COMMUNITY POLICING

IN

EDMONTON

EDMONTON, ALBERTA CANADA

Community Policing in Edmonton

The Vision Continues

Edmonton Police Service

EDMONTON POLICE SERVICE

Edited by Dean Albrecht and (Catherine Koller

Contents

**EDMONTON
POLICE
SERVICE**

A Message from Edmonton Police Chief John Lindsay

On January 6, 1992, the Edmonton Police Service radically changed the way it
served Edmontonians. Decentralized full service community stations were opened
throughout the city and police and citizens began working together to identify,
report, and resolve problems of mutual concern.

Implementing the new initiatives required a total shift from conventional policing
philosophies. The path was at times arduous and full of unanticipated twists and
turns, but the results have been worth the effort. Crime has decreased dramatically.
Citizen satisfaction with police service is at an all time high.

We don't pretend to have all of the answers. We recognize that our Service must
continue to evolve. I hope that sharing our experiences with you will prove helpful
as you develop the plan that is right for your community.

If you have questions or require further information, please contact my office.
I wish you success in your endeavors.

John Lindsay
Chief of Police

Acknowledgements

After four years of considering a transition to community policing, the Community Based Policing Project Team was created in 1990 staffed by only a few determined members and a dream. Today, this team consists of the hundreds of people working on behalf of the Edmonton Police Service, both sworn and unsworn, members, civilians, volunteers, local agencies and the community. These people contribute countless hours to manage, implement, research, evaluate and develop the new model of policing and are too numerous to mention.

One of the successes of the Edmonton Police Service has been the establishment of a commitment to learning. This legacy of creating and fostering a progressive organization can be attributed to Robert F. Lunney, police chief from 1974-87. Today the Edmonton Police Service is an interactive learning organization.

This book would not have been produced if not for the commitment and effort of those people who embrace the philosophies of community policing and provide community policing each and every day.

ONE

Edmonton Overview

I Edmonton Overview

Evolution of Policing in Edmonton

In the first 70 years of this century, advances in transportation, technology and communications moved the Edmonton Police Service (EPS) into an increasingly reactive mode of policing. The hallmarks of efficient policing were rapid response, general patrol and investigation after the fact. The EPS pioneered many innovations in the application of technology and specialization in order to improve response to calls and increase the effectiveness of investigations. Crime did not decrease.

The '70s saw the emergence of numerous crime prevention programs. The early '80s brought innovative crime control initiatives such as CATCH (criminal activity traced, confined and halted) and DART (directed activity response teams). Crime kept increasing. Although the reactive style of policing had been taken to its effective limits, meeting the increasing demands for service was becoming more of a burden.

Police officers had become detached from citizens. Primarily, the only contact citizens had with police was when they saw them driving by or when there was something wrong. Even then, the only guarantee they had was that police would get there . .. eventually.

A tough economic climate meant that dollars were scarce, and human resources could not be increased. Authorized strength remained constant between 1980 and 1990, but the workload continued to increase.

The Communications Center was becoming overloaded. In 1991 incoming calls topped 559,000. Over 16% of the callers terminated their call before it was answered. Approximately 60,000 reports of crimes were taken over the telephone! On busy days, there were over 500 dispatches, and response times to non-emergency calls often exceeded three hours.

The Edmonton system was clearly overloaded. Police response dealt with incidents, not the underlying problems. Police officers did not have time to stop and talk to people, never mind address their problems. We could no longer continue in this fashion.

The EPS needed to develop an approach to policing that addressed the underlying causes of crime. We could not continue to do it alone. We needed to involve the community in policing themselves.

The change began cautiously in 1988. A study of calls for service identified 21 "hot spots" of crime requiring higher levels of police resources. Eighty-one percent of the calls in these areas were from repeat addresses! A selection of 21 Neighborhood Foot Patrol Program (NFPP) members began walking the beat in these identified areas. They got to know their community and its problems by simply being in the neighborhood. Citizens started to talk to them, to pass on information and to work with them to resolve mutual concerns.

Support from the community and an independent positive assessment of the Neighborhood Foot Patrol Program confirmed that the EPS was on the right track. This new style had to be expanded and extended to all citizens. Numerous questions had to be answered. Consequently, the Service began to focus on how police could most effectively utilize the community resources to provide an improved service to the public.

Former EPS Superintendent Chris Braiden conceived and proposed a vision for the future of the EPS and presented it to the executive. The plan was approved and

endorsed by then Chief McNally and the Executive Officers Team. An implementation team was formed for creating and advancing the required operational changes.

The EPS developed a core value statement to guide each and every decision made. The declaration, *"Committed to Community Needs"* drives all decisions and activities.

A complete organizational review, including a retrospective analysis, a workload analysis and a unit analysis, was conducted to identify resources that could be freed up to build the new model. This process reallocated $2.5 million from exisiting budget to the operational budget and returned 68 positions throughout the organization to front line policing.

The implementation team used the organizational review to develop a service delivery model that ensured service were provided in accordance with its core value, "Committed to Community Needs." The emerging model focused on providing the best possible service to the public. It included a modified differential response model supported by decentralized reporting outlets, face-to-face interactions when reporting crimes, problem solving and public involvement in policing. It supported the concepts of ownership, decentralized decision making and stratification and despecialized skills within the police service. A call path chart {logic chart) was developed to assist officers in making decisions on call processing.

Community police stations were selected, renovated and identified within the community. All EPS employees attended a two-day information session on the organizational changes, leadership, problem solving and other strategies oriented toward community policing. Communications personnel received a one-day session on call deferral. Station officers received additional specialized training on station management and customer service. Volunteers were recruited, screened and assigned. The Media Relations Unit prepared a public information/media strategy to market the concept to the public.

Edmonton now has 12 full service community police stations located in high traffic areas throughout the city. Each station is staffed by two officers who are assisted by numerous volunteers. Previously people may have had to wait hours for police response; they are now encouraged to drop in at the stations at their convenience and report their incidents or concerns.

Response to calls are now divided between foot patrol, ownership and primary response members. Twelve community reporting centers were provided as convenient locations for the community to recount their non-emergency incidents. NFP and ownership members have accepted responsibility for a specific geographical area of their division. They are in charge! They have the freedom to make decisions on what approach is best for their neighborhood. They are encouraged to address the underlying problems that result in repeat calls for service, and to work with the community to improve the quality of life of people living there.

Improved morale, motivation and increased job satisfaction are the visible results reported among members in the last three years. Criminal offences are down by 35%. Dispatches have decreased by 29% and calls to the complaint line are down 46%. The average speed of answering complaint line calls has improved by 33%. Fifty-one percent fewer callers hang up before their call is answered. We have had overwhelming positive response from the community.

A 1992 citizen satisfaction survey showed 25% of respondents preferred community stations for reporting incidents or concerns. The 1994 citizen satisfaction survey indicated 92% were satisfied with the community police stations and 49% selected community stations as the preferred method of reporting incidents or concerns.

The trek has not been entirely smooth. However, the process has shown that continual adjustment is the only way to keep up with the emerging needs of our commu-

3

City of Edmonton Neighborlioods and Divisions
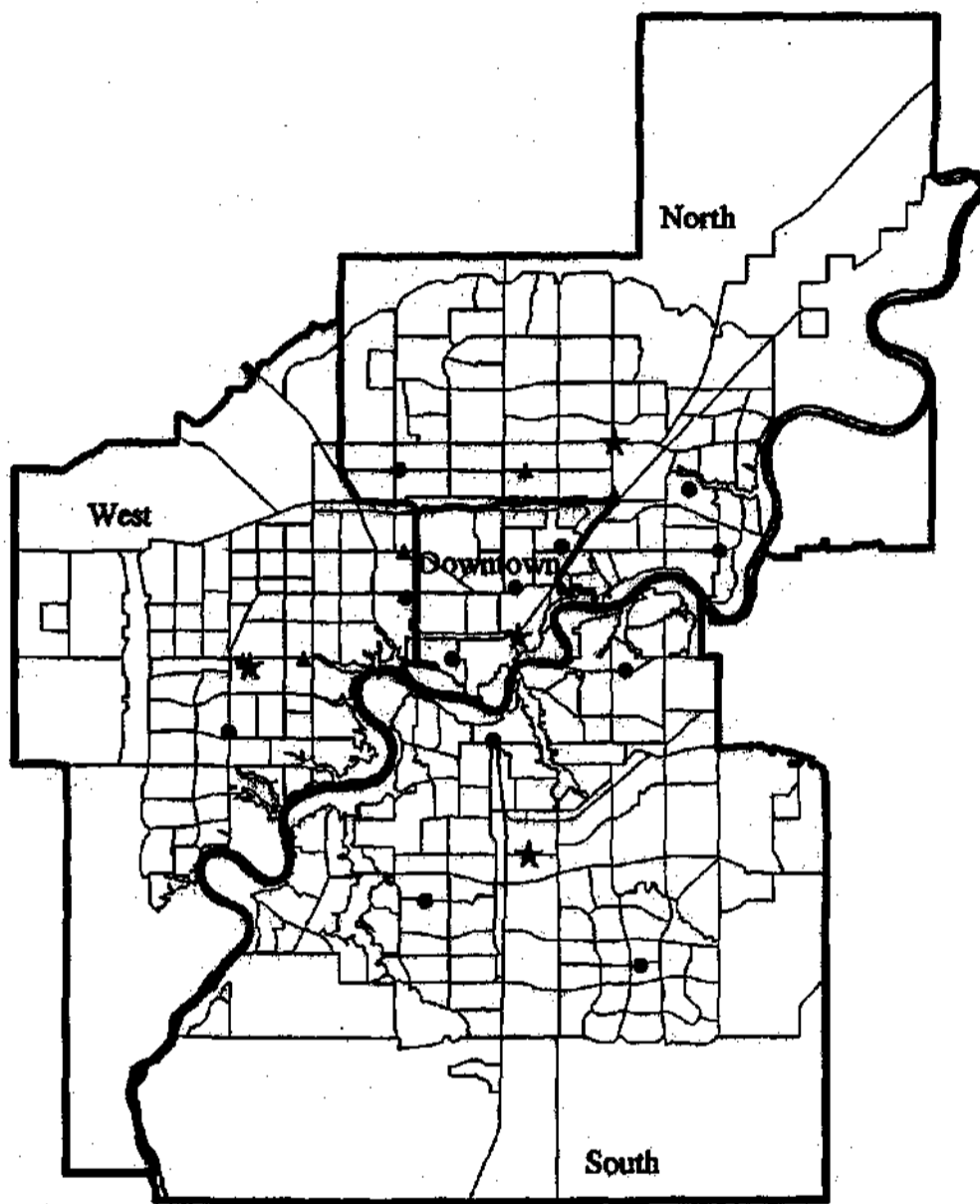
nities. A tolerance for failure is encouraged. So much is learned, not just from successes, but also from things that haven't worked out the way they were originally envisioned.

The EPS continues to evolve. The priority must be to completely integrate the community based policing philosophy in virtually every aspect of the Service. It is not a "program" that can be tacked on and administered by a few—this philosophy has to be espoused by each and every employee.

Facts about Edmonton

Edmonton, the provincial capital, is a culturally diverse city with a population of approximately 627,000 (841,000 metropolitan). It is located in central Alberta, Canada, and occupies 703 square kilometers (270 square miles), approximately 340 square kilometers (155 square miles) of which are developed. The city has a mix of residential, retail and light industrial areas. Major industries in the Edmonton area include oil/gas and agriculture.

Edmonton Police Service Personnel

Authorized established positions for the Edmonton Police Service, effective June 1995 are 1,115 sworn and 307 civilian employees. Actual strength is 1,087 sworn and 292 civilian. 1,017 officers (91.2%) are male and 98 officers (8.8%) are female.

**Edmonton Police Service
Sworn and Civilian Personnel,
November 1995**

Police Officers	Total
Chief	1
Deputy Chiefs	2
Superintendents	11
Inspectors*	2
Staff Sergeants	42
Sergeants	104
Detectives	138
Constables	815
Total Police	1115
Civilians	307
Total	1422

* Inspector rank is being phased out.

General policing services are provided by officers in four divisions, each commanded by a superintendent. The divisions are divided into districts. Each division operates from a station that offers 24-hour walk-in service. In addition, there are three community stations in Downtown Division, three in North Division, two in West Division
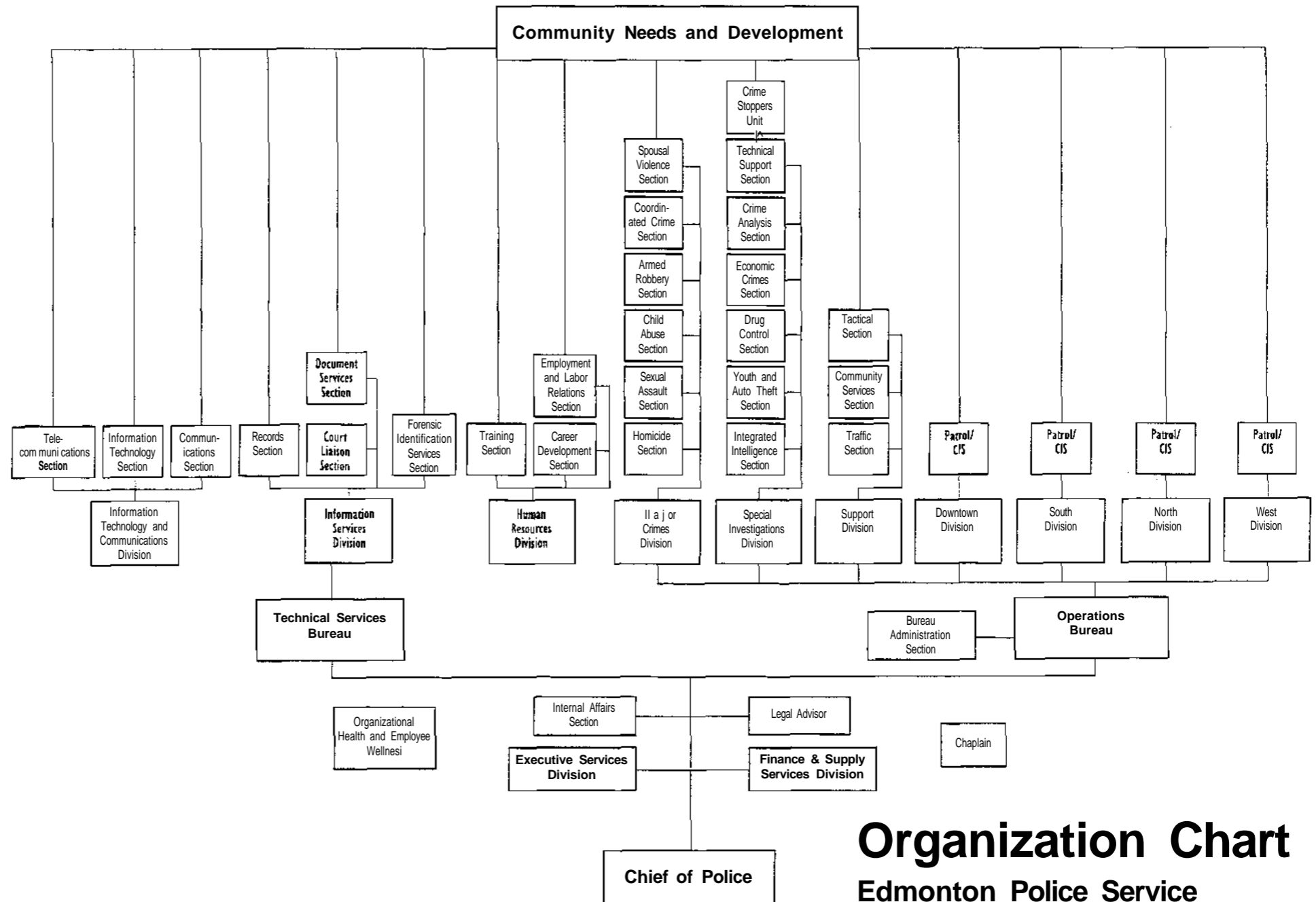
Organization Chart
Edmonton Police Service
1995

Community Needs and Development

- Tele-communications **Section**
- Information Technology Section
- Communications Section
- Information Technology and Communications Division
- Records Section
- Document Services Section
- Court Liaison Section
- Information Services Division
- Forensic Identification Services Section
- Training Section
- Employment and Labor Relations Section
- Career Development Section
- Human Resources Division
- Spousal Violence Section
- Coordinated Crime Section
- Armed Robbery Section
- Child Abuse Section
- Sexual Assault Section
- Homicide Section
- Major Crimes Division
- Crime Stoppers Unit
- Technical Support Section
- Crime Analysis Section
- Economic Crimes Section
- Drug Control Section
- Youth and Auto Theft Section
- Integrated Intelligence Section
- Special Investigations Division
- Tactical Section
- Community Services Section
- Traffic Section
- Support Division
- Patrol/CIS — Downtown Division
- Patrol/CIS — South Division
- Patrol/CIS — North Division
- Patrol/CIS — West Division

Technical Services Bureau

Operations Bureau
- Bureau Administration Section

- Organizational Health and Employee Wellnesi
- Internal Affairs Section
- Legal Advisor
- Executive Services Division
- Finance & Supply Services Division
- Chaplain

Chief of Police

and four in South Division. These stations provide 12-hour walk-in service. Each community station is staffed by two constables, who are assisted by community volunteers.

