hearing today is that we're not talking about shifting resources; we're talking about cutting resources. And I fear that is just the opposite of what Steve and I recommended. And I say that for the following reason: imprisonment rates are very substantially driven by *statutory requirements* regarding the length of sentences and so forth. And those things are far more sticky than budgets.

And so my concern is that what could be happening over the long haul is that those sentencing laws will remain the same and there will be cutbacks in policing. So we could have more crime and more imprisonment as a result of these changes, rather than what we're recommending.

Dr. Tom Blomberg, Florida State University:

Legislators Are Demanding Solid Research on What Works

I've been in criminology now for just under 40 years, and I got into criminology to do what I'm doing here today—meeting with practitioners and trying to bring research to bear on their problems.

I'm hopeful that something can come out of this meeting with what Dan Nagin is doing regarding imprisonment. I edit the *Journal of Criminology and Public Policy,* and we're coming out with a special issue titled "Crime and Imprisonment: How To Reduce Both." And the focus is *entirely* on law enforcement.

We will be holding a Congressional luncheon in mid-February, and we're hoping to get that message to federal legislators.

I think the one perplexing question is that we have had recessions before, and there have been cutbacks in law enforcement before, but unfortunately, we really haven't studied those with any kind of detail. So it's almost as if we're in a new situation. I think it's a little unconscionable that we don't have the track record. Does history just have to keep repeating itself without us learning some things? I think it comes down to what I hope would be a new level of cooperation between the research community and all of you.

I can tell you there are some economists who have looked at the costs of the criminal justice system and victimization costs, and they come up with some estimates of between one and two *trillion* dollars.

Dr. Tom Blomberg,
Florida State University



I've noticed that there has been an increase in demand on the part of legislative groups for more scientific evidence. I recently met with a Florida senator about a reentry program, and his statement to several people was, "Look, I don't care if it looks good, if it smells good, even if it tastes good. If it doesn't have scientific proof, it isn't good." So it's a lot better going before a county board of commissioners or a city commission with research data than with hunches and guesses.

I think there needs to be a new level of collaboration between the scientific community and criminal justice practitioners. I'm talking about a discipline-wide orientation that recognizes the value of sitting in groups like this, and hearing about these problems, coming up with research questions, and doing responsible science that is able to address important crime problems. We haven't done that as a norm, and I think that needs to change. We need "research brought to life." So you may want to establish productive partnerships with universities in your states.

Union Leaders Tell Police Chiefs: Our Members Are Skeptical About Budget Cutting

THE PERF SUMMIT INCLUDED A SESSION IN which two leading police union executives offered the perspectives of their members about the economic crisis and the budget cuts that are being imposed on police departments across the nation:

Sean Smoot, Treasurer, National Association of Police Organizations and Chief Legal Counsel, Illinois Police Benevolent and Protective Association:

Officers Are Feeling the Cutbacks Every Day

Our members tend to be skeptical to begin with, because they're police officers. And for years they've been told that there's no money for pay raises and other things, and for years it wasn't really true. It may be true now, but there's a certain amount of skepticism.

What's happening now is that our officers are being told, "Here are the keys to a squad car, and oh, by the way, it has 250,000 miles on it," or "We can't provide you with a new ballistic vest this year. We'll apply for a grant, and if you want buy your own, that's fine, but that's on you." These are the kinds of situations that our guys are looking at every day.

One thing that some cities have done when there was talk of pulling the school liaison officers out of the schools—I don't want to say "strong-armed," but they pushed the school districts to enter into intergovernmental agreements where the school district reimburses the Police Department to have those officers in the schools.

I think a lot of challenges that we're facing are (1) a product of our success, and (2) a result of us not doing a good enough job promoting the things that we do. Crime stats alone are not a good representation of how good a police department you have. If the citizens *feel* safe, now that is a pretty good indicator.

Thomas J. Nee, President of NAPO and President of the Boston Police Patrolmen's Association:

We See a Lot of Politics Behind Budget-Cutting

Public safety is not on anybody's screen right now. We see a demand on us that's unbelievable, but we're not seeing any more money. There's a lot of politics behind the budget cutting. And that's why I'm very skeptical. No one is downsizing the political side of



NAPO Treasurer Sean Smoot



NAPO President
Thomas J. Nee

government—you know, the parks and all the festive occasions that are still going on. People do not like the fact that we have public pensions and stability in our workplace [when people with private-sector jobs are being laid off]. That's working against us big-time. If we hadn't had the Vice President and the Attorney General's attention over the last two years, I don't know how else you folks would be keeping your departments afloat without the federal money [for hiring of police].

