

APPENDIXES

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APPENDIX A

The Fellowship And Expert Panel

In August 2000, the COPS Office sponsored an Advancing Community Policing Visiting Fellowship, housed in the Policy Support and Evaluation division of COPS, to explore the successes, challenges, and experiences resulting from this unusual grant program.

Site visits conducted by the visiting fellow were informal and conducted in the spirit of cooperation, trust, and respect. Of keen interest to everyone was the opportunity to find out what the grantees had done with their projects and to help them connect with each other to share innovative ideas. Each project was a local effort supported with federal funds.

The fellowship style of inquiry was designed to be congruent with such community policing

values as collaboration, respect, and partnering for successful results. A significant part of the methodology included the creation of an expert panel of senior law enforcement executives and practitioners.

An expert panel was convened to analyze and comment on the Advancing Community Policing grants. The unique methodology and working relationship of the panel merits recognition. At the outset, the members of the expert panel agreed to provide meaningful commentary on the work of their peers to advance community policing efforts at an institutional level. At its first meeting, in November 2000, the panel agreed that analysis of practical, working programs would represent the most compelling and catalytic testimony on the effectiveness of community policing. It also noted

that a practical investigation of the subject would add needed information to the field. As a consequence, the panel proposed an ambitious methodology of analysis and written commentary that could contribute to the important and growing body of literature about community policing.

To meet this goal, the panel first identified the most critical issues confronting agencies that were attempting to transform their organizations to support community policing. These issues included the degree of innovation and creativity of the grant application, the extent to which an organization was receptive to change, the capacity of an agency to sustain innovation, and the candor and thoroughness of an agency in its assessment of what succeeded and (just as important) what failed. In addition, the panel took into account geographic location and demography, jurisdiction, mission, agency size, and other factors in an effort to establish a representative sample of agency programs on a national level.

The panel first analyzed each of the grantees against these criteria, then developed a series of tiers that identified and focused on two clusters: the nine agencies that would receive in-depth inquiry and the additional agencies whose

initiatives could be captured in more abbreviated case descriptions. The overarching goal of this exercise was to summarize and analyze the initiatives, innovations, ideas, lessons learned, successes, and false starts that, in their totality, paint a comprehensive picture of community policing as it currently exists.

Fellow Andrea Schneider undertook a rigorous process of review and dialogue with the agencies that were selected. A key element of this process was a series of site visits during January and February 2001. Members of the expert panel accompanied Schneider on several site visits and contributed to an often intense examination of programs, obstacles, and lessons learned with agency commanders, representatives, and community members on their home turf.

On occasion, the team provided technical assistance to an agency it visited, specifically in the areas of strategic planning, training, and overcoming resistance to change. This was a concomitant—and much appreciated—benefit to the site assessment approach. At the same time, the panel and each agency selected for examination participated in an ongoing written dialogue.

Upon receipt of program summaries and assessments, the panel submitted new questions and challenges to the agency, which in turn generated new, and ever more thoughtful, draft summaries. This correspondence made the process of drafting each case study dynamic and interactive, and ultimately captured those experiences that were unique to each and those that were common to all of the agencies selected for review.

From April to July 2001, the panel members communicated frequently via conference calls and email, as the draft visit reports were reviewed and refined. In addition, each panel member contributed written commentary to the nine case studies that highlights the broader issues of organizational change.

This report is the result of the commitment of agency leaders, the readiness of organizations to change, and the availability of much-needed resources, skills, and time for implementation. Many variables contributed to both the successes and the failures in achieving and managing change and effecting meaningful outcomes. Examining the challenges was as important as looking at the successes, especially in terms of midcourse corrections and lessons learned.

APPENDIX B

Project Types

Priority Area One: Leadership and Management

Managing innovation at all levels of an organization is extremely difficult. Change strategies in this area might focus on enhancing managerial skills through leadership training, developing new techniques for overcoming resistance, implementing short-term and long-term strategic planning mechanisms, remapping managerial systems, redesigning performance evaluation and promotion procedures, decentralizing command to local levels, or improving the relationship between labor and management.