Approximately 130 constables and eight detectives are assigned to each division. Constables can be assigned to regular patrol duties, ownership units, as school resource officers or neighborhood foot patrols. The majority are assigned to platoons, which are headed by a staff sergeant. Platoons are further subdivided into squads, which are led by a sergeant. There are three platoons in each division with four squads per platoon. Major Crimes and Special Investigations Divisions and Support Services are provided from headquarters, located in downtown Edmonton.

Policing Costs
The 1994 operating budget of the Edmonton Police Service was $105,699,000. Gross per capita costs based on the operating budget were $167.78. Personnel costs (wages and benefits) account for 87% of the total operating budget. Provincial policing grant reductions of approximately $4,000,000 in 1994/95 and the additional anticipated reduction of $2,000,000 projected for 1996, combined with City Council attempts to maintain the tax levy at its present level, have had considerable impact on the Edmonton Police Service.

The History of Policing in Edmonton

Excerpts reprinted with permission from *Community Policing in Edmonton* by Hornick, Joseph, Ph.D., Duggan, P.J. (Keith), and LeClaire, Denise, M.A., 1993

The Edmonton Police Department, 1892-1974
The Edmonton Police Department was founded with the passage of Bylaw 15 in 1892. The city's first law enforcement officer appointed was P.D. Campbell. In 1903, Chief Dean was hired as the first police chief and he, along with three constables, provided police services to the small but growing city. With the annexation of the nearby town of Strathcona, in 1912, Edmonton's population reached 30,500 people and its police force had grown to a staff of 80, including Canada's first Native and first female police officers. In 1920, A.G. Shute was appointed chief, a position he held for 22 years, one of the longest terms as police chief in North America. A succession of chiefs and acting chiefs followed Shute, until Roy Jennings assumed command in 1943. When Jennings was made chief, nearly 20,000 Allied servicemen were stationed in Edmonton to work on the construction of the Alaska Highway. During that time, American Military Police and city policemen walked beats in pairs as "The Good Neighbor Police Force."

On September 4, 1954, M.F.E. Anthony replaced Jennings as chief of police. Anthony, former second in command of the Royal Canadian Mounted Police (RCMP), instituted a number of changes within the department, including formal training for police officers, a system of promotion by examination rather than seniority, and expanded roles for female officers. Just before the end of his tenure, provincial legislation was enacted to create Police Commissions, and in the spring of 1966, Edmonton's Police Commission was established. Another ex-RCMP officer, L. Bingham, succeeded Anthony as chief until 1968. He was replaced by an internal appointee, F. Sloan, who commanded the department until 1974. In 1972, the International Association of Chiefs of Police conducted an extensive review of the department that resulted in 250 recom-

mendations. Chief Sloan attempted to implement these recommendations in an unrealistic time frame. Failure to implement all the recommendations ultimately led to Chief Sloan's retirement, the resignation of over 20 police members, and generally low morale. However, successful implementation of some of the recommendations during Sloan's tenure resulted in the introduction of the 911 system, and in Edmonton becoming the first Canadian center to join the North American Universal Emergency Telephone Plan. Many Edmonton constables continued to walk beats until the early 1970s, when a rapid increase in calls for service prompted Sloan to expand motorized patrol and eliminate all beats by 1973.

A New Direction in Policing, 1974-89

Ex-RCMP Superintendent Robert Lunney followed Sloan in the chief's chair in 1974. Under the leadership of Chief Lunney, the Edmonton Police Department began a process of change from a traditional police organization to a professional one. Chief Lunney started his tenure by attending all parades to introduce himself, but more importantly to ask members if they had issues of concern. In response to issues raised, Lunney appointed a committee from all ranks to examine problems, such as the military style uniform, and make recommendations. The Chief's quick implementation of the recommendations, as well as his strategy of setting up committees including members from all ranks, quickly gained him the respect of all members and established the pattern of development of the Edmonton Department for the future.

Prior to Lunney's appointment, constables dealt with calls for service by responding in a car unit, recording, investigating and laying charges if appropriate. Then they went on to the next call for service. However, the demand for police services escalated. Alberta and its capital city were experiencing a boom. Between 1974, the year Lunney assumed command, and 1982, the last boom year before a recession, Edmonton's population grew from 445,691 to 551,314. Dramatic increases in reported crime occurrences and telephone complaints also occurred during this time period. Break and enter, for example, increased 63% from 1974 to 1982. Telephone complaints increased each year as welt, reaching 394,771 in 1980, the highest recorded before the 1990s (Harder, 1991).

The department attempted to respond to all calls by sending a car unit. For example, of the 365,722 calls for service in 1982 (including abandoned calls), 213,274 (58%) had been answered by dispatching a car to the field. As a consequence, constables were unable to spend much time at any call. Further, their self-initiated time, which included personal time, traffic, radar, writing reports, follow-up with complainants, equipment service, and court time was minimal or non-existent. The trend in courts also demanded more police appearances, which further decreased field officers' time to handle calls (Harder, 1991).

In order to meet rising demands, Chief Lunney introduced several initiatives to improve the effectiveness of the department's response. He reinstated beats in the downtown areas, allocated patrol resources based on workload analyses, and created specialized squads to target specific crimes and problems. Automated record keeping (OSCAR) and complaint handling and dispatch (CHAD) were implemented and dispatch criteria were rationalized. He also decentralized the Criminal Investigation Section (CIS) to the field and introduced case screening to the Criminal Investigation Division (CID). In 1983, Lunney instituted "report taking" over the phone by communications officers to reduce field constables' workload. Nearly 50,000 reports were taken over the phone in 1983, and dispatched calls dropped by 26,000 (14%). When Lunney left the department in 1987, the number of calls responded to over the telephone had grown to almost 76,000 (Harder, 1991).

While Lunney began as chief in the boom years, he did not leave until he had guided the Edmonton Police Department through the difficult recession years, 1982-86. During this time, Edmonton's population increased approximately 10,000 people per year, and by 1991 the population had increased by 100,000 people, without the addition of a single sworn member (Harder, 1991). Before he left, he established a legacy of change and a climate to promote innovation and new directions. Robert Lunney had succeeded in creating a learning organization, which was the foundation for the change to community based policing.

Lunney also set in motion several initiatives that were to come about during the next chief's term, including obtaining approval to purchase an automated fingerprinting information system (AFIS), upgrading reporting systems (OSCAR and CHAD), installing mobile display terminals (MDTs) in car units, seeking law enforcement accreditation, and investigating a new policing form called community policing.

In 1987, an internal appointee named L. Chahley became Edmonton's chief of police. He was selected by the Edmonton Police Commission because his philosophy of policing was one and the same with community based policing.

In addition to initiating the Community Policing Project, (later to be called the Neighborhood Foot Patrol Program), Chief Chahley changed the name from the Edmonton Police Department to Edmonton Police Service, and carried the department through the accreditation process started by Lunney. In 1988, the department obtained accreditation from the Commission on Accreditation for Law Enforcement Agencies (CALEA) by meeting a wide range of standards. Chahley also completed the purchase of an automated fingerprint information system (AFIS) and car mobile display terminals (MDTs), and initiated upgrades to OSCAR and CHAD. In 1988, the Edmonton Police Service received the International Crime Stoppers Award. The foot patrol beats in downtown Edmonton were also disbanded that year to clear the way for a new community based program, Neighborhood Foot Patrol. The next year, 1989, Chief Chahley announced his retirement, and Deputy Chief Doug McNally replaced him as Edmonton's chief of police.

Community Policing in Edmonton

Community policing in Edmonton began with the development and implementation of the Neighborhood Foot Patrol Program in the late 1980s. However, elements of the community policing model had been part of police practice many years earlier. For example, from the time of the creation of the Edmonton Police Department until the 1960s, walking the beat was a key component of policing and a primary developmental experience for new officers. By the 1960s, however, the focus of the beat changed to enforcement. With the increasing calls for service in the early 1970s, the beats were abandoned. In response to community demands, several beat patrols were reinstated in 1975. These officers were expected to work flexible shifts, be visible, take calls, and make a personal commitment to their work.

In Edmonton during the 1960s, as in many large cities, policing had become reactionary and aggressive. Police spent most of their time responding to calls, or on the street stopping and interrogating suspects. The model of policing that had developed defined the police officer as an aloof authority figure. When beats were disbanded in the late 1960s in favor of motorized patrols, Edmonton police became even more isolated from their community. Officers began spending more time with other officers than with citizens, and the police culture became more entrenched.

The move away from this model of policing began with innovations introduced by former Chief Lunney. However, it was not until the late 1980s that Superintendent

9

Chris Braiden, under Chief Chahley, became the main proponent of, and visionary for, community based policing in Edmonton. Braiden became the main driving force for a model of policing that would require police officers to shift their allegiance from peers to neighborhood residents. "Community policing (restored) people contact, not pavement contact" (Braiden, 1990). Policing, Braiden insisted, must be community based rather than criminal justice based. That is, crime had to be dealt with in terms of its impact on the community rather than solely on its legal status. Braiden also argued that through increased community contact, police would be better crime solvers because information to solve crimes most often comes from the community.

Braiden believed that information sharing came about as a result of rapport and trust, which could not develop as long as officers remained in patrol cars and went from one call to another. He felt that police work must move from answering calls to solving problems. "If a call for service (CFS) is viewed as a symptom of something with a past and a likely future rather than a one time event, then it can be addressed as a problem to be solved, not a call to be answered" (Braiden, 1990). Information sharing and problem solving could only result if police were placed back into the community and decision making authority was decentralized to the front line constable.

In the new community policing philosophy, the constable would be responsible for identifying problems and initiating solutions rather than having tasks mandated from higher levels in the organization. Thus, the constable became a catalyst for community action and a liaison between the community and specialized police resources. The officer allotted time to "take a more in-depth interest in incidents by acquainting themselves with some of the conditions and factors that (gave) rise to them" (Goldstein, 1990). Thus the constable should not only react to crimes as they occurred but should also work with community members to reduce or eliminate similar incidents. The "problem (became) the unit of police work" (Goldstein, 1990) and the constable, in conjunction with the community, became the problem solver.

Problems were defined as recurring incidents, often at the same address. Braiden expressed that "most police work (came) from steady customers, whether people or places," and that it was imperative to use problem solving techniques to wean individuals and places off the criminal justice system (Braiden, 1990).

Problem solving was also identified as a means to expand constables' roles and responsibilities, thus increasing their job satisfaction. While police administrators still led the organization, under this model they have less involvement in the day-to-day decision making. The result is a collaborative leadership style where the administrator is a coordinator or organizer who ensures that police services initiated at the community level are viable and could be reasonably integrated within the police organization (Dent, 1993).

Translating this vision of community based policing into action resulted in the development and implementation of the Neighborhood Foot Patrol Program (NFPP) in 1988. The program was adapted specifically for Edmonton by Superintendent Chris Braiden from similar programs in Flint, Michigan, Detroit, Michigan, and Houston, Texas (Roller, 1990).

Sources

Braiden, Chris. 1990. "A Process for Change: A position paper written for the Executive Officers Team, July 1990." Edmonton: Edmonton Police Service. (See Appendix 1.)

Dent, Peter. 1993. *The Westmount Community Police Station: A Case Study of Leadership and Community Based Policing.* Edmonton: Center for Criminological Research, Department of Sociology, University of Alberta.

Goldstein, Herman. 1990. *Problem-Oriented Policing.* New York: McGraw-Hill.

Harder, Tony. 1991. *The Big Picture.* Edmonton: Edmonton Police Service.

Roller, Katherine. 1990. *Working the Beat: The Edmonton Neighborhood Foot Patrol.* Edmonton: Edmonton Police Service.

Community Policing Highlights

Featured below are significant events in the development of community policing in Edmonton.

April 1988   **Introduction of 21 Neighborhood Foot Patrols**
- Traditional Downtown Beats are replaced by city-wide Neighborhood Foot Patrol
- Beat areas are based on highest repeat calls for service

April 1990   **'Neighborhood Foot Patrol Research Evaluation Study' by the Canadian Research Institute for Law and the Family**
- States NFPP is successful and should be expanded

April 1990   **'Working the Beat' book is produced**
- Freelance writer Katherine Koller works alongside Neighborhood Foot Patrol officers and chronicles program success

July 1990   **"A Process for Change" document approved and Community Based Policing Project Team formed**
- Comprehensive blueprint outlining Edmonton's plan to achieve community policing

September 1990   **Core Value statement created: "Committed to Community Needs"**
- Establishes a yardstick by which the organization measures its decisions and actions

March 1991   **Organization Review approved and underway**
- Each area of the agency is examined to ensure its effectiveness
- 164 recommendations result

March 1991   **Ten-year retrospective analysis and workload analysis started**
- A statistical evaluation examines the EPS over the last ten years and identifies areas for improvement

July 1991	**The Edmonton Police Service opens its first Community Stations**
	• Old Strathcona Community Station opens for business in South Edmonton
	• Beverly Community Station opens for business in north Edmonton
November 1991	**The New Service Delivery is created**
	• A new system is designed to integrate community policing into the day-to-day work of policing
	• The Call Path Chart is developed
January 1992	**The New Service Delivery is introduced**
	• The Edmonton Police Commission gives its support to the new initiatives
	• Norwood, Ottewell, Westmount and Eastwood Community Stations open for business
	• The telephone directory publishes the Red Pages, which list Community Station locations and phone numbers along with instructions on how to correctly access the police
	• The public is informed of the alternative reporting option available at the community stations
	• Comprehensive media and marketing strategy is underway to educate the public on the new reporting options
	• Four Divisional Station Counters are transformed to 24-hour community stations
April 1992	**Stratification and ownership concepts are developed**
	• Officers are assigned to static districts
	• Community officers are identified and assigned to specific communities
June 1992	**Millwoods Community Station opens for business**
July 1992	**West Edmonton Mall Station opens for business**
October 1992	**Petrolia Community Station opens for business**
November 1992	**Clareview Community Station opens for business**
December 1992	**Organization Review audit completed**
	• Eighty percent compliance with recommendations prior to audit
December 1992	**Several beat offices are closed and integrated with community stations**