Take the mounted unit in Boston. We had 10 horses in city of Boston. *Ten.* And they took that off the board, which produced a total of about $450,000 in savings. How many of us have worked a crowd control demonstration, especially with the colleges and the Red Sox and Patriots celebrations? What are 10 horses worth to a police chief?

Right now the public says, "OK, lay off 100 people." But I think that when people start calling 911 and are told that the nearest car is on another call and 25 minutes away, the public will wake up and want to put back the cops.

Cuts in training are a problem. The patrol officers, the people out there answering the 911 calls—if you don't train them, you're asking for trouble.

Let's be honest, when officers lay their heads on their pillows at the end of the day, these men and women who are out there willing to risk their lives for people they don't know—they deserve some respect.

Seeing the Economic Crisis as an Opportunity for Reform

THE PERF ECONOMIC SUMMIT INCLUDED A final discussion in which police chiefs tried to synthesize the information and analysis they had heard and identify a path forward.

"Has our world changed, and are we going to change with it?" Chuck Wexler asked the participants. "Or are we still responding to the way it was? How can we see this as an opportunity? How can we change the discussion from looking backwards to looking forward?"

Following are some of the participants' remarks:

Newark, NJ Police Director Garry McCarthy:

The Crisis Is Creating Opportunities for Change

I think we have a unique opportunity. As I look at the police executives in this room, I realize that we're not our fathers' police executives. The world has changed dramatically. We have heard about how much policing has changed and how much more difficult the job is for a police officer. I think it's probably 10 times more difficult for police *executives* today. I think this economic crisis will give some of us an opportunity to test out skills that we've been honing now for a long time.

The situations are different in different departments. I'm in my 30th year of policing. For 25 years I was in the NYPD, the last seven as a deputy commissioner, and during the years I worked under Mayor Rudy Giuliani, under Howard Safir and Bernard Kerik, every Thursday afternoon we had a two-hour meeting with Mayor Giuliani. In Newark, it's different. Right now I'm being left alone to make decisions about the agency.

One of my struggles has been to create a meritocracy, which is a hard concept for the department to accept, because everything's civil service and test-taking. And the way you got ahead in the agency was to get political support from an elected official or candidate. But the stress of the economic crisis is changing things. There is no longer any room for sacred cows. I have three lieutenants, six sergeants, and up to 60 police officers that I'm going to be able to move into real policing functions who had been in office jobs. So the economic stress has caused a scenario where the old ways are being thrown overboard. And I believe that it gives me the opportunity to create a performance-based agency, an effort that was being obstructed before.

San Francisco Assistant Chief Tom Shawyer:

We Are Pricing Ourselves Out of Business

We have $1 million budgeted to hire 16 new civilian investigators. This is a program that Chief Gascón developed when he was in Mesa, Arizona, not only to get a service at a lesser cost, but also to plan for the future. He believes that this is not so much about saving money as it is acknowledging the reality that's coming toward us, that we're pricing ourselves out of business.

I'll give you some of the specifics of the program. We had that $1 million budgeted to hire 16 investigators who will go to an 11-week academy, and then to an 8-week field training program. They will work out of 4 district stations, and they will work from 7 in the morning until 10 at night. They will go out and handle lower-level crimes where there is no hazard, where there's no identified suspect. They will do things that officers typically are



San Francisco Assistant Chief Tom Shawyer

either not trained to do now, or they don't have the time to do, and they'll do it in a way that's very customer-service friendly.

So for example, when Chuck Wexler has his car broken into, he won't have to wait 8 hours for an officer to come out and essentially take a police report. Instead, he'll get an appointment, so he'll know that at a certain time a highly trained officer will come out, will do a police report, will secure evidence, and will pass information on to investigators at the station level.

This is a pilot program, and in a way is a drop in the bucket. We expect to handle 15,000 calls out of 1.6 million calls total, but it's a start. San Francisco has not done well with civilianization in the past. People like to talk about civilianizing but don't want to fund the positions. This has been going on for decades. We lost 50 percent of our civilians to the recession of the early '90s, and have been playing catch-up ever since.

Wexler: *These civilian investigators will be less expensive than San Francisco detectives?*

Assistant Chief Shawyer: Yes, it will save about $40,000 a head.

Dr. George Kelling:

We Should Rethink How We Are Using Patrol

Wexler: *If we change what policing is about and move to a new model, what will success look like? How will we measure whether we are being successful and hold ourselves accountable?*

George Kelling: This is a basic issue that I've been thinking about for a long time. If a patrol officer does his or her job well on the beat, that means that nothing happens, so there's nothing to record. It seems to me that we have to find a way to work around that. That means we have to work on slowly selling other measures that are aggregate measures, but that have to do with particular beats. For example, one method of doing that is surveys and focus groups.