Priority Area Two: Organizational Culture

Changing organizational culture or reducing its impact on behavior is one of the greatest challenges for any administrator, especially in policing. Innovative approaches might include training for mid-level managers, developing new performance measures for patrol officers, altering traditional field training programs, designing new recruiting strategies to attract (and retain) a diverse field of employees (both sworn and civilian), and other human-resource reform efforts designed to encourage innovation and reward officers for engaging in community policing activities. The COPS Office welcomes other innovative ideas for changing elements of the organizational culture.

Priority Area Three: Modifying Organizational Structures

The structure of an organization is more than a series of lines and boxes on an organizational chart. Organizational structure defines lines of authority, communication, and responsibility. Research has shown that police agencies often need to restructure in order to enhance their community policing strategy. Restructuring means changing the fundamental design of an organization.

Organizational structures are defined by a number of elements—the depth of the hierarchy (rank structure), the geographic spread (number of precincts and beats), formalization (the degree to which the organization is governed by strict policies, procedures, rules, and standards), the span of control (number of subordinates per supervisor), the degree of specialization, and many other features. Many community policing efforts involve changes to one or more of these structural elements.

Strategies in this area might include widespread structural changes such as geographical decentralization, managerial decentralization, flattening the

rank structure, decreasing formalization, implementing geographic accountability, and other structural reforms aimed at increasing worker autonomy and information flow and otherwise enhancing community policing.

Priority Area Four: Research and Planning

Unlike private-sector organizations, public-sector organizations often do not devote a significant amount of their resources to research and development. When research and planning units exist in police agencies, they often are used to produce annual reports and track agency statistics for recordkeeping rather than for analytical purposes.¹ Applicants might develop or expand a research and planning unit to conduct in-house research and evaluation, examine ongoing agency operations, conduct sophisticated crime and trend analyses, analyze policy development, rationalize resource deployment, import innovations from other agencies, and generally infuse the organization with an ethos of experimentation and innovation.

Because information technologies play an important role in modern policing, applicants may apply for items that enhance their analytical capabilities, including crime analysis software, computer mapping/GIS systems, database tools, statistical analysis software, custom software development, and other related items that will enable the organization to respond more effectively to community needs.

Applicants should demonstrate the possibilities of specific information technologies, but how these possibilities will translate into community policing activities such as problem solving, crime analysis and community engagement. Applicants considering such items are reminded that there must be a clear link between requested technologies and the proposed organizational change strategy.

Priority Area Five: Re-engineering Other Components of the Organization

There are many organizational issues facing American police agencies. Applicants should apply under this category if they have developed

innovative organizational change strategies that do not fit clearly within one of the predefined areas. One of the main criteria for any of the organizational change priority areas is the demonstration of a clear set of goals and a realistic commitment to change at the organizational level. Some areas that might fall within this category include:

- Call-management schemes so agencies can manage patrol resources more effectively and efficiently

- Re-evaluating existing departmental policies and procedures to ensure that they are efficient, effective, necessary, and consistent with the aims of community policing
- Community outreach campaigns that better explain the community policing philosophy and the changes necessary to implement this philosophy

Note

1. Reiss. A.J., Jr. (1992), "Police Organization in the Twentieth Century," in M. Tonry and N. Morris (eds.), *Modern Policing*, pp. 51–98.

APPENDIX C

ACP Grantees And Organizational Change Components

AGENCY

PROJECT FOCUS

Arizona

Tempe Police Department
Tucson Police Department

Re-engineering Other Components
Re-engineering Other Components

Arkansas

North Little Rock Police Department
Pine Bluff Police Department

Organizational Culture
Research and Planning

California

Fontana Police Department
Los Angeles Police Department
Los Angeles County Sheriff's Department

Research and Planning
Organizational Culture
Organizational Culture

AGENCY

PROJECT FOCUS

California (continued)

Oakland Police Department
Riverside Police Department
Sacramento Police Department
Sacramento County Police Department
Salinas Police Department
San Jose Police Department
Santa Barbara Police Department
UCLA Police Department
Ventura Police Department
Westminster Police Department

Leadership and Management
Research and Planning
Re-engineering Other Components
Organizational Culture
Re-engineering Other Components
Leadership and Management
Research and Planning
Re-engineering Other Components
Organizational Culture
Research and Planning

AGENCY

PROJECT FOCUS

Colorado

Boulder Police Department
Brighton Police Department
El Paso County Sheriff's Department
Longmont Police Department
Summit County Sheriff's Office