February 1993	**The Police Executive Research Forum reviews community policing in Edmonton**
	• Washington-based think tank evaluates six cities in North America, including Edmonton
	• Findings presented by Lt. Carl Hawkins
February 1993	**Calder Community Station opens for business**
February 1993	**Oliver Community Station opens for business**
April 1993	**The Executive recognizes the uniqueness of each Division and approves the decentralization of ownership initiatives**
	• ownership assignments and function unique to each Division based on need
April 1993	**Customer Service Training begins**
December 1993	**Intergraph Complaint Handling and Dispatch (CHAD)**
	• Permits continual assessment of repeat calls and information sharing between users
January 1994	**Statistical Review completed (1991-93)**
	• Crime is down 21%
February 1994	**Provincial Law Enforcement Grants cut by 50%**
	• $11,223,000 Law Enforcement Grant slashed by 50% from 1994-96
	• Grant to be phased out by 1997
	• The EPS is forced to restructure
February 1994	**Inspector rank deleted**
	• Reduced from 22 positions to 7 by end of 1994
October 1994	**Call Path Chart wins Webber Seavey Award**
	• International award for innovation and excellence sponsored by the International Association of Chiefs of Police and Motorola presented in Albuquerque, New Mexico
November 1994	**Service Function Inventory completed**
	• An analysis of organizational services and functions provided by the EPS
November 1994	**Three-day Community Station Management Training Sessions are held**
	• Community station officers, supervisors, ownership officers and volunteers attend

December 1994	**North / Downtown Division realignment**
	• Boundaries for divisions are realigned based on workload
January 1995	**South Division decentralization project begins**
	• Two-day NFP/Ownership training sessions for over 100 officers
February 1995	**Appointment of Chief John Lindsay**
	• Successor to former Chief McNally embarks on a new plan for continued community policing
April 1995	**Statistical Review (1991-94) completed**
	• Review indicates that crime has decreased by 35% in Edmonton
	• Original EPS sponsored Community Policing Conference is hosted in Banff, Alberta
September 1995	**The Edmonton Police Plan**
	• Distribution of *Living the Continued Evolution* throughout the EPS
	• Introduction of the fifth phase in community policing in Edmonton by Chief John Lindsay
November 1995	**'Community Policing in Edmonton' produced**
	• EPS sponsors second Community Policing Conference in Banff, Alberta, attended by delegates from around the world

Other Highlights

- over 100 site visits from police agencies worldwide

- over 220 information packages on community policing sent to police agencies and academic centers worldwide

- District Area Surveys and City Area Surveys are conducted to compare 1991 and 1994 public views of police service in Edmonton

- community network survey of EPS members show that 150 members surveyed are involved with over 400 committees and agencies

- an employee survey is being developed to measure attitudes, knowledge and practice of problem solving

TWO

Moving Toward Community Policing

2 Moving Toward Community Policing

Creating a Vision for the Future

The Edmonton Police Service initially identified a commitment to community based policing and its goals and strategic plans in 1986, but had taken no concrete steps to implement specific changes until 1988 when the NFPP commenced. In July 1990, then Superintendent Chris Braiden prepared and presented a pivotal vision document, "A Process for Change," to the Executive Officers Committee. This document, reprinted here as Appendix 1, became the blueprint from which the Edmonton Police Service proceeded to build its new model of policing services. The concept was approved unanimously.

Developing a Core Value

The Executive Officers Committee then met to develop a core value, which the Service would use to drive all decisions made. Discussions were based on the following definitions:

core: the innermost part or heart of anything; central or most important part of any thing; containing the seeds

value: worth or desirability; one's principles or standards, one's judgement of what is valuable or important in life; from "valere"—be strong, be worth; that which is worthy of esteem for its own sake

After an intensive day of brainstorming and reworking potential phrases, the Executive Officers Team selected the phrase they felt most closely fit the EPS vision of policing:

<div align="center">

Committed to **Community Needs**

</div>

The core value was described in the internal Service newsletter, with an invitation for any EPS employee to submit concerns, comments or discussion. The suggested core value was subsequently accepted.

Once the core value was accepted, the executive directed that a change process be designed, outlining the steps that would have to be followed to permit the Edmonton Police Service to create time for operational personnel to direct their efforts to community policing. The core value is displayed virtually everywhere throughout the organization.

The Organization Review

In order to develop and implement a model of community based policing, the project team had to address the big question facing EPS: "How do we get from where we are to where we want to go?" This led to an organizational review. The objectives of the organization review were:

- to eliminate parts of the old service delivery system contrary to the new core value
- to free existing resources to build the new service delivery system

In April 1991, the components of the agenda for change were identified as:

1   Workload analysis to permit development of district redesign and facilities placement.

2   Development of a strategy to decentralize facilities to increase access points to police in the community.

3   Design of a new service delivery system to eliminate police response to many service level calls. Citizens would be asked to attend police facilities at their convenience to receive police service. This move was intended to free up patrol members to do more problem solving and community policing.

4   Assignment of officers to static districts. The selected districts are identified through a workload analysis and are based on natural neighborhood boundaries.

5   Development of information and training sessions on community based policing for all employees.

6   Involvement of the entire service in community involvement and problem solving, either in an operational or support role.

The information provided by this organizational review became the basis for the development of community based policing in Edmonton.

The objectives were met by conducting three major reviews:

1   Retrospective analysis of the crime rates and community needs for police service in Edmonton over the previous ten years.

2   Workload analysis.

3   Unit analysis.

Retrospective Anal/sis

The ten-year retrospective analysis looked at crime and community needs in Edmonton and focused management on the operating environment, clarified some of the fiscal and organizational realities and the conventional responses to them, and identified existing and emerging challenges for the future. It captured information and data that was useful in establishing the magnitude of the problem the Edmonton Police Service was facing and enabled management to clarify the challenges and limitations that shaped the decision making process.

In general, the analysis demonstrated that there was an inverse relationship between workload and resources allocated. The population had increased, but the number of police officers had not kept pace with this upward trend.

In the ten-year period assessed, reported crime had increased 44%. EPS had attempted to reduce the number of patrol responses by taking theft and vandalism reports over the phone, but understood that this removed members even further from the community. Here is what happened between 1980 and 1990:

Subject	Indicator	Outcome
Demographics	Population	19% increase
Reported Crime	Criminal occurrences reported annually	44% increase
Communications Division Workload	Complaint line calls answered Calls dispatched Crime reports taken over phone	No change 16% increase 67% increase
Police Service Strength	Authorized sworn strength Authorized patrol constables Authorized civilian strength	2% decrease 1% decrease 12.4% increase
Self Initiated Work[1]	Impaired driving charges Drug charges	101% increase 51% decrease
Budget	A portion of operating budget allocated to Communications and patrol divisions	41% of budget assigned to these areas
Time Oriented Measures of Effectiveness	Consumed time and response (on scene) time	15% increase to April 1990

The underlying principle of community oriented policing is effective management of the specific service requirements of individual communities. Addressing these differences in conjunction with diminishing budgets and resources led the EPS to consider allocating resources based on requirements. The final product had to provide meaningful and useful information from which resource deployment, problem identification and resolution decisions could be made.

In order to deal more efficiently with calls for service, the EPS began to take "minor" crime reports over the phone. This alternative service removes these calls out of the dispatch queues. However, subsequent evaluation and assessment indicated that providing this service went against the principles of customer service. There was also a belief that phone reporting perpetuated fraud because there was no ability to confirm information given by the reporter.

For the most part, Communications Division was the only access point for citizens requesting police service. The limited access caused massive queue delays. People waited, at times, in excess of ten minutes to report a matter that today can be dealt with immediately. A further measure of the poor customer service was the number of calls abandoned prior to police answering them, a total of 60,000 in 1991. Citizens, eager to report their complaints to the police, began to phone 911 and tie up the emergency lines. The 911 operator would refer these calls back to the complaint line, where they had originally spent ten minutes waiting for a response. Unfortunately, this process had the potential to overload the 911 system. Work needed to be done to reduce the number of calls coming into the 911 emergency system. An evaluation of the 911 system proved that 95% of residential alarms are actually false.[2]

In 1990, over one-third (36%) of all incoming calls were dispatched. The remain-

---

1 Impaired driving charges and drug charges were used as measures of self-initiated work. It was felt that the increase in impaired driving charges is a direct reflection of the efforts public interest groups such as PAID, MADD and SADD were expending in bringing this crime to the forefront.

der of calls, if not taken as phone reports, were requests for information or provision of follow up information. Communications Division had become an "answering service" for the entire police service.

Attention focused on other methods by which the public could access police without having to phone into the evaluation and dispatch area. Sixty percent of the calls queued for dispatch were service level calls. Many of these calls would wait in queue for extended periods of time until an officer became available to respond. The reporter would often call back to police communications, asking where the police were and what the estimated time of arrival would be, or to cancel requests for police response.

Virtually everyone who has worked in response division appreciates that police do not need to immediately attend the great majority of calls to which they are dispatched. A review of these service level calls identified those types of calls that could best be handled by an alternative method. In addition, attempts were made to reduce some of the report writing requirements by automated call conclusion via mobile data terminal (MDT).

The review confirmed that the incident based model of policing was ineffective, utilized excessive resources and, in some instances, compromised service. In order for members to engage in problem solving activities and work with their community, the EPS needed to develop a process to reduce the number of police dispatch responses yet increase the flow of crime information. Increased workloads, queue delays, increased response times and decreasing clearance rates reinforced that the new model also had to address customer service issues. There had to be a more effective way to manage these calls for service.

The challenge was to design a service delivery system that departed from the conventional methods of call handling and dispatch and focused instead on developing a commitment to the community.

Workload Analysis

The intent of the workload analysis was to identify policing service requirements throughout the city. In Edmonton, at that time, as in most traditional policing models, service requirements were averaged across the city, resulting in some areas receiving more service than required and other areas receiving insufficient service. There was informal recognition that external influences caused workloads to change constantly. Some areas of the city have consistently higher demands for police service than others.

Prior to conducting the analysis, the Community Based Policing Project Team determined:

1   the type of data that would be most useful in determining how and where resources should be allocated, and

2   the scale of view that would provide the most useful reflection of need for police services.

A number of variables were considered in trying to identify the appropriate base measurements of the study. Considerable information was available, including the

---

[2] Alarm bylaw - In 1993 the EPS changed its alarm response policy by de-prioritizing alarm response unless it was confirmed as a "good" alarm. In 1995, an alarm bylaw was introduced to assist in recovering costs associated with response to false alarms.

19

number of officers per population, demographics, tax rates and crime rates. The team considered a qualitative analysis, which could compare call types and account for the difference in time that each call takes; however, it was established that this sub-analysis would be time consuming and of limited value. Efforts were therefore focused on a quantitative analysis.

The team examined various data types and sources and concluded that occurrence based data, based on incidents rather than files, permitted assessment of the maximum number of variables and was therefore the most valuable for the workload analysis.

The next task was to determine the scale of view that would provide the most useful information to the Police Commission, management, operational personnel and Edmonton residents. The team recognized that for information to be useful, it must be timely and presented in a meaningful manner. A search for quantitative data that could be extracted from existing data bases yielded four regularly produced quantitative reports:

1 monthly statistical report of all occurrences in the city,
2 monthly statistical report of all occurrences, broken down by division,
3 monthly patrol workload and response summary, and
4 annual printout of total number of occurrences city wide in each type code classification, broken down by grids.

Although these reports had merit as indicators of city or divisional emerging trends and workload distribution, their application as useful tools for a member assigned to a community[3] was extremely limited. The core value statement of the Edmonton Police Service, **Committed to Community Needs,** provided guidance in determining the appropriate scale of view required. The following considerations helped finalize the team's decision:

1 Neighborhood boundaries are established when an area is first developed. Citizens recognize their neighborhood boundaries.

2 Police boundaries defined by grids, districts and divisions are purely arbitrary and are not based on a boundary system that is meaningful to the citizens of Edmonton. The City of Edmonton census and Statistics Canada use different grid boundary systems that again have very limited value to the citizens.

3 People are most concerned with the events they perceive may affect them directly. They have limited interest in other occurrences.

Assessment of this information led the team to the conclusion that data provided on a neighborhood level was the most valuable to operational members and the public. Community focus obviously had to be the driving force behind any community policing initiatives.

Unfortunately, the EPS file management system stored data based on grids, not neighborhoods. All grids associated with each neighborhood had to be identified. When grid boundaries did not match neighborhood boundaries, a formula was used to split the grid by percentage of the grid area in each neighborhood. A customized relational data base was then designed to convert EPS file management system data and the City of Edmonton census data to neighborhood data.

---

[3] The Edmonton Federation of Community Leagues identifies 273 communities in Edmonton. Neighborhoods may be a portion of a community or may form an entire community.

The workload analysis was conducted for total occurrences and groupings of occurrences in each neighborhood. Total occurrences provided a view of overall workload. Groupings of occurrences (residential and commercial break-ins, false alarms, weapons offences, neighborhood problems, violent crimes, family problems, drugs, and theft of automobiles) assisted in developing an understanding of the "character" of each neighborhood. A pattern of problem-plagued neighborhoods quickly emerged. Lists of "top 10" neighborhoods were developed for total occurrences and each grouping of occurrences. Preliminary assessment of data and production of several color-coded neighborhood maps verified that this level of scale enabled the viewer to easily identify high call for service areas in the city.

Demographic information from the most recent civic census was obtained and assessed in conjunction with occurrence data to calculate a ratio of the number of occurrences per 100 of the demographic characteristics selected. This analysis did not reveal any surprises. The majority of the neighborhoods in the "top 10" after the occurrence analysis were still in the "top 10" after various demographic characteristics were factored in.

The examination of occurrences by neighborhood helped identify problem areas. However, the numbers generated did not provide information on the nature or causes of problems in the neighborhood.

More detailed analysis, utilizing address-specific information from the file management system, discussion with the people in the neighborhood and the officer's own observations of the neighborhood were required to enable the officer assigned to a neighborhood to identify specific problems, address those problems and design and implement problem resolution strategies. The idea of neighborhood profiling is central to understanding the uniqueness of an assigned area.

The workload analysis report {summer 1991):

1   updated divisional and district boundary alignments,
2   suggested the form of future statistical reports, and
3   recommended approximate locations for community stations and neighborhood foot patrols.

As needs for policing services shifted over the years, divisional boundaries have been adjusted to ensure that equalized distribution of workload is maintained. The most recent divisional boundary realignment occurred in December 1994.

The study addressed district realignment within the divisions with a recommendation that police districts correspond with neighborhood boundaries. When EPS tendered for a new computer aided dispatch and file management system, the ability for users to access occurrence data by neighborhood was included in system specifications. Now, members regularly obtain problem address printouts to assist them in targeting problems, identifying trends, and developing appropriate problem solving strategies. The information is also available to the public on request to assist them in understanding developments in their neighborhoods.

Unit Analysis[4]

The Service needed to identify how to implement community oriented policing. Owing mainly to specialization, the organization chart grew from approximately 64 units in 1969 to 120 in 1991. Identified organizational problems included the number of

---

[4]   Unit - Defined for this process was any area identified as an entity on the organizational chart.

21

isolated jobs in the Service with limited connection to any area and an apparent lack of interest (supported by a lack of applications) in Patrol Division. A complete organization review was required to identify which units should be de-specialized and decentralized. The unit review was structured to identify and eliminate parts of the old model contrary to the core value and to free up resources needed to structure the new model. This meant measuring every unit against the core value, **Committed to Community Needs.** Five questions were developed to assist in the analysis:

1   What is the unit intended to do?

2   What is it actually doing at this time?

3   Should it be doing what it is actually doing?

4   What should it be doing?

5   How should it do what it should be doing?

Six analysts were selected by the deputy chiefs to examine the organization units. The analysts assessed each unit on the organization chart to identify its role in the organization and to determine if its present activity was aligned with its originally intended role. Each unit was evaluated based on the two primary questions:

1   What is the unit supposed to do?   (This assessment included an examination of unit history and related policy files, position papers and orders).

2   What is the unit actually doing? (This information was derived from interviews with unit personnel and from persons interacting with the unit).