Wexler: *What's the opportunity here, George, that we're missing? If you were a chief, what would be the opportunity you would want to take advantage of?*

George Kelling: Enhancing patrol. We've talked about patrol being the backbone of policing, but we all know that we *underutilize* patrol. It seems to me that we have the opportunity at this present time to rethink how we're using patrol, and rethink how we're using criminal investigation, and how we're using special units.

For example, I don't think that we necessarily need to have special officers in schools, as long as beat officers are spending a lot of time in the schools—and they are *allowed* the time to spend in the schools. This is the opportunity now, it seems to me, to really invest in patrol, along the lines that we've rhetorically supported for a long time.

It's also a time to review criminal investigation, because it seems to me that even good investigators are terribly underutilized. When detectives investigate a case, they get a lot of information about problems in the neighborhood, but that information is rarely used, even by the detective who gets it, because they're so case-focused.

Wexler: *Should we be thinking of consolidation of departments? Should we be thinking about outsourcing?*

George Kelling: We ought to be thinking about more civilianization, and yes, we ought to be thinking about regionalization of particular functions, or consolidation of particular functions. I think consolidation of police departments is politically a dead issue. It's going to happen in a few places, but this has been on the progressive agenda since the 1880s. It has never captured the imagination, and I'm not sure we want it, because local control in the United States is an expression of the idea that if citizens can govern themselves, they can police themselves, and they do that with local service. But what ought to be on the political agenda is consolidation of particular functions, such as laboratories, which we've already done. And we should think about outsourcing some things. For example, police management of their own computers is generally a disaster.

During the early 1970s, Frank Dyson in Dallas had a model of policing which he called the generalist/specialist model. Everyone was a patrol officer, and in addition to that, some people received special training in handling domestic violence, others in criminal investigation, others worked in the schools, and so on. So if I was a domestic violence guy, and in my beat I had some problem involving trouble in a school, I would call in one of the people who was trained in dealing with school problems. And the other aspect of this model is that you link the acquisition of additional skills to additional pay, so we think of promotion *within* rank, rather than promotion out of rank.

For example, the Dallas PD is about to roll out the first "Crime Tip Phone App" on both the iPhone and the Droid. The idea is to communicate with citizens through the media that they are comfortable with. We had the All-Star Game in Dallas, and LeBron James went to one of our shopping malls. Within 15 minutes, 40,000 people descended on that mall. They heard about it through these social media. So we know that members of our community are using these social media in a big way, and it's a good way for us to get in touch with them. I think that if we can take advantage of new opportunities like this, we can call it Community Policing 2.0. It's not your father's community policing, it's a new way to engage the community and enlist their help with public safety.

I also want to emphasize collaborative efforts with state and other local agencies and the Feds.

You know, Dallas is getting the Super Bowl here in February, and we're collaborating with a lot of people on that. But on day-to-day crime issues and terrorism issues, we have territorial wars that we can't overcome sometimes. I think these budgetary restraints are pushing us towards collaboration in order to be effective and efficient in our job. And that's a good outcome, I think, to look at issues more broadly. We already are collaborating with DEA and FBI on a lot of things and committing resources to regional task forces, which allow us to have an effect on the whole region, rather just our city.

Dallas Chief David Brown:

It's Time for Community Policing 2.0

I think there has been a paradigm shift. Dr. Kelling and Dr. Bayley hit the nail on the head when they said that if we revert to focusing only on answering calls for service, we take a step back in law enforcement. The way forward is to be more efficient and re-engage the community in new, creative ways.



Dallas Chief David Brown



Lawrence, MA Chief
John Romero

Montgomery County, MD Chief Tom Manger:

We All Realize We Need to Move Forward with Fewer Resources

We have to look forward. We can't just sit around and complain and wish things were the way they used to be and reminisce about how much success we had reducing crime. I think we all need to accept the challenge that we've got to move forward here with fewer resources than we've had. There are ways to do it; we've talked about a lot of them here. I think this meeting is very valuable; I've got about 10 pages of notes. I haven't yet heard anyone here throw their hands in the air and say, "You know what, I give up."

Grand Rapids, Michigan Chief Kevin Belk:

Focus on Your Community and Defining Your Mission

I think we're all in the same boat. There are no easy answers; it's going to be in the incremental things that we do that will allow us more forward. We need to focus on our relationship with the community and defining our primary mission. The absence of crime is what we ought to be striving for. The specializations that we often get involved in do not necessarily lead us to that end.