Research and Planning
Re-engineering Other Components
Modifying Organizational Structures
Re-engineering Other Components
Research and Planning

Connecticut

Bridgeport Police Department
East Hartford Police Department
Hartford Police Department
Manchester Police Department
New Haven Police Department
Windsor Police Department

Modifying Organizational Structures
Organizational Culture
Leadership and Management
Organizational Culture
Leadership and Management
Organizational Culture

Delaware

Delaware State Police

Research and Planning

District of Columbia

Metropolitan Washington, D.C.
Police Department

Organizational Culture

Florida

Broward County Sheriff's Department
Hillsborough County Sheriff's Department
Jacksonville Sheriff's Department
Marion County Sheriff's Department
Pompano Beach Police Department
Santa Rosa County Sheriff's Department
Sunrise Police Department

Organizational Culture
Re-engineering Other Components
Organizational Culture
Modifying Organizational Structures
Organizational Culture
Research and Planning
Re-engineering Other Components

AGENCY

PROJECT FOCUS

Georgia

Albany Police Department
DeKalb County Sheriff's Office
Savannah Police Department

Leadership and Management
Research and Planning
Leadership and Management

Illinois

Kankakee Police Department

Organizational Culture

Indiana

Indiana State Police

Re-engineering Other Components

Iowa

Sioux City Police Department

Organizational Culture

Kentucky

Jefferson County Police Department
Louisville Police Department

Leadership and Management
Re-engineering Other Components

Louisiana

Lake Charles Police Department
Shreveport Police Department

Research and Planning
Re-engineering Other Components

Maine

Brunswick Police Department

Re-engineering Other Components

Maryland

Howard County Police Department
Prince George's County Police Department

Leadership and Management
Leadership and Management

AGENCY

PROJECT FOCUS

Massachusetts

| | |
|------------------------------|-------------------------------------|
| Boston Police Department | Modifying Organizational Structures |
| Brookline Police Department | Organizational Culture |
| Framingham Police Department | Research and Planning |
| Lawrence Police Department | Re-engineering Other Components |
| Lowell Police Department | Re-engineering Other Components |
| Somerville Police Department | Research and Planning |

Michigan

| | |
|---|-------------------------------------|
| Bay City Police Department | Organizational Culture |
| Flint Township Police Department | Re-engineering Other Components |
| Grand Traverse Band of Ottawa and Chippewa Indians Police Department | Modifying Organizational Structures |
| Lansing Police Department | Research and Planning |

Minnesota

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|------------------------------|---------------------------------|
| Burnsville Police Department | Re-engineering Other Components |
| Duluth Police Department | Organizational Culture |

Mississippi

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|---------------------------------|---------------------------------|
| Bay St. Louis Police Department | Re-engineering Other Components |
|---------------------------------|---------------------------------|

Missouri

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|-------------------------------|-----------------------|
| Kansas City Police Department | Research and Planning |
| St. Charles Police Department | Research and Planning |

AGENCY

PROJECT FOCUS

New Jersey

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|---------------------------------------|-------------------------------------|
| Hoboken Police Department | Organizational Culture |
| Jersey City Police Department | Leadership and Management |
| Montclair Township Police Department | Research and Planning |
| Newark Police Department | Leadership and Management |
| New Brunswick Police Department | Leadership and Management |
| Pequannock Township Police Department | Modifying Organizational Structures |

New Mexico

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|-------------------------------|------------------------|
| Albuquerque Police Department | Research and Planning |
| Los Lunas Police Department | Organizational Culture |

New York

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|---------------------------------|---------------------------|
| Buffalo Police Department | Organizational Culture |
| Nassau County Police Department | Leadership and Management |

North Carolina

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|---|------------------------|
| Charlotte-Mecklenburg Police Department | Organizational Culture |
|---|------------------------|

Ohio

| | |
|----------------------------------|-------------------------------------|
| Akron Police Department | Research and Planning |
| Bowling Green Police Department | Modifying Organizational Structures |
| Richland County Sheriff's Office | Research and Planning |
| Toledo Police Department | Re-engineering Other Components |

Oregon

| | |
|-------------------------------------|---------------------------------|
| Portland Police Bureau | Re-engineering Other Components |
| Washington County Police Department | Research and Planning |