After answering these questions, the analysts considered potential follow-up questions that could be posed by the review forum, including:

• Does the EPS need to provide this service?
• Does this service have to be supplied on a full-time basis?
• Must the service be provided by sworn members or is a civilian employee or
    another agency more appropriate for delivering this service?
• What is the best way to provide this service?

Their findings and opinions were documented and forwarded to the evaluation team, whose objective it was to examine the reports completed by the analysts, and make recommendations on how to restructure the Edmonton Police Service to meet the core value. The team was guided by the final three questions:

3   Should the unit be doing what it is doing?

4   What should it be doing?

5   How should it do what it should be doing?

The evaluation review team was headed by six superintendents with varied operational backgrounds and the manager of Finance & Supply Services. The six team members were asked to select another person from anywhere within the Service, below the rank of inspector, to serve alongside them. The analysts and the Community Based Policing Project Team joined the sessions as resources and advisors. The group was sequestered away from police headquarters for a week to complete its task. All participants were encouraged to keep an open mind and to adopt the "why not?" attitude, to be creative and to use their imaginations. Representation by rank or unit was

not permitted. A moderator was selected to coordinate discussions. The group voted on every recommendation made. Each recommendation receiving a majority vote was accepted. All "not accepted" and "accepted" recommendations were reviewed at the conclusion of each day. If a recommendation did not receive majority support at this day-end review, it was discarded.

This group made 164 recommendations. One hundred and thirty-two of these recommendations received the needed support for inclusion in the final recommendations package presented to the EPS Executive Officers Committee for endorsement. Recommendations covered a wide range of options, including unit personnel reductions, civilianization, privatization, unit elimination and the transfer of officers to patrol. These recommendations were presented to the Executive Officers Committee in March 1991. After discussion, 45 recommendations were approved, 36 were approved with qualifications, 20 were not approved and 31 were referred for further research. All recommendations were diary dated to ensure compliance.

The end results were that 68 officers were moved to positions that would improve the response to community needs. A total of 58 constables were reassigned from specialist to generalist roles. Several specialized units disappeared, reduced in size or were decentralized. Two and a half million dollars of existing budget was reassigned to operational areas.

Recommendations that were approved or approved with qualifications:

- improve citizen access to police
- eliminate or provide alternative call handling for police dispatched response to some service level calls
- provide for "ownership"
- recognize that those members in touch with community needs are the most important aspect of community based policing
- support training of all members in the community policing approach

A December 1992 status audit of the recommendations revealed that 47 recommendations had been implemented in original form, 32 had been implemented in revised form, 19 remained rejected, 12 were partially implemented, six had not been implemented and 16 were still under review.

Since that time, as part of the ongoing organization review process, the EPS has deleted the Inspector rank and has conducted a complete function inventory.

Example Unit Analysis

Bureau   -   Operations

Division   -   North, South, West and Downtown

Unit   -   Front Counter Detail

The administration and front counter account for 35 personnel in total for all four divisions, with Downtown Division utilizing the highest count at 14. The functions for the front counter are ever increasing as the public becomes accustomed to face-to-face service. The area needs to be to handle the anticipated increase in workload.

The people employed at these locations must be more personable. The duties in this unit should not be a punitive assignment. The majority of people at the front

counter want to utilize one of three units within the station, those being Security Clearance, Tow Processing or Firearms Units. Ideally, these units should be moved into kiosk type booths in the lobby of the station or these units should be decentralized where security is not a problem to other areas.

Several steps to be considered to enhance service provided at the front counter include storefront offices, kiosk police stations in shopping malls and providing police presence anywhere that large gatherings take place. Prompt, courteous service must be provided to the public.

1 What is this unit intended to do?

A public service requirement grew from a need to respond to inquiries made by the public when they presented themselves at the front entrance of the police building. This service was basic at first, giving directions and information, processing warrants for persons turning themselves in, and providing wagon service for response members on the street.

2 What is this unit actually doing?

The front counter unit provides the same service as that for which it was originally designed, with the addition of the following:

- Enforce tightened security measures for building access.
- Notify units that the visitor wishing to visit with them has arrived.
- Take all walk-in complaints where there are no suspects or in criminal matters where there is no follow-up to be done.
- Report complaints against members.
- Execute warrants and call in-street personnel to perform this function after taking custody of the individual.
- Investigate a large number of vehicle accidents and traffic complaints.
- Release vehicles from the police garage after hours.
- Take possession of and look to the release of 24-hour driver license suspensions.
- Answer the telephone and disseminate the information if required on the Crime Stoppers telephone after regular hours.
- Accept and look to the delivery of packages that arrive at the station.
- Allow access to the Property Control Unit.
- Copy reports for the respective divisions.
- Answer telephone inquiries from the general public and other members.
- Process Unlawfully at Large Warrants from the RCMP.
- Ensure that reports are available and in place at all the divisions for use by the response members as well as tidying the areas in which they work.

Responsibilities of front counter personnel vary from division to division.

3 Should this unit be doing what it is doing?

Responsibilities have expanded since the unit originated. Some of the duties, such as police members being used as doormen, are redundant.

4 What should this unit be doing?

The members in this unit should be completing police work, providing information and taking public complaints.

24

5 **How?**

Utilize kiosks or storefronts to handle complaints. Perhaps the unit could be separated to form two areas, one for police information and one for reception. The reception area could be operated by a civilian or a commissionaire and used to direct people throughout the station, accept delivered packages, receive visitors and access the public to other areas. The police information area should be responsible for security of the building, walk-in complaints, warrant execution, accident reports, release vehicles, Crime Stoppers tips and telephone inquiries.

Recommendations

1   Move the staff and functions of Information and Reception from Downtown Division to Support Division.

Rationale:
This detail performs its functions on behalf of all units in Headquarters, not just in Downtown Division. Relief from Support Division is preferred over the removal of patrol constables who can otherwise attend to community needs.

Result: Not accepted

2   Allow free public access to Security Clearance Detail, Firearms Registration Unit, Tow Process / Property Control and Identification Division.

Rationale:
Minimal security concerns do not justify public exclusion from the building. Substantial time is lost by regulating and controlling the estimated 200-300 persons who daily require access to these areas. The gate can be easily moved to control the elevators exclusively.

Result: Recommended for presentation to the Executive Officers Team.

THREE

The New Service
Delivery Model

3 The New Service Delivery Model

A New Approach to Policing

Providing services based on a community focus occurred only after a significant paradigm shift. The organization had to look at its functions in a new way. The challenge was to ask why things were done a particular way. If the answer was "because we've always done it like this!" the function had to be measured against the core value, **Committed to Community Needs** and, if necessary, changed to ensure that it met that criteria. This evaluation process formed the basis for the organization review, which resulted in significant change and restructuring.

Challenging the status quo created the foundation for further discussion and brainstorming. Creativity and innovation, therefore, became the hallmarks of organizational change. For example, the "upside down" organizational chart was developed, showing members at the top and the executive at the bottom.

Another process that assisted in the move to community policing was changing traditional names and terms. Names can take on considerable meaning simply by association and result in a type of self-fulfilling prophecy which can limit and restrict the evolution of a position, function or process. For example, policing was "stalled" in a sense because referring to police officers as law enforcement officers instead of peace officers or community servers limited the focus and scope of how problems were addressed. The importance of name changes in shaping traditional perceptions cannot be underestimated.

A terminology inventory has been developed.

New Service Delivery Terminology

From	To
Edmonton Police Department	Edmonton Police Service
Task Force or SWAT Team	Tactical Section
Strike Force {anti-crime unit)	Coordinated Crime Unit
Complaint Line (Communications)	Dispatch Center
Patrol Division	Response Division
Beats	Neighborhood Foot Patrol

The renaming of units and positions to accurately reflect their functions is ongoing. Suggestions currently under review include deputy chiefs becoming associate chiefs, neighborhood foot patrol officers becoming neighborhood service providers, ownership and turf constables becoming community service providers, and Operations Division becoming Response and Investigation Services.

Concepts of Community Based Policing

Demonstrating an understanding of the community policing concepts listed below became critical to the understanding and development of community based policing.

Ownership and **empowerment** are multi-dimensional concepts fundamental to community policing. Initially, ownership was one person responsible for administering police services to a geographical area by working with the community to resolve problems. Members were selected and assigned to work in specific communities based on demonstrated need for police in that area. A maximum of 75% of divisional personnel were assigned ownership responsibilities. As the definition of "community" evolved, so did the concept of ownership. Non-geographical communities, such as immigrant groups or the gay and lesbian community, as well as short-term or situational communities of interest, required that we address their needs as well. We have found that the concepts of ownership can apply equally to places, problems and people. This broader definition is helpful for drawing in the specialized and investigative units into the community policing model.

Not My job

Here's an old story about four people named Everybody, Somebody, Anybody and Nobody. There was an important job to be done and Everybody was asked to do it. Everybody was sure Somebody would do it. Anybody could have done it, but Nobody did it. Somebody got angry about that because it was Everybody's job. Everybody thought Anybody could do it, but Nobody realized that Everybody wouldn't do it. It ended up that Everybody blamed Somebody when Nobody did what Anybody could have done.

-Anonymous

The primary responsibilities of ownership members are:

1   Calls for service in their area. This allows the members to be perceived as equals by their patrol peers and permits them to get to know residents and businesses.

2   Management of all calls for service, including referrals, in their designated area. Over time, more calls for service come directly to the ownership member via pager, phone call or walk-in traffic than through the dispatch center. This not only reduces the workload on the communications center, but permits the public to deal with their "own" member, and enables the caller to meet with the investigator at a mutually agreeable time.

Ownership constables are given flexibility in managing their workload. They are required to view the MDT dispatch queues and self-assign calls for service in their area. They can respond to the calls or contact the reporter and make alternate arrangements for investigation at a later time if this is appropriate.

Who Owns the Bike?
Excerpt from *"Ozvnership II: Who ivashes a rented car?"* by Chris Braiden

I must tell a little story here to illustrate what I mean by ownership in the policing sense. One day several years ago, I noticed a bicycle chained to a post right in front of our headquarters building on 96 Street which is in our city center. I watched this bike for four months throughout the winter. It was obvious from the start that it was either stolen or abandoned. At the time, we had 21 people assigned to foot patrol in the conventional sense who worked out of headquarters. No one was assigned to any particular beat on a permanent basis but HQ was 'home' to everyone. This beat assignment was a specialised unit, they worked in pairs and had no particular job description. Their job simply was to be seen. In fact, I used these positions to staff our neighborhood foot patrol two years later. Of course, it was considered a plum job because you didn't have to take calls for service. Some of our best young constables worked it. Every day it was necessary for these people to walk past that bike going to, and from, their beats. Each must have walked past the bike 100 times, yet no one did anything about it. I think I know why.

I can just see it now as they walked out the door of headquarters each morning and upon confronting that confounded bike, Mick would say to himself, *"Oh, zuhat the hell, Pat will take care of it."* Of course, each time Pat encountered the bike, he would say the same thing to himself. The end result was that no one took care of the bike because it wasn't their problem. No one 'owned' the village that 96 Street is in.

Why do I feel so sure about this? Because I see this phenomenon repeat itself daily in my home. I have two sons; not bad kids. For years I have watched them step around, over and sometimes through stuff that belongs to the other. I have even seen them wash one of two dishes left in the sink because they *"didn't dirty the other one."*

If anyone wants to know the reality of what goes on in policing, don't study policy or management, get into the heads of the people doing the work.

Personal contact with community and businesses is essential. Spending time from each shift while making face-to-face contact with people has long term benefit for the public and the Police Service.

Schedules, court attendence and calls for service can restrict problem solving efforts. Shifts do not allow for the continuity needed to work on complex problems. There are, however, some officers who are productive in spite of these restrictions, which reflects how they manage their time and workload.

The public must also take ownership of their communities. Effective community policing requires that the community become involved in problem identification assessment and development of solutions. Solutions developed by police and imposed on the community generally fail. Citizens must be encouraged to network within their communities and to assume ownership of problem solving strategies. Police officers should act as catalysts for this process. Proceeding in this manner develops the community's ability to solve problems on their own. Then, when the assigned officer is transferred, citizens still have a mechanism in place to address and resolve problems and community concerns. The collaborative efforts of other agencies, including the police, working with the community on problem solving issues is ultimately synergistic.

On a broader scale, ownership applies to the structure of the organization. Ownership is built into all areas and levels of the organization. Ownership and empowerment has de-emphasized the chain of command and encouraged decision making at the lowest possible level. Management has given members increased latitude, autonomy and trust. Members do not always follow the chain of command when making decisions for the good of their community. The Service has become a risk taker and assumes a tolerance for failure, keeping in mind that "there is no failure but not trying" {PJ. Duggan). Management supports the member in the community, but it is the community that is in the lead.

One member describes the Service support of problem oriented approaches to policing by saying "you can be more open about your wild and crazy ideas and enjoy great freedom and support." He cites an example of how members are using empowerment. A constable and his community identified a problem and met with the provincial Minister of Social Services to discuss the issue. The sergeant's response was "way to go."

In the past, in order to perform skillful neighborhood foot patrol or ownership work, freedom was exercised by those willing to risk criticism or worse. Presently, anyone can come forward with almost any project or problem plan and be supported. Ideas once thought to be daring and unusual are now greeted with "good stuff, tell me more." Members rate increased management support for individual efforts as the most significant change since 1988.

The concepts of ownership and empowerment have evolved considerably since the introduction of community policing. Approximately one year after the new service delivery model was introduced, application of the model was decentralized to each of the divisions. Each division assumed ownership of the process, and developed "personalized" initiatives to meet the needs of their communities. Superintendents were empowered to make staffing and scheduling changes to accommodate these needs, and to develop a dispatch/response system that was effective in meeting their communities' needs.

Customer Service is another important concept that continues to evolve. Three words explain the concept, "Service . . . Service .. . Service." Everyone in the Police Service is expected to take a "buck stops here" approach and work with the customers to address their needs.

Annual surveys reflected an increase in public satisfaction with police and police services. An unexpected benefit was a decrease of complaints against members.

Familiarity, face-to-face contact, name tags, business cards and increased access points to police have all contributed to the improved level of customer service provided and has enabled the Service to provide a friendlier, professional product.

Problem Solving is another important concept of community policing. Strategies must be developed to address the underlying causes of crime. Solutions must be developed by cooperative efforts between police resources, the public and private agencies. (An *EPS Problem Solving Guide* is available upon request.) But it, too, must be supported and practiced by the entire organization, not just the front line officers. Problem resolution with community solutions must resonate throughout the Service. Problem solving must evolve to share successes, internally and externally, by utilizing a library, data base, media and Internet. Problem solving coordinators must ensure that the process is being followed and initiatives documented for inclusion into the data base. As community policing develops and evolves, based on organizational, demographic, socio-economic and associated factors, so must problem solving.

Community policing is a concept that must continually evolve to suit the changing needs of an officer's community. Everyone must be involved in this process. The

31

simple definition used in Edmonton is "getting to know your communities, needs, problems, strengths and weaknesses, and working with them to create innovative solutions to problems." This means going beyond the traditional law enforcement mandate to form partnerships to address social and community development issues. The value of community involvement in this process cannot be understated. Communication, information sharing and trust are the key ingredients of community involvement.

The New Service Delivery Model

Although the EPS had conducted the described analysis and had returned as many officers to the front line as possible, this was not enough to effectively address all of the critical issues identified in the original vision. There was general agreement throughout the organization that more needed to be done to develop a service delivery system that:

1 was responsive to community needs,
2 increased public access to police,
3 improved customer service,
4 decreased the number of police responses required to calls that could be serviced at a community station or by other alternatives, and
5 improved the effectiveness of overall call management.