Grand Rapids, MI
Chief Kevin Belk

Minneapolis Chief Tim Dolan:

Using Officers to Best Advantage Can Make Them Happier and More Motivated

Policing is always in a time of change, but it is clear that right now we're in a time of much bigger change. Our criminologists here tell us that we were the people who pushed for the changes that got us to where we are in policing, with much lower crime and other positive things. And the leadership that we have in this room will be what pushes us to the next level. I think it's about creating a sense of value for our officers who are out there on the street, within their communities. We've got some very bright officers. We're all hiring a very intelligent corps of people, and they want to be more generalist. They want to get involved more in providing services.

Wexler: *Isn't this your challenge at this moment, when you're having to cut wages and tell your officers that they need to do more, when morale is down, that somehow as leaders you have to keep your people motivated so you can show the community that you are providing good value?*

Chief Dolan: We're doing that, Chuck, as you know, on domestic assault. When officers respond



Park Ridge, IL Chief Frank Kaminski

to those calls, they interview the victim, interview the arrestee, do an initial statement and preliminary investigation, provide information to the victim about temporary shelter and other services, and all of this has increased our prosecutions tremendously and reduced domestic assaults. And the officers love it. It makes their jobs more fulfilling.

Park Ridge, Illinois Chief Frank Kaminski:

Consult a Citizens Advisory Panel on Budget Cuts

For me, at the agency I'm in now, this is an opportunity. The culture of the agency needed to be changed, and the economic crisis is an opportunity to look at the efficiency of the organization.

I also think the crisis is going to help in building public trust. When I started to see budget cuts coming, the mayor and I put together a chief's advisory task force, with representatives throughout the city. And when the cuts started coming, I got input from the citizens and from this group, and I think it helped them understand the situation better. Even though we're making cuts, people have a better appreciation of the department and I think it's helping to build trust in the organization for the future. One other point is that in making budget cuts, I had to eliminate various ranks, so there are new people in key management roles. And it's an opportunity for them to develop themselves.

NAPO Treasurer Sean Smoot:

Have Honest Discussions with the Officers

I think the big thing moving forward is the opportunity for thoughtful and deliberate collaboration between all parties that are involved. It may be easy in the short term for you to react as a police executive to a budget cut by saying, "I'm going to eliminate this unit; I'm going to move these people over there." But it may not be the right decision for the department in the long term. And that's where I think collaboration needs to come in, with involvement by the line officers and the middle managers. Having open, honest discussions about what's possible will produce a better result.



Prince William County, VA Chief and PERF Vice President Charlie Deane

Prince William County, VA Chief Charlie Deane:

Ask Your Residents What Is Important to Them

This is a fascinating discussion; it seems we have many common issues. I thought my budget was in

pretty bad shape, but now I feel blessed to only lose $2 million out of a $77-million budget.

I think what I take away from this discussion is that we as chiefs are facing a significant public education challenge. And that means educating our employees, our elected and appointed leaders, and also our community at large.

For example, I think it's important that we explain the fact that crime statistics not only don't measure everything we do, they don't even measure crime very well. Think of what's outside the UCR data—computer crimes and identity theft and the list seems to grow each day.

I think about my community's expectations. When we have a child missing or a child abuse case, we send everything that we have, because if we fail, our community doesn't get over it for a long time. So our challenge is to have the public understand our challenges and that it takes resources to meet their expectations.

As we talk about what we do as police, we have to do a better job of listening to what members of the community think is important. And we need to let them help us decide what we should continue to do.

About the Police Executive Research Forum

THE POLICE EXECUTIVE RESEARCH FORUM (PERF) is a professional organization of progressive chief executives of city, county and state law enforcement agencies who collectively serve more than 50 percent of the U.S. population. In addition, PERF has established formal relationships with international police executives and law enforcement organizations from around the globe. Membership includes police chiefs, superintendents, sheriffs, state police directors, university police chiefs, public safety directors, and other law enforcement professionals. Established in 1976 as a nonprofit organization, PERF is unique in its commitment to the application of research in policing and the importance of higher education for police executives.