AGENCY

PROJECT FOCUS

Pennsylvania

Lower Merion Township Police Department

Research and Planning

Rhode Island

Providence Police Department

Re-engineering Other Components

South Carolina

Rock Hill Police Department

Organizational Culture

Spartanburg Department of Public Safety

Organizational Culture

Tennessee

Bradley County Sheriff's Department

Organizational Culture

Murfreesboro Police Department

Re-engineering Other Components

AGENCY

PROJECT FOCUS

Texas

Arlington Police Department

Research and Planning

Dallas Police Department

Research and Planning

El Paso Police Department

Leadership and Management

Waco Police Department

Modifying Organizational Structures

Utah

Salt Lake County Sheriff's Department

Organizational Culture

Washington

Bellingham Police Department

Re-engineering Other Components

Kennewick Police Department

Organizational Culture

Wisconsin

Green Bay Police Department

Leadership and Management

APPENDIX D

About The Authors

Andrea Schneider, M.A. *Visiting Fellow and Project Director*

Andrea Schneider holds a master's in political science and is an independent consultant, facilitator, and community coach for community problem solving. She brings her expertise in community collaboration, systems change, action planning, and nontraditional evaluation to the Office of Community Oriented Policing (the COPS Office) Fellowship. She is best known for developing collaborative community initiatives that address complex social problems and link research with practice, as well as investigating programs for practical results.

Ms. Schneider has served on numerous federal and state advisory and task forces, including

testifying before the 101st Congress on the prevention of drug abuse; serving on an expert panel to evaluate a \$30 million federal training and technical assistance system, California's Attorney General's Community Challenge; and participating in a Health and Human Services Foundation Task Force to link the private sector with public initiatives.

She was the executive director of the Community Partnership of Santa Clara County, California; directed the Prevention Division of the Santa Clara County Health Department of Drug Abuse Services; and is a founding member of the Prevention Network in California.

Ms. Schneider is from Palo Alto, California.

Deputy Chief Clark Kimerer

Clark Kimerer was hired by the Seattle Police Department (SPD) in 1983. As a police officer, he worked in the East and West Precincts and subsequently as the training officer for the SWAT Team. Promoted to sergeant in July 1987, he held assignments in the DWI Unit before being assigned to the Goodwill Games Planning Group. From 1985 to 1992, he was also chief negotiator for the SPD Hostage Negotiation Team. Following his promotion to lieutenant in late 1989, he continued as lead planner for this group through the completion of that event. He was later transferred to the West Precinct, where he remained as captain from 1992 to 1996.

As a captain, Chief Kimerer also commanded the Internal Investigations Section and the Vice and Narcotics Section. He was promoted to assistant chief in January 1999, and served as chief of staff until his promotion in October 2001 to deputy chief. As deputy chief of operations, he oversees Operations Bureaus 1 and 2, the Investigations Bureau, and the newly formed Emergency Preparedness Bureau.

Chief Kimerer holds a bachelor of arts degree in classics and liberal arts from St. John's College and attended the Graduate Institute for the Liberal Arts at St. John's. He has also participated in advanced courses at the FBI Academy, Northwestern University, and the Harvard Negotiation Project at Harvard Law School.

Chief Kimerer is chair of the Downtown Emergency Service Center Board of Directors and serves on several executive and advisory boards, including Childhaven International, Our Lady of the Lake School Board, and Service Integration Advisory Council of AIDS Housing of Washington. In his leisure time, he enjoys skiing, traveling, backpacking, and coaching his sons' soccer and basketball teams.

Chief Scott R. Seaman

Scott R. Seaman is the chief of police of the Los Gatos/Monte Sereno (California) Police Department. Previously, he served 27 years with the San Jose (California) Police Department. Throughout

his career, Chief Seaman has created or assisted in the development of innovative projects for youth, schools, and the community. Chief Seaman designed and authored the San Jose Police Department's Advancing Community Policing grant. He served as a member of the COPS Office Expert Panel evaluating the Advancing Community Policing grants.

Chief Seaman holds a B.A. in criminology from the University of California, Berkeley and an M.S. in management from California Polytechnic University, Pomona. He is a graduate of the California Command College and the FBI National Academy. Chief Seaman is a recognized expert in issues of police use of force, police procedures, and community policing. He is the recipient of the 1996 Community Leadership Award for San Jose and numerous other community service awards.

Editor's Note: Joan Sweeney's biography was unavailable as this report went to press.