The development, design and implementation of the new service delivery was the culmination of many discussions and debates by employees throughout the service on how to redesign the way we handled calls for service. Four essential service delivery components were identified:

1 **Receiving:** how the public accesses police services
2 **Responding:** how police make themselves available and attend to public needs
3 **Recording:** how police capture received information
4 **Resolving:** how police work with the community to identify problems and develop solutions

Components of the New Service Delivery Model

*/>   **Receiving**

Responding   **Recording**

     Resolving
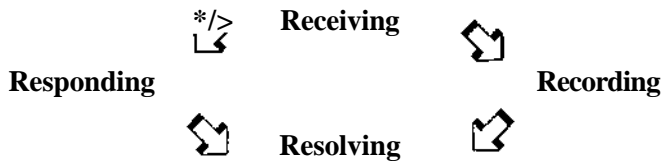
Receiving
The primary objective was to increase access to police services. The receiving principles developed were to:

1 decentralize and increase the number of reporting outlets,
2 increase face-to-face contact between the public and police officers,
3 improve customer service, and
4 have the public come to the police, at their convenience, whenever possible.

New Service Delivery Model

Receiving Principles	Responding Principles	Reporting Principles
Public comes to us for service	Personal safety and security	Alternatives to 'full' reporting
Increased contact with police	Quality of life	Reduce redundant information
Decentralized reporting	Duty bound	gathering
Emphasis on local problems	Maintain viable response	Expedite the reporting function
Face-to-face contact with public	Every member responds to calls	Record only crime specific data
Customer service	for service	Automate basic reports

Applying the Service Model Delivery

Police and public education	Ownership members	Police respond and write a report
EPS listing in phone directory	Turf members	Other unit creates report
Talking information phone services	Neighborhood Foot Patrol	Other agency creates report
Decentralized reporting	School Resource Officers	Police referrals to other agencies
Utilize facsimile reporting	Community stations	Public comes to us for service
Utilize:	Division stations	Volunteer/clerk assistance
pre-recorded messages	On street managers	Unlimited future:
phone call management/	Communications Division	computer networking
reporting		remote links
appointment schedule	Dispatch 'appropriate' unit	computer facsimiles
answering machines/pagers	Reassign people to the street	
mail in/drop off reports	Seasonal workload adjustments	
Access police services through:	Create an 'ideal' staffing model	
Communications		
Neighborhood Foot Patrol		
Community Stations		
Division Stations		

Resolving Principles and Techniques

Problem solving	Reduce repeat call for service	Internal and external recognition
Develop problem identification	Capture problems solved	Ownership

Functions of Service Model Delivery

Priority based on community need	Implement ownership plan to	Create performance measures to
Develop partnerships with:	involve: police	focus on problem solving
community	citizens	attempts and effectiveness
affected agencies	Analyze problems and trends	Provide quality customer service
Reward/recognize hard work	Share information	both internally and externally
Support:	Emphasize proactive problem	Specialize where necessary
risk taking	solving approaches	Generalize when possible
initiatives and creativity	Community building	

The full service community station concept became the foundation of the new service delivery system, and the base on which eventual expansion of the community policing model was built. Two prototype community stations were opened to pre-test concepts developed.

The community station is designed to operate in communities with high public traffic areas. Hours of operation had to be flexible enough to accommodate public schedules and allow the public to report on their own terms, at their convenience. There are no limits to reporting. Anyone can report an incident at any station.

The original intent was to have the community stations handle reports best described as "cold crimes" (generally crimes with no suspect, no crime scene or no visible supporting evidence) and other incidents not requiring immediate police response. The community station officer could easily become conversant with occurrences in the area, evaluate reports made and identify trends and patterns in a timely manner.

Experience proved that when the public was asked to attend these stations, they agreed and were satisfied with this method of reporting. However, it became apparent that more public education was required to promote the types of concerns the public could take to a community station.

A full scale marketing effort involving all areas of the Service was developed to encourage people to report incidents at the community stations. Internal efforts to support the marketing campaign included:
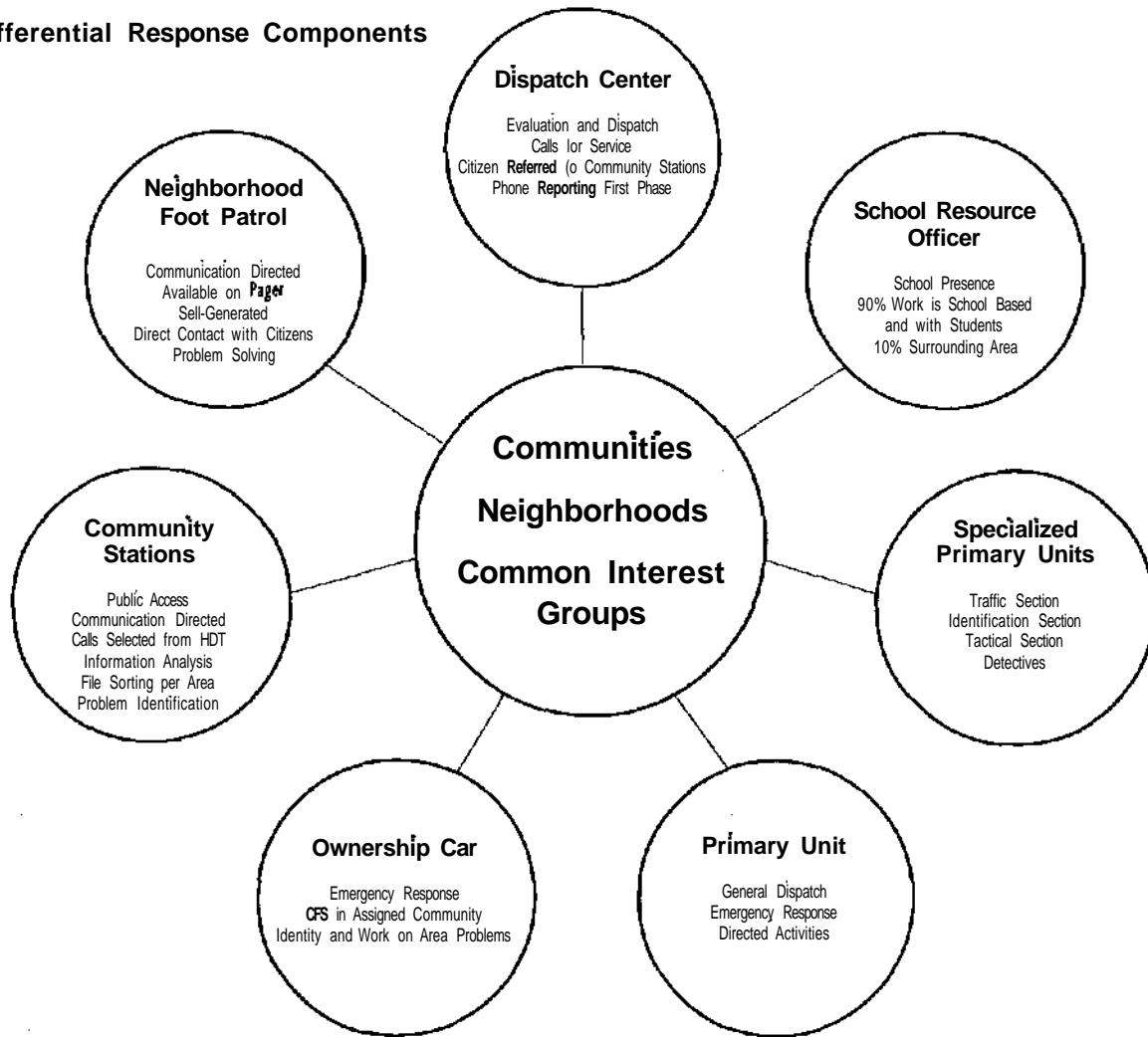
1   Development of the call path chart, a logic diagram designed to assist all members in routing calls to the most appropriate method of service (see Call Path Chart at the end of this chapter).

2   Members of Communications Division continued to redirect callers wishing to report incidents appropriate for reporting at community stations. They became adept at explaining the new processes and directing reporters to their nearest community station.

3   Incidents reported at a community station are evaluated there. If dispatch is required, the dispatch request is forwarded to Communications by phone or fax.

4   Telephone reporting is minimized and used only to record thefts of autos, thefts or loss of items which could impact public or officer safety (e.g. weapons) or for reports filed by the aged, the infirm or visitors to Edmonton.

In conjunction with these efforts, other strategies to increase the number of access points to police, speed up access to police, reduce the number of calls coming into the dispatch center and reduce the number of police responses included:

1   Creating the telephone book "red pages," a comprehensive listing of community station locations, phone numbers, hours of operation and the types of services offered (see inside front cover).

2   Reworking the pre-recorded greeting on Communications lines, requesting the public access the red pages for further information or take their non-emergency calls to the nearest community station.

3   Revising and expanding the Talking Yellow Pages file to include sources of information more commonly requested from Communications personnel (see inside back cover).

4   Providing community stations, NFP offices and specialized investigation units with answering and facsimile machines, pagers, business cards and cellular phones.

34

5 Training and encouraging employees of selected agencies {e.g. group homes, corrections facilities, social services) to forward missing person reports, absence without leave (AWOL) and unlawfully at large (UAL) and preliminary crime information (e.g. child abuse complaints) to EPS via fax. This reduced the queue delay, permitted expedient entry of information into police systems and ensured that reporters could quickly get information to police.

Differential Response Components

```
                        Dispatch Center
                     Evaluation and Dispatch
                        Calls for Service
        Neighborhood    Citizen Referred (o Community Stations
         Foot Patrol    Phone Reporting First Phase
                                                School Resource
    Communication Directed                          Officer
      Available on Pager
       Sell-Generated                            School Presence
    Direct Contact with Citizens              90% Work is School Based
       Problem Solving                           and with Students
                                                10% Surrounding Area

                         Communities

                        Neighborhoods            Specialized
     Community                                  Primary Units
     Stations          Common Interest
                           Groups              Traffic Section
     Public Access                          Identification Section
  Communication Directed                       Tactical Section
 Calls Selected from HDT                          Detectives
   Information Analysis
   File Sorting per Area
   Problem Identification

          Ownership Car              Primary Unit

        Emergency Response         General Dispatch
      CFS in Assigned Community    Emergency Response
  Identity and Work on Area Problems  Directed Activities
```

Responding

The responding principles developed were to attend all calls:

1   police are duty-bound to attend,
2   that could compromise public or police safety, and
3   where response is required as quickly as possible.

The objective was to decrease the number of responses police must make by managing all calls for service as effectively as possible. A multi-faceted, tiered approach was developed to meet this objective. Response was divided into two sections, Primary and Ownership. In addition, officers not traditionally involved in response to calls were involved when required, (e.g. CIS, CID, Traffic). The primary criterion is that everyone takes calls for service.

35

Primary response members are responsible for all emergency response and respond to priority and service level calls in communities where the ownership constable is unavailable to attend.

Ownership constables are officers assigned to identified communities. They take calls for service in the following priorities:

1   emergency response anywhere in the division,
2   priority response to calls nearby, and
3   all service level and deferred calls in their community.

Top Ten Requests for Police Service:
Typical Non-Emergency Police Responses

Service Request	Until 1992	New Service Delivery 1992
1 Motor Vehicle Collisions	Station report Street level investigation	Station investigation Street level investigation
2 Theft from Auto	Phone report	Investigate at a station in person
3 Mischief	Phone report	Investigate at a station in person
4 False Alarms	Respond to most	Respond to genuine only (1993)
5 Theft	Phone report	Investigate at a station in person or at mutually agreed time
6 Suspicious Persons	Respond ASAP	Respond ASAP and followed up by neighborhood member
7 Family Disputes	Respond ASAP	Respond ASAP and problem solving by neighborhood member
8 Break and Enter	Respond ASAP	Respond ASAP or at mutually agreed time
9 Lost Property	Phone report	Station report taken-chance of recovery increased
10 Assault	Respond ASAP	Investigate at station in person or respond at mutually agreed time

These officers are mobile and are dispatched by MDT or radio. They are all equipped with portable radios. A number have pagers. Several communities have purchased cellular phones for their community officer so they can have direct access to him/her. This also provides a measure of accountability for the officer to the citizens of the community.

Neighborhood foot patrol officers are ownership officers with responsibility for a small geographical area based on repeat calls for service. Some of these officers have storefront offices, staffed by a small complement of volunteers, who handle walk-in traffic. They receive messages and calls for service on their answering machines, pagers and portable radios.

36

School resource officers, located in high schools, are responsible for feeder schools and the surrounding community. They also take calls for service in their schools and adjacent areas. All have pagers or can be accessed through the school.

All of the community oriented members are supported by other operational members. Special Investigation Division investigators, where appropriate, are requested for initial response so that response constables do not begin an investigation only to hand it off for specialized follow up. Traffic officers are responsible for investigating serious motor vehicle collisions, but will respond to emergency calls when they are available. Tactical Section assists with calls for service when the need arises but, for the most part, continues to remain available for the high risk incidents.

The **Dispatch Center** takes telephone reports when circumstances dictate. However, this practice has been reduced significantly since 1992.

Community station officers handle and respond to calls for service. They review outstanding calls for service and, where appropriate, contact the reporter to attend at the community station. Community station officers commence and follow through on investigations that normally would have been dispatched. Response and ownership officers assist them by going out and arresting a subject or obtaining further evidence to supplement their investigations as required. The public is encouraged to attend the nearest community station to report non-emergency incidents.

Effective Call Management

The two areas directly responsible for call management, Communications Division and Response Divisions, were involved in developing strategies to improve call processing and referral.

The Dispatch Center evaluates incoming calls using the principles of the Call Path Chart. The caller is referred to a community station, a report is taken over the phone or the call is submitted to the dispatch queue. In an effort to reduce the number of calls sitting in queue for extended periods of time, the communications dispatcher calls reporters back to advise if delays are anticipated. If other arrangements can be made, the information is added to the call, and a hard copy is faxed to the appropriate station for investigation and conclusion.

Each response division has an on street manager (OSM) assigned 24 hours per day. This supervisor has primary responsibility for call management during his/her assigned time, ensures timely response to calls for service when response members are tied up and provides on street coordination effort for all high risk incidents, pursuits etc.

Self assignment of calls, which involves members selecting calls for response, was a concern when MDT dispatching was introduced. This has, however, been turned into an advantage. Members are now encouraged to select calls for response. This process has proven to be very productive and reinforces the concept of ownership-Members understand they are responsible for calls in their area, but have the freedom to select and manage those calls as they think best.

Seasonal Fluctuations in Workload

In the past, patrol was often seen as the primary resource for secondment to relieve "inside" for specialized areas. This has changed. Staffing street positions has become the Service's priority. The Edmonton Police Service now responds to seasonal fluctuations in workload and available human resources {e.g. summer relief) by assigning inside workers to respond to CFS or supervisory duties in operational and investigative areas.

37

Recording

The goal is to reduce the redundant collection of information and the overwhelming time commitment to the reporting process. The principles developed were:

1   to create a uniform product that meets the reporting requirements of the Service,
2   to expedite the reporting process,
3   to reduce processing time in patrol and create time and cost savings for the community, and
4   to capture information to assist investigations.

Officers often commented that the reporting process was cumbersome or time consuming and impeded members from spending time with their communities.

Two specific reports were created to streamline the reporting process. Both capture crime specific or core information. One report was designed for use in the community station to capture information on cold crimes. This interactive report allowed the reporter to participate by providing a written witness statement form on their version of events. If follow up or additional work was required, the full reporting procedure is followed.

The core report taken by a communications officer was designed to capture basic information such as name, address and incident. The caller was then referred to their nearest community station to continue the reporting process. This core report was faxed to the selected community station and served as a notice of who would be arriving to complete the report. In the initial stages, the core report also provided information on deferrals and permitted monitoring of the number of callers actually reporting at a community station. The core report was eventually discontinued.

Communications Division developed and implemented delayed response reports. Calls not requiring immediate police attention (e.g. abandoned autos, some traffic complaints) were documented and forwarded to the appropriate community station or divisional station for assignment and follow up. Assigned members completed the report and submitted it for filing.