PERF has developed and published some of the leading literature in the law enforcement field. A series of reports in the "Critical Issues in Policing" series—*A Gathering Storm—Violent Crime in America; 24 Months of Alarming Trends;* and *Violent Crime in America: A Tale of Two Cities*—provides in-depth analysis of the extent and nature of violent crime and countermeasures that have been undertaken by police. In its 2009 book *Leadership Matters: Police Chiefs Talk About Their Careers,* PERF interviewed 25 experienced police chiefs about their strategies for succeeding as chiefs and working well with their mayors, their officers, and their communities. PERF also explored police management issues in *"Good to Great" Policing: Application of Business Management Principles in the Public Sector*. And PERF produced a landmark study of the controversial immigration issue in *Police Chiefs and Sheriffs Speak Out on Local Immigration Enforcement*. PERF also released *Exploring the Challenges of Police Use of Force* and *Police Management of Mass Demonstrations: Identifying Issues and Successful Approaches,* which serve as practical guides to help police leaders make more informed decisions. Other publications include *Managing a Multijurisdictional Case: Identifying Lessons Learned from the Sniper Investigation* (2004) and *Community Policing: The Past, Present and Future* (2004). Other PERF titles include the only authoritative work on racial profiling, *Racial Profiling: A Principled Response* (2001); *Recognizing Value in Policing* (2002); *The Police Response to Mental Illness* (2002); *Citizen Review Resource Manual* (1995); *Managing Innovation in Policing* (1995); *Crime Analysis Through Computer Mapping* (1995); *And Justice For All: Understanding and Controlling Police Use of Deadly Force* (1995); *Why Police Organizations Change: A Study of Community-Oriented Policing* (1996); and *Police Antidrug Tactics: New Approaches and Applications* (1996).

To learn more about PERF, visit www.policeforum.org.

We provide progress in policing.

About Motorola and the Motorola Foundation

MOTOROLA IS KNOWN AROUND THE WORLD for innovation in communications. The company develops technologies, products and services that make mobile experiences possible. Its portfolio includes communications infrastructure, enterprise mobility solutions, digital set-tops, cable modems, mobile devices and Bluetooth accessories. Motorola is committed to delivering next generation communication solutions to people, businesses and governments. A Fortune 100 company with global presence and impact, Motorola had sales of $36.6 billion in 2007.

Today, Motorola comprises three business units: Enterprise Mobility Solutions, Home & Networks Mobility, and Mobile Devices.

Enterprise Mobility Solutions includes the mission-critical communications offered by our government and public safety sectors and our enterprise mobility business, including analog and digital two-way radio as well as voice and data communications products and systems. Motorola delivers mobile computing, advanced data capture, wireless infrastructure and RFID solutions not only to clients in the public sector, but also to retail, manufacturing, wholesale distribution, healthcare, travel and transportation customers worldwide.

Home & Networks Mobility provides integrated, end-to-end systems that seamlessly and reliably enable uninterrupted access to digital entertainment, information and communications services over a variety of wired and wireless solutions. Motorola provides digital video system solutions and interactive set-top devices, voice and data modems for digital subscriber line and cable networks, and broadband access systems (including cellular infrastructure systems) for cable and satellite television operators, wireline carriers and wireless service providers.

Mobile Devices has transformed the cell phone into an icon of personal technology—an integral part of daily communications, data management and mobile entertainment. Motorola offers innovative product handset and accessory designs that deliver "must have" experiences, such as mobile music and video—enabling seamless connectivity at work or at play.

The Motorola Foundation is the independent charitable and philanthropic arm of Motorola. With employees located around the globe, Motorola seeks to benefit the communities where it operates. The company achieves this by making strategic grants, forging strong community partnerships, fostering innovation and engaging stakeholders. The Motorola Foundation focuses its funding on education, especially science, technology, engineering and math programming.

For more information go to www.motorola.com.

APPENDIX

Participants at PERF Summit "Is the Economic Downturn Fundamentally Changing How We Police?"

September 30, 2010, Washington, D.C.

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PRINCE GEORGE'S COUNTY, MD POLICE DEPARTMENT

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BAILOR SECURITY CONSULTANTS, LLC

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Chief Anthony Batts
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Professor David Bayley
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Commissioner Fredrick Bealefeld
BALTIMORE CITY POLICE DEPARTMENT

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DALLAS POLICE DEPARTMENT

Major Joseph Burris
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Chief Jack Harris
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Director of Government
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JOE BIDEN

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THOMASVILLE, NC
POLICE DEPARTMENT

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WASHINGTON, DC METROPOLITAN
POLICE DEPARTMENT

Chief Chuck Jordan
TULSA POLICE DEPARTMENT

Chief Frank Kaminski
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Chief George Turner
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First Secretary Mark Williams
BRITISH EMBASSY, WASHINGTON

Major Thomas Wilson
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We provide progress in policing.

**We are grateful to Motorola
for its support of the
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