The ability to conclude reports by MDT was introduced in an effort to reduce some of the time committed to report writing. It permitted members to add comments to dispatch calls on an MDT screen. Initially, calls concluded in this manner had to be anonymous and unfounded, but after demonstrated success, other minor incidents were also included (e.g. transport of intoxicated persons to the detoxication center, false alarms and parking complaints). Approximately one quarter of dispatch reports are dealt with in this manner. This ease of recording feature captures relevant information and allows officers to return to duties more rapidly.

The development of the automated reporting process is continuing. A team has been formed to review full reporting of crimes, incidents and problems and develop an automated reporting system that will meet members' expectations for ease of reporting.

Resolving

The goal is to identify trends, to discover the underlying factors causing them and then to eliminate or reduce them by taking a problem solving approach. The principles developed were:

1   involve the community in problem identification and development of solutions,
2   empower members to take ownership of a problem, and
3   create interagency and community partnerships.

The primary objective is to involve the community to create peace and security in their own neighborhoods. This can be achieved in a number of ways, by educating

and training the public in relation to their changing roles and expectations.

Problem solving has been called the "right arm of community policing." A problem solving approach, in and of itself, will have significant impact on reducing crime and increasing public safety and security. The problem solving model used is based on the work of Herman Goldstein and involves a four-step process, commonly referred to as SARA (scanning, analyzing, responding, assessment).

The ultimate goal is to successfully solve problems; however, much can also be learned from unsuccessful attempts at problem solving. EPS encourages a high tolerance for failure and emphasizes that as much is learned from failures as from successes.

The whole organization, not just the members at the front end, has to be involved with problem solving. Sergeants and staff sergeants must be acutely aware of their roles and responsibilities in supporting and facilitating the problem solving process. They must also be instrumental in administering the problem solving process by recording successes and making them accessible to everyone. All operational areas have a problem solving coordinator who, along with his other duties, assists with managing problem solving.

A problem solving workbook has been developed and distributed throughout the organization. All members received a complete day of instruction on problem solving. In addition, the focus of Community Station and Neighborhood Foot Patrol courses is on problem solving.

EPS has established an automated data base for concluded problems. The investigator prepares a problem solving form, which is reviewed at the division and forwarded to the CBP office for entry on the central data base, which is accessible to all members. Examples of developed problem solving initiatives include:

1   A team effort between private and public agencies working with dysfunctinal families to address difficulties in the home such as alcoholism, drug abuse and child abuse.

2   Nurturing Neighborhoods, a city initiative resulting from the Mayor's Safer Cities Task Force (1991), involves the community conducting their own safety audit. Identified problems are then dealt with by the appropriate municipal department.

Several problem solving examples {e.g. Parent Parking Patrol, the YOOT Program[1]), which have been so successful and replicated so frequently, have become integrated into the EPS service delivery.

The Call Path Chart

The Edmonton Police Service recognized that it was crucial to incorporate the new alternative methods of call handling into the mainstream of police service delivery. The implementation team was challenged to devise a simple system that would assist communications, station and response personnel in determining how calls should be processed. Their first task was to identify categories of calls that should be dispatched, routed to members who have specific responsibility for areas or handled at community stations.

They initially tried to break out by category those calls that could be referred to

---

[1] Parent Parking Patrol is a community based initiative involving parents at elementary schools monitoring and dealing wilh traffic safety issues. YOOT refers to Young Offender Observation Teams, by which dysfunctional youths are "adopted" by community officers who track and monitor them and teach positive life skills.

community stations, but discovered that while call categories could be generalized, actual complaints could not. Further analysis showed that the circumstances that prevented successful categorization of calls displayed certain similarities and recurring patterns. This shifted the focus of discussions from managing call categories to managing circumstances surrounding the call. The team found that responses to the following questions were the deciding factors in determining how calls should be processed:

1   Is expedited response required?
2   Does it make sense to conclude the incident by a phone report?
3 Is there a scene? Is it necessary /important for police to view the scene?
4   Is there an immediate and/or serious threat to life or property?
5   Is the call in progress?
6   Does the call require immediate response?
7   Is this an ongoing problem?
8   Is this call likely to require follow-up?

These questions form the basis for the "decision" boxes of the logic chart. The various methods of call handling became the "process" boxes. Call handling options for the dispatch center include:

1   dispatch,
2   conclusion by phone report in the dispatch center,
3   basic information taken over the phone in the dispatch center then fax referral to the closest community station, ownership or NFP member for follow-up and conclusion, and
4   direct referral to community station.

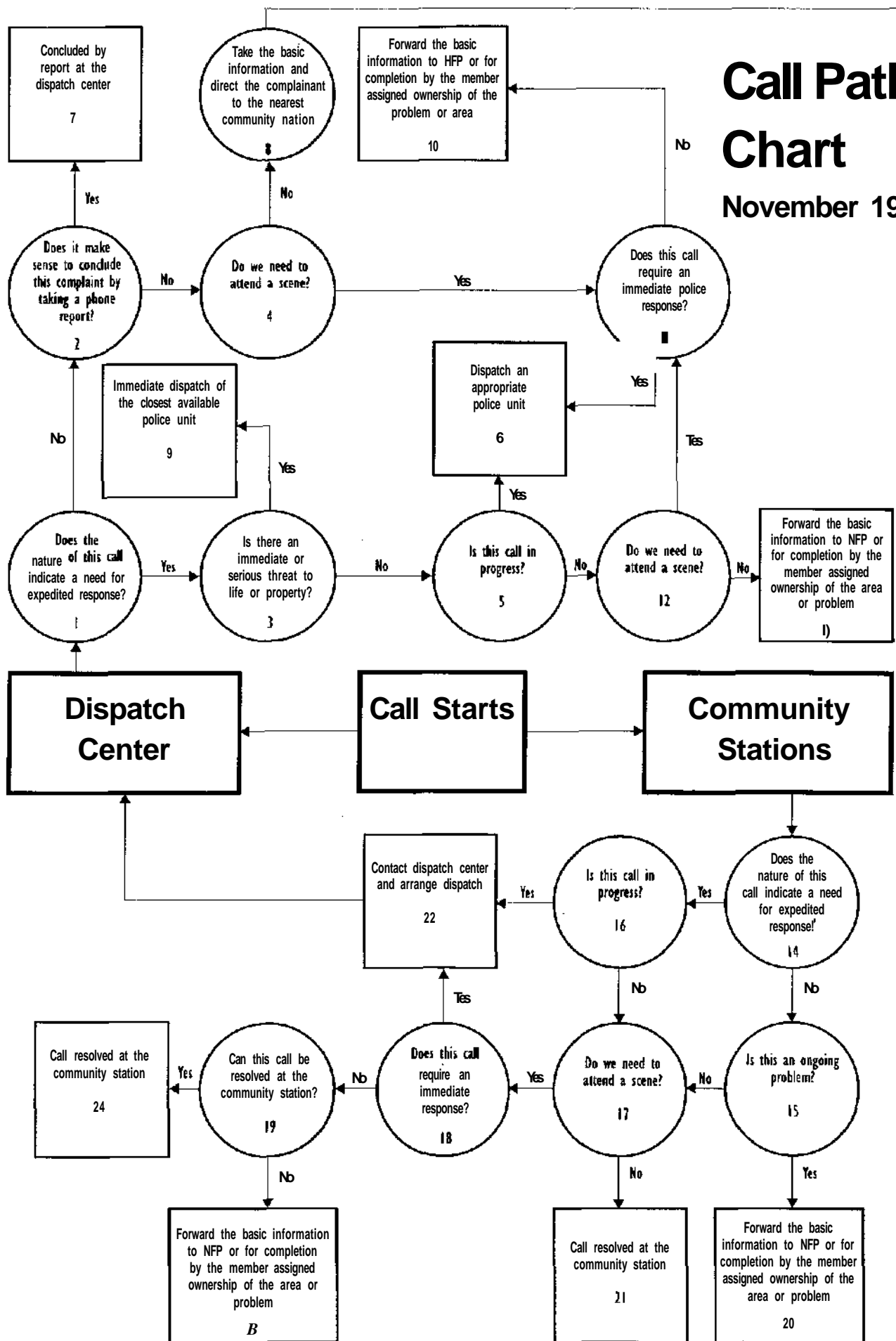Call handling options for the divisional or community station include:

1   conclusion by report at the station,
2   basic information taken at the station with referral to the ownership or NFP member for follow-up and conclusion, and
3   referral to the dispatch center for dispatch.

The Call Path Chart is a graphic representation of the flow of these decisions and processes. The left hand side of the chart refers to calls originating in the dispatch center. The right hand side of the chart depicts processing of calls originating in the community or divisional stations. All questions posed can be answered by a simple yes or no. The selected response guides the user to the next question that must be answered, and at the appropriate point, identifies the correct call handling procedure.

Although the chart may initially appear complex, users indicate that familiarization with the process is rapid because it follows a common sense line of questioning. The user can think through the call and make decisions on how to proceed in a rational, logical manner. The majority of users now need to refer to the chart only occasionally, generally when confronted with an unusual incident.

Call Path Chart
November 1994

Call Starts → **Dispatch Center** / **Community Stations**

Dispatch Center side:

Does the nature of this call indicate a need for expedited response?
1
- No → Does it make sense to conclude this complaint by taking a phone report?
2
- Yes → Is there an immediate or serious threat to life or property?
3

Does it make sense to conclude this complaint by taking a phone report?
2
- Yes → Concluded by report at the dispatch center
7
- No → Do we need to attend a scene?
4

Is there an immediate or serious threat to life or property?
3
- Yes → Immediate dispatch of the closest available police unit
9
- No → Is this call in progress?
5

Immediate dispatch of the closest available police unit
9

Do we need to attend a scene?
4
- No → Take the basic information and direct the complainant to the nearest community nation
8
- Yes → Does this call require an immediate police response?

Is this call in progress?
5
- Yes → Dispatch an appropriate police unit
6
- No → Do we need to attend a scene?
12

Do we need to attend a scene?
12
- Yes → Dispatch an appropriate police unit
6
- No → Forward the basic information to NFP or for completion by the member assigned ownership of the area or problem
13

Dispatch an appropriate police unit
6

Does this call require an immediate police response?
11
- Yes → Dispatch an appropriate police unit 6
- No → Forward the basic information to HFP or for completion by the member assigned ownership of the problem or area
10

Concluded by report at the dispatch center
7

Take the basic information and direct the complainant to the nearest community nation
8

Forward the basic information to HFP or for completion by the member assigned ownership of the problem or area
10

Community Stations side:

Does the nature of this call indicate a need for expedited response?
14
- Yes → Is this call in progress?
16
- No → Is this an ongoing problem?
15

Is this call in progress?
16
- Yes → Contact dispatch center and arrange dispatch
22
- No → Do we need to attend a scene?
17

Is this an ongoing problem?
15
- Yes → Forward the basic information to NFP or for completion by the member assigned ownership of the area or problem
20
- No → Do we need to attend a scene?
17

Do we need to attend a scene?
17
- Yes → Does this call require an immediate response?
18
- No → Call resolved at the community station
21

Does this call require an immediate response?
18
- Yes → Contact dispatch center and arrange dispatch 22
- No → Can this call be resolved at the community station?
19

Can this call be resolved at the community station?
19
- Yes → Call resolved at the community station
24
- No → Forward the basic information to NFP or for completion by the member assigned ownership of the area or problem
B

Contact dispatch center and arrange dispatch
22

Call resolved at the community station
24

Call resolved at the community station
21

Forward the basic information to NFP or for completion by the member assigned ownership of the area or problem
20

Call Path Chart Notes

Decision Boxes (circles)

I and 14

Does the nature of this call indicate a need for expedited response?

This is the preliminary evaluation of a complaint that occurs both at dispatch center and with the community station officer. This simply establishes the relative severity of the complaint by category in much the same manner as traditional evaluators assign priority codes. This decision box is necessary to route serious calls toward expedited dispatch.

2

Does it make sense to conclude this complaint by taking a phone report?

This applies to contacts made by phone to dispatch center only. There are still types of calls and situations where there is no avenue for follow-up and where it would not make sense to take an investigation beyond the reporting process. Examples of this are reports of adult missing persons or lost front vehicle license plates. The types of complaints which could be concluded in this fashion were severely curtailed with the new changes so that we could minimize fraudulent reports and allow face-to-face contact with the police on the vast majority of "minor" crimes.

3

Is there an immediate and serious threat to life or property?

No matter what we do to improve policing it will all be a waste of effort if we do not provide for those instances when rapid response to life and death situations is required. The traditional police dispatch model attempts to provide timely response to everything. In reality, the only time it really matters how quick we respond is when there is a real emergency.

4, 12 and 17

Do we need to attend a scene?

In many cases there is no scene or the location or place of event does not matter to the police response. This is an important question to consider in determining whether the community station option is viable.

5 and 16

Is this call in progress?

Even a minor complaint of a non-criminal nature takes on new significance if it is occurring right now. No police service delivery system can afford to overlook the need to priorize responses to these situations. Once again a "yes" in this decision box routes the call toward quicker dispatch.

19

Can this call be resolved at the community station?

In the Edmonton community based policing model the majority of the community stations have NFP assignments working out of the same offices. The community stations have been very popular and have attracted greater than expected numbers of "walk-in complaints." It is estimated that as many as 30% of deferred calls (ADF) result from these walk-ins. It would not make sense to have the call sent to a Patrol Division for follow up until:

1   the community station officer had made every attempt to have the call concluded within the station by phone or as appropriate or,

2 the station officer hands off the call to a NFP *if the complaint falls on that beat.*

II and 18

Does this call require an immediate response?

There are many situations where a caller or someone coming in to a community station does need the police and does need them to come to him or attend a scene but not right now. There are many situations where it may be inconvenient for police and complainant alike to queue for dispatch when timeliness is not a factor in the complaint.

15

Is this an ongoing problem?

The community station is an excellent place to identify crime trends or locations of repeat calls for service. In the Edmonton model the majority of our neighborhood foot patrol officers work out of the community stations and represent our most competent people who are empowered to apply problem oriented policing techniques.

Process Boxes (rectangles)

6

Dispatch an appropriate police unit.

In Edmonton a patrol unit has always been sent as the initial investigator to all calls. A robbery could occur and several detectives could be able to respond and take the initial investigation and we would still hold the call for the first available patrol unit. This process box is intended to ensure that, whenever possible, the specialized unit responsible for specific crime types will be dispatched, in the first instance, to calls that apply to them. The specialized investigator would now attend the scene and be responsible for all aspects of the report and investigation of the occurrence from the outset.

7

Concluded by report at the dispatch center.

A traditional service which has been limited in the new model.

8

Refer complainant to the nearest community station.

If, in the opinion of the dispatch evaluator, the complaint being outlined:

1   does not by category or nature require expedited response (Box 1),
2   cannot be concluded by phone based on dispatch guidelines (Box 2),
3   there is no scene or no value in police attending a scene (Box 4),

then, at the discretion of the dispatch evaluator, the complainant will be referred to the closest community station to where the offence occurred.

9

Immediate dispatch of nearest available police unit.

No change here. Despite all other initiatives, this remains central to our function.

10, 13, 20 and 23

Forward the basic information to NFP or for completion by the member assigned ownership of the problem or area.

A "First Contact Report" is generated in the dispatch center that captures the complainant's basic information along with a short explanation of the call itself. It is important that differed dispatch does not occur at random. In our Patrol Divisions selected officers have constant assignment to the same districts generally and individual problems or geography specifically. If it is determined that a non-emergency call can be handled at later time then that call can be deferred from dispatch and assigned to the most appropriate member for conclusion through the division in which he works. This applies to members assigned ownership as well as neighborhood foot patrol officers. This feature stripped 8% of the dispatch calls in the first three months of 1992. There are great advantages in stripping calls during busy hours and rescheduling the work for quieter times.

21 and 24

Call resolved at the community station.

Refers to reports and investigation completed by the community station before being sent to Records Section.

22

Contact dispatch center and arrange for dispatch.

Where a dispatch is required the community station officer records the required "First Contact" information and sends this to the dispatch center to provide the necessary information to input the call.

The Call Path Chart creates a bridge between existing structure and new community oriented approaches to policing. It allows police departments to introduce community based policing philosophies without dismantling that part of conventional policing that is represented by a level of vital response. The Call Path Chart imposes a way of thinking that should become automatic in the minds of both the police and the public over the course of time. The true success of the Call Path Chart will be evident when the chart itself becomes obsolete and the way of thinking it represents has become entrenched. When it is no longer necessary to coach the kind of thinking illustrated by the chart then community based policing will have arrived.

Components of the Model

4 Components of the Model

Community Stations

The full service community station is the foundation on which the Edmonton community policing model is built. In order to make it more convenient and easier for the public to access police, the Edmonton Police Service needed to increase the number of public access points for service. The community stations also provide a central location for police and community members to work together to identify and solve problems of mutual concern.

Edmonton Police Service began by opening two community stations in 1991 as forerunners of the new model. Simply having a community station in the neighborhood did not decrease calls for service, nor did citizens stream into the station to familiarize themselves with the neighborhood constable. The entire reporting system had to be revamped to ensure that the stations were properly utilized and to ensure that the stations and their functions could actually be integrated with the community and the police. This approach also served to decrease the number of service level calls to which police were required to respond, creating some time for them to work in their community and take a problem solving approach.

The original terms of reference developed for community stations were:

1 Community stations must serve more than one neighborhood. They can share space with a neighborhood foot patrol area or another agency.

2 Community stations will serve as a walk-in location where people can go to report several of the types of occurrences previously taken by phone report.

3 Community stations will not be located close to divisional stations.

4 Divisional stations can function as community stations.

5 Each community station must have adequate public parking.

Community Police Station Fit-up Standards

Appearance
The facility chosen must be appealing to the eye in order to project a positive professional image to the public as well as the members of the Edmonton Police Service and volunteers. The facility must have appropriate street frontage to provide good visibility for the public and the employees working within the facility.

Location
This facility must be in a location that meets the criteria of the division. The boundary parameters for the location are established by the superintendent in charge. The facility may house a Neighborhood Foot Patrol office. Equally important is accessibility for the volunteers and customers as most are residents of the area. Many volunteers and customers travel to the station either by foot or vehicle or use the Edmonton Transit System. A safe location close to a bus route is essential.

Each of the facility sites must meet the needs of the Division in which it will be

located. When identifying the facility, location should first include any/all City of Edmonton owned or occupied facilities/land, followed by available property owned by the private sector. The facility must be presentable and functional.

The facility location should be reviewed to ensure the incorporation of a joint social services or community facility is not overlooked.

Another important factor regarding location is high visibility to passers by, both vehicular and pedestrian traffic.

The final prerequisite is a location in a residential or commercial area within a defined neighborhood. Industrial areas do not fit into the original design of a Community Police Station.

Parking
Customer, volunteer and employee parking is required along with police vehicle parking.

Size
The location chosen should be of sufficient size to accommodate at least four police members and up to four volunteers at the same time. Space is also required for an entry way vestibule, a customer/police front counter area, front general working area, two or more general office areas, one unisex handicap washroom located near front reception area, one unisex washroom (include shower area) for employee use, and general storage area (e.g. bike detail). Space will also be required for a soft interview room, a quiet report.writing office and a coffee/kitchen area (approximately 1,500 square feet minimum).

Signage
Each facility shall display the illuminated sign "POLICE." The lettering style used by the EPS is microgramma-bold extended. The polycarbonate sheet shall be painted in the EPS color blue with white letters. The sign shall appropriately fill the available space above the front of the premise, or be large enough to ensure visibility from one and one-half block distance away. Average size of police sign is approximately three feet by twelve feet.

Facilities Considerations
The primary consideration in placement of community stations was, and is, location, location, location! Stations must be placed in high traffic areas, be clearly visible from the street and be easily accessible to the public. In Edmonton, all community stations are storefront operations. They are located in strip malls, on busy commercial streets, in high density housing areas and, in one instance, a major shopping center (West Edmonton Mall). Adequate, clearly designated public parking, six stalls at minimum, is provided at each station.

Of the 12 community stations opened in Edmonton, two are city owned buildings and ten are leased. Leasing generally reduces capital expenditures and increases the flexibility of response to community needs.

Leases vary from monthly to ten-year rentals. Rent varies depending on the size and the location of the facility. Square footage of the facilities varies from 1,050 square feet to 4,061 square feet.

Community Policing Facilities, May 1995*

Facility	Month Rent	Year Rent	Leased Sq. Foot	Landlord Contract
West Division				
Westmount CS**	$2,261	$27,132	1750	Colliers
Summerlea/WEM CS	$1000	$12000	1658	Triple 5
Canora NFP	$600	$7,200	1110	York Realty
Brittania/Young NFP	$325	$3,900	534	Public Works
Ingle wood NFP	$650	$7800	600	C. Chandler
North Division				
Beverly CS	$1,400	$16,800	1220	Princeton
Calder CS	$1,417	$17,004	1700	Clifton
Clareview CS	$1,586	$19,032	1098	Western
Belvedere NFP	$500	$6,000	650	Ash Development
Killarney NFP	$825	$9,900	1140	Shareef
South Division				
Strathcona CS	$0	$0	1296	Public Works
Ottewell CS	$1,559	$18,708	1095	McLab
Millwoods CS	$1,603	$19,236	1585	Cambridge Realty
Petrolia CS	$1,520	$18,240	1050	Leighmore
Downtown Division				
Eastwood CS	$0	$0	4061	Public Works
Oliver CS	$1,600	$19,200	1600	Archdiocese
Norwood CS	$900	$10,800	1050	Kopinski
Corona NFP	$0	$0	200	Ross Realty
McDougall NFP	$0	$0	400	Keyforce

* Facilities and leases changes as community policing evolves and as other locations become available.
** CS-Community Station

Stations developed differently. The Eastwood Community Station is located in north Edmonton, in a mixed commercial and residential community with a transient population. Two established beat officers were looking for improved location and facilities when a city-operated 4,000-square-foot space became vacant. The EPS purchased the building and both NFP officers moved there. The building had served the community as a public health unit for generations. Many visitors would tell of their childhood visits and their visits with their own children and grandchildren. The building was strategically located one block from the hub of the neighborhood and was in clear view of a local pub, described accurately as a "trouble spot."

The location was ideal for a community station. A good corps of volunteers, furniture and office supplies was already in place; a POLICE sign donated by a local

business already identified the building. The two NFP constables encouraged other members working in the area to use the building. Opening this community station and encouraging the public to use it was easy!

The members selected to be the community station officers wanted to encourage a casual and comfortable feel to the station. They felt there was no need for a counter to take reports. Instead, they opted to set up their station as an office, with a reception area. They have a large table in the main office surrounded by chairs, where customers are invited to sit and discuss a problem or fill out a report. Private interview rooms are available when required.

There was some concern that this set-up may be less than ideal. However, there have been no requests to change it. The open design is comfortable, yet it could be uncomfortable for someone thinking of making a false statement.

The Old Strathcona Community Station, on the other hand, is located in a historical area with a high concentration of shops, restaurants and bars. The facility selected had been the original south side police station until 1971. EPS was fortunate enough to be able to purchase it at minimum cost in the late 1980s.

This station was set up as a traditional police station with a front counter area for reporting and office space towards the back of the building. In keeping with the theme of the area, furnishings selected were "antique." To encourage traffic, the first constables selected to run the station were the area's beat officers, who were well known to the community. Both members cite the historic connection of the building to the police service as beneficial.

Equipment Considerations

All community stations are equipped with portable radios, a fax machine, a Service network terminal (PROBE) and a stand-alone computer. Phone company representatives work with personnel who will be assigned to the building to determine telephone requirements and placement.

Community stations in each division are identically keyed and have alarm systems with standardized security codes installed to make the buildings accessible and user friendly to all members working the area. Secure weapons lock-ups have also been installed.

The nature of the facility makes it unacceptable to hold prisoners on site for extended periods of time. A metal ring is installed in the floor of a room in each station to secure violent or security risk prisoners prior to transfer arrangements. Several of the stations also house breathalyzer rooms, which are well used.

A Checklist for Opening a Community Station

Facility

1   Location selection
2   Construction / remodeling completed
3   Station keyed same as others in division and keys distributed to division
4   Adequate street, window and directional signs installed
5   Custodial service and snow removal service arranged
6   Parking arrangements made and signs in place

Staff

1   Members selected and trained
2   Volunteer packages prepared - function guidelines created
3   Volunteer recruiting plan developed and implemented

Administration

1   Reporting systems, processing and routing defined
2   Community station information prepared and distributed, internally and externally
3   Service directives announcing opening prepared and distributed
4   Policy manual, phone book, etc. obtained
5   Evaluation process identified and planned (Call Path Chart)
6   Service side introduction prepared for internal Service newsletter
7   Media release prepared
8   Opening ceremonies planned

Equipment

1   Facsimile machine installed
2   Telephones and answering machines installed with appropriate messages on recorder
3   Computers installed (in-house PROBE and micro computers)
4   Alarm system installed and alarm codes provided to division
5   Radios and battery chargers ordered
6   Photocopier delivered
7   Personal business cards ordered for members

Staffing

The community stations are 12-hour full service police facilities. For the most part, the community stations are open Monday through Saturday, 09:00 to 21:00 hours and on Sundays from 10:00 to 18:00 hours. Most are closed on statutory holidays; however, members have the option of keeping busy stations open to accomodate the public (e.g. West Edmonton Mall during statutory holidays or Old Strathcona during summer festivals).

Two constables are selected, from applications received, to run the station. They are in charge of the station. They recruit and select volunteers to assist them, and ensure that the station runs to their satisfaction. When community station sites and facilities were originally selected, the community station constables had direct input into the station set up and how the station should run. After all, they are the ones who would spend time there and they should know what is required.

Each constable is given the opportunity to be his /her own boss, to be creative and innovative and to make decisions for the betterment of the community. The officers and agencies working in those communities have made the most of the situation. Different personalities and interests contribute to the approach each member selects in working with his/her community. In short, they have ownership of the community station.

Two full-time members are assigned to each station on 12-hour shifts (09:00-21:00 hours) as described in the chart below ("X" denotes working, "DO" denotes day off):

Community Station Officer Shift Schedule

	Sunday	Honda/	Tuesday	Wednesday	Thursday	Friday	Saturday
Week one	X*	X	X	DO	DO	X	X
Week two	DO	DO	DO	XX		DO	DO

* 8-hour shift for time balancing purposes

50

Function

The workload analysis provided some understanding of what types of incidents could be expected to be reported at the community stations. Call types that can be handled at community stations include:

1 most types of criminal offences that are not in progress such as thefts, mischiefs, assaults, indecent exposures, threats, obscene phone calls, etc.,

2 lost or found property, including bicycles and wallets,

3 follow-up information to a previously reported occurrence,

4 general information that may prove valuable at a later date,

5 traffic collisions and traffic complaints, and

6 neighborhood concerns.

A simulation conducted for a busy 24-hour period analyzed the dispersion of incoming calls and how all calls for service were handled. The simulation then determined, using the Call Path Chart principles (see Chapter 3), that 17% of the dispatches could have been deferred to community stations.

A recent study indicated that the majority of incidents are reported within 72 hours of occurrence. Traffic occurrences are usually reported within 24 hours.

Community Station Officer Job Description

The community station officer is responsible for:

1 customer service on all calls for service received by the office,

2 screening and managing a corps of volunteers to assist as required,

3 identifying problems in the community and alerting assigned patrol members,

4 creating and maintaining public awareness of the community station and encouraging use of the facility,

5 production and maintenance of crime maps and information files for use by the community and police members, and

6 a problem solving approach to developing community partnerships.

Constables selected to staff community stations have reported that they feel very fortunate to have been selected to face the challenges of "traveling through uncharted territory." They appreciate being given a license to do virtually anything they feel they need to do to make the station work, and the opportunity to be involved in developing improvements for the new service delivery system.

The attitude and commitment of members toward ensuring that the best possible service is delivered at their community station has been very impressive. Community station officers have demonstrated great pride and personal ownership of not only their stations, but their workload. Many take the approach that passing a file onto someone else is basically admitting that someone else is more competent. Many files are handled to conclusion by the station officers, including those requiring arrest or charges. A large number of suspects, when contacted, respond to the station to turn themselves in. On occasion, a motorized unit may respond to arrest and transfer the suspect to the station officers for processing. This has fostered a cooperative and supportive environment for patrol and station officers.

51

Community station workload and activities are recorded and then analyzed centrally and distributed as management reports. Activities at community stations are also described in the stations' monthly highlights or at the community station meetings. These narratives move away from workload measures to describe problem solving and community building initiatives.

The Evolution of Community Stations

Having the public attend at the community stations to report their concerns became a logical alternative to dispatching a large number of calls not requiring immediate police response. This reporting change brought over 600,000 people to the community stations in the first three years of this changed service delivery.

Community Station Visitors, 1992-94
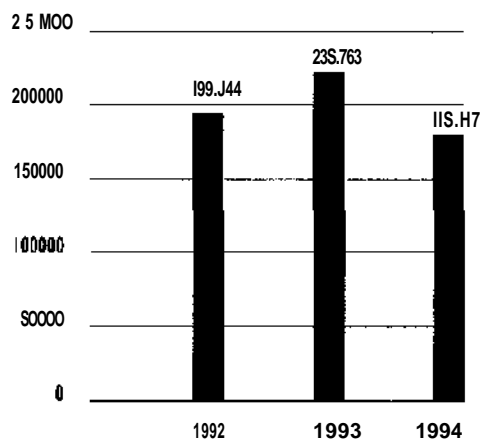
The use of the stations by patrol personnel has increased considerably. It is common to see police vehicles parked at the community stations after hours. Members utilize the station to interview people, write reports and use the computers instead of going to divisional stations.

Gradually however, the functions and guidelines set out for the community station constables began to expand and alter in response to the needs of their neighborhoods.

Community stations have become vital as clearinghouses of information. One of the goals of operating community stations was for the public to have a convenient facility to report incidents, and for the station officers to use that information to identify local crime trends and patterns in a timely fashion. Community station officers have accepted this responsibility and prepare neighborhood information packages and display crime, parolee and suspended driver maps. Neighborhood foot patrol officers and community ownership officers rely on these analytical pictures to assist in identifying potential problem solving initiatives. The information is also available to the public on request. Community station officers receive a full day of training on crime analysis techniques. Additional training will be offered to enhance the information processing being done at the community stations. This is extremely important

52

with the advent of problem identification data bases now available through the new computer system (Intergraph).

Several communities have created a citizens-on-patrol (COP) component to supplement the police presence. Community station constables screen volunteers who wish to participate in COP and coordinate volunteer training on safety and volunteer responsibilities. The communities purchase citizen band (CB) radios and the community station operates as the base station. If police are required, they are summoned from the base station.

This is not a unique program. What is important is that it displays community readiness to organize and assist with peace and security issues. The program has been utilized effectively in many cities across North America. It has been successful in recording information on suspicious persons and vehicles in an area and has resulted in arrests for thefts from auto, mischief and attempted theft from auto. In the downtown area, citizens patrol and record plate numbers and descriptions of drivers cruising the area for prostitutes. The station constables follow up by contacting the drivers about their activities.

EPS West Division Stations Workload, September 1995
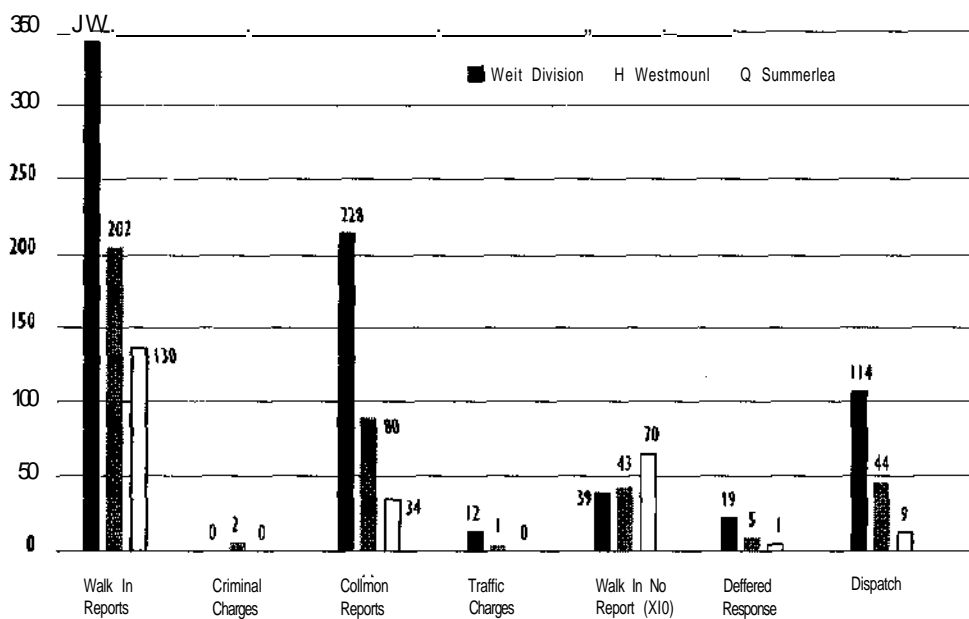
Ownership has become a concept that the community station officers embrace and practice. Although the initial intent was to handle only select calls at the stations, serious matters are often brought to the community stations.

Officers are encouraged to follow through on the incident whenever they feel able. Often, they will take the investigation from start to finish. In situations when a patrol unit is required, the reporter is provided with the appropriate statement forms and is asked to start completing them while waiting for a response unit. Alternatively, the station constable may take the original report and forward the information to the community ownership member for conclusion. Customer service is given the highest priority at all community and divisional stations.

53

The individuality and uniqueness of the functions and services offered at stations is, in part, owing to the influences from the surrounding community, including businesses, the social make-up and demographics. These are the expanded services offered at some of the community stations:

1 Some stations share space with Spousal Violence Teams. These teams, made up of police investigators and Alberta Family and Social Services case workers, take a problem solving approach to resolving and preventing incidents of spousal violence.

2 A downtown community station has office space allocated for two constables who are responsible for pawn shops and second-hand stores in that area. They identify active pawners and compare pawned property with stolen property noted in police reports. Information reports are compiled and circulated to alert members or to request additional information.

3 Some beat offices are located in community stations. This is advantageous, especially if the beat is located nearby and has created a beneficial working relationship for sharing information and assisting with station follow-ups.

4 Two detectives maintain workspace in the community stations.

5 Document servers and /or document service support staff are assigned to several stations. Several station officers also contact people with outstanding warrants and request them to attend at the station for warrant execution.

6 A number of government agencies have expressed interest in exploring co-location with police. The hope is that partnerships like this will ultimately result in timely referrals and further cooperative community service efforts.

7 Two community stations are located next door to Social Services offices to promote a collaborative effort and approach.

The South Division superintendent is currently working with divisional personnel on a proposal to deploy platoons from their community stations rather than the division stations. This could completely alter the function and structure of the affected community stations.

Holding monthly meetings and circulating highlights of community station activities allows members to share innovative ideas and successes between the community stations. This also provides an opportunity for members to assess the effectiveness of the stations and to identify improved methods of getting the work completed.

The myriad of services now provided cannot be fully documented here. Suffice it to say that the evolution is ongoing and involves numerous community partnerships.

Opening a Community Station

Stations officially open with much pomp and ceremony. It is vital that local civic officials and the media are invited to the openings to create a high profile for the station. Providing advance releases to the media has been a very effective method of generating interest. All station openings are planned by members and volunteers who will be working in the facility in cooperation with the EPS Media Relations Section.

Just as each station is different, each station opening has also been different, depending on the wishes and creativity of the planners. On occasion, support for the station opening was planned in conjunction with another civic event. For example,

the grand opening of the Old Strathcona Community Station on July 1, 1991, coincided with the unveiling of a large fountain in the park across the street. EPS was able to join the planned events, thanks to assistance from the Old Strathcona Foundation. The grand opening was a great success, with several hundred people attending the open house at the station.

Neighborhood Foot Patrol

Neighborhood Foot Patrol was introduced after careful assessment of Edmonton's earlier beat patrols and by reviewing research conducted primarily by Bob Trojanowicz on neighborhood beats in several jurisdictions in the United States. Traditional beats had limited effectiveness; however, the Edmonton Police Service believed police officers assigned to a specific area had the potential to influence and solve local problems if the process was structured and managed correctly.

Research based on the model developed by Larry Sherman[1] in 1987 showed that 21 Edmonton neighborhoods generated almost 60% of EPS calls for service. These "hot spots" of calls for service became the geographical focus for development of the neighborhood foot patrols. Police officers were assigned to deal specifically with calls for service and problems in those areas.

Function
In 1988, 21 members of the Edmonton Police Service were selected, trained and assigned to these small geographical areas. The neighborhood foot patrol officers are, for the most part, the sole providers of non-emergency police service in that area. Patrol members assist when the neighborhood foot patrol officer is not available; however, all reports and contacts in that neighborhood are shared with the assigned officer. In addition to being available for dispatched calls, the neighborhood foot patrol officer can be accessed by:

1 leaving a message with a beat office volunteer,
2 leaving a message on the office answering machine, or by
3 pager.

Although responding to calls for service is an important component of the neighborhood foot patrol officer's duty, his/her primary focus is on meeting area residents and business people, learning their concerns and working with them to solve problems. As people become more familiar with their beat officer, calls for service to the dispatch center for those areas decrease considerably. This relationship between officer and community is important if members of the public are to assist or be involved with solving community problems.

NFP officers walk, ride bicycles and/or drive as the need dictates. Walking is necessary to increase visibility and to meet with people in one-on-one situations. There are, however, times when using a bicycle or a car is more effective and efficient. Officers are encouraged to use the most suitable mode of transportation to get the job done.

Placement of Neighborhood Foot Patrols
The original objective of neighborhood foot patrols was to provide an enhanced level of police service to those neighborhoods that have a demonstrated need for such service.

---

1 Sherman, Lawrence W., *Repeat Calls to Police in Minneapolis,* 1987.

The criteria for placement of neighborhood foot patrols are:

1 a sense of community,
2 residential buildings,
3 high repeat calls for service, or
4 over 2,000 calls for service annually.

The neighborhood foot patrols are the responsibility of the division in which they are located. Neighborhood foot patrol offices are opened when the community identifies a need for an office in the area. The intent is not to have an office for the sake of having an office, but to have a location where the public can come to meet with their beat officer to address issues of mutual concern. However, at least one officer has held his pager up and said, "this is my office."

Initially the concept of a neighborhood foot patrol "office" was foreign to citizens and members. Over time, these offices became more popular and more familiar to the public. Citizens became involved in the problem solving work in their community and began to report incidents that they previously thought were minor or insignificant (often they are not). Several neighborhood foot patrol offices are now housed in community stations. This arrangement works best if the stations are located on or near the beat.

Staffing
The call for service ratio for neighborhood foot patrols was set at one neighborhood foot patrol officer per approximately 2,000 calls for service (1:2,000).

EPS currently has 32 neighborhood foot patrol areas, staffed by 32 officers. Several high call for service areas have more than one foot patrol assigned (e.g. West Edmonton Mall and downtown Edmonton). In these cases, each member has his/her own assigned neighborhood, but provides overlap coverage to the larger area.

Neighborhood Foot Patrol Officers
Neighborhood foot patrol officers, also known as beat officers, must be able to work effectively with the community to identify problems and work out solutions. They must have good interpersonal skills. Beat officers should be selected carefully to ensure that they have an understanding of the job expectations.

Training for selected candidates should include courses on public speaking, negotiation, management and supervision, volunteer management and leadership. New beat officers must be encouraged to work with volunteers and delegate work they have traditionally done themselves.

Volunteers

The Edmonton Police Service has utilized volunteers in a number of preventative policing capacities since the 1970s; however, "operational" volunteers were not introduced until the Service shifted to a community oriented style of policing. By the late 1980s, beat officers found that as they became increasingly well known in their areas, the needs of the community dictated that the member working with the community needed an office to coordinate area activities.

The beat officers began to informally recruit volunteer members from their communities to provide support in the beat offices. The volunteers staffed the office, answered phones and provided information to the public. Using volunteers to help serve the needs of their own communities demonstrates understanding of the basic component of community based policing efforts: *zvorking with the community to provide service to the community.*

The EPS capitalized on the success of this initiative by planning, from the outset, to include a major volunteer component in the introduction of full service community stations. Utilizing volunteer support considerably reduced EPS human resource requirements at the stations. Stations are staffed by one on-duty officer, with administrative support provided by the required number of volunteers. Volunteer activities are organized by the volunteer coordinator and/or the station constable.

In 1991, EPS listed 150 active volunteers in beat offices, the Community Police Radio Network (CPRN)[2] and Victim Services Unit. By the fall of 1994, there were 625 active volunteers working out of the four divisional and 12 community stations. They range in age from 18-71 years, with an even ratio between male and female.

Recruiting

Volunteers are recruited from the communities surrounding the station. Residence in the community is a condition of employment. Volunteers can be recruited by advertising in local community newsletters and newspapers, getting referrals from other volunteers, calling volunteer organizations for possible candidates and contacting the local radio station to request public service announcements. Experienced beat officers report that the best method of recruiting volunteers is through community newsletters and word of mouth.

Initial formal recruiting strategies included media releases announcing that community stations would be supported by volunteers and placing ads for volunteers in community newsletters. As EPS recognized that different communities had different needs, and that recruiting strategies would have to be shaped accordingly, recruiting volunteers was decentralized to the divisions. The Service has authorized community station officers and beat officers to recruit citizens as required. A number of stations currently retain waiting lists of volunteers eager to assist.

Screening and Selection

Screening and selection is the responsibility of the individual community stations. A standardized application form and screening process was developed to ensure uniformity was maintained in the organization.

Background checks, including criminal records and local indices checks, are conducted for all volunteers. They are then interviewed by the volunteer coordinator and/or the station constable. Successful applicants sign a security of information contract and then work several shifts with the station constable in charge of volunteers and several with an experienced volunteer. Their performance is assessed by the volunteer coordinator and the station constable, and a joint decision is made to place them on the active list or decline their services.

At the conclusion of the approximately 30-hour probationary period, successful applicants are issued with an identification badge. All volunteers are covered by a group insurance policy while on Edmonton Police Service property.

Volunteer Screening Procedure

Edmonton Police Service volunteers are an integral part of the service delivery at divisional stations, community stations and neighborhood foot patrol offices. The formalized screening process is based on the following principles:

---

2 Community Police Radio Network - a group of volunteers equipped with citizen band radios who assist police in patrols. They are also used to assist on special projects - e.g. Halloween, coordinating lost children centers at major functions, etc.

1   Volunteers want to work in their neighborhood to learn and understand the problems occurring there, or to assist the constables because they know some of the problems and want to be involved in the problem solving process.
2   Preference will not be given to individuals who are applying for reasons of schooling, enhancing their resume or other self-serving interests. Volunteers should be representative of their communities.
3   The acceptance of a volunteer to work at a community police facility should not be solely based on their skills and ability. A function guideline exists; however, it is not designed to restrict the hiring of volunteers or the duties they perform. Some volunteers are more able to perform certain tasks than others. The final decision regarding work expectations is that of the constable with whom they are teamed.

The selection process must involve the station constables, the volunteer coordinator and the station supervisor, or at least two of the three. The established volunteer screening process is as follows:

1   Completed applications will be received and reviewed at the community stations.
2   A station constable will conduct CPIC/PROBE checks on the applicant (consider other police agencies if applicant has moved to Edmonton recently) and on the applicant's family when required.
3   A station constable and/or volunteer coordinator will contact references.
4   A station constable will check the volunteer data base in the Community and Organizational Support Section office (In 1992, records were started on all active and terminated volunteers.)
5   A station constable will set up an interview with the applicant at which the volunteer coordinator will also be present.
6   The applicants accepted to this point must sign a "Security of Information Agreement."
7   Applicants must work for three months or a minimum of 16 hours on probation using generic I.D. tags.
8   Should the volunteer successfully complete the probationary period, a "Picture I.D. tag" will be issued. The volunteer will be given the appropriate form and directed to Forensic Identification Services Division.
9   Upon termination of a volunteer, an exit interview must be conducted by a sworn member.

The final decision on releasing the volunteer will be left up to the station constables.

Training
Initial volunteer training is provided by the officer responsible for the community station and/or senior volunteers. Further informal optional training is provided at the discretion of the station constable. The Community Based Policing office has included volunteers in their Community Station Management course. A number of volunteer coordinators have taken EPS sponsored Volunteer Management courses at a local community college.

Functions
Volunteers in most stations are asked to commit to at least one year of service. Although requirements for the individual stations vary, most stations require volunteers to work two four-hour shifts per month. Each station retains a core of 30 to 60 volunteers at any given time.

58

Community and division station volunteers report directly to the on-duty station officer. The majority of stations have elected to have a volunteer coordinator look after volunteer scheduling, manage information services and coordinate volunteer activities. The volunteers work alongside the officer but, during the temporary absence of the police officer, may staff the station. If emergencies or problems arise, the volunteer contacts the Communications sergeant, and is guided by his/her instructions. Volunteers complete identified administrative tasks and offer general assistance to the public who attend at the community stations.

Volunteer functions may vary considerably based on each station's requirements and the skills, training and background of volunteers. How the volunteers are used and the activities they perform are left to the discretion of the constables responsible for the individual stations. These could include, but are not limited to, greeting the public, providing information assistance, taking messages, assisting the public at the counter by providing general information, providing police forms for completion, providing assistance with form completion, updating and maintaining station files, providing typing services as required and assisting with errands and information delivery.

Volunteers are prohibited from performing duties that are an officer's responsibility or require specific police expertise {e.g. conducting investigations), from initiating police investigations that relate to previously investigated occurrences and from having direct contact with arrested persons. The volunteers are not present to replace police or support staff functions, but are there to support the members of the community when they come in for assistance.

Volunteer Recognition

Service-wide recognition includes a ride-a-long after completion of 100 hours of volunteer service and the exclusive opportunity to purchase a T-shirt crested with "EPS Volunteer" at a nominal cost. All other forms of recognition and appreciation are left to the discretion of the divisions. Some offer certificates on the anniversary of a volunteer's commencement, others host parties or other social events and still others award plaques.

Volunteers do more than extend the Service's capacity to deliver policing services. They become a public relations advocate on behalf of the Service and become a direct link between the community and the police. Volunteers bring unique talents and expertise that may not otherwise be available to a station. They also provide continuity and orientation to relief staff when the station constables are away. The EPS could not provide the service it provides to the community today without the assistance of these volunteers. The volunteer component is so vital that an assessment of their needs and attitudes was completed in October 1995 to ensure they were being given appropriate tasks and recognition.

FIVE

Support for the
New Model

5 Support for the New Model

Marketing the Change Internally

It was critical that all members of the Police Service understood the objectives of the new service delivery. The basic tenets and concepts of community policing were introduced to the membership informally by the chief, deputy chiefs and the Community Policing Project Team during parades, at supervisors' and managers' meetings and at forums. The executive was always available to answer questions and discuss issues of concern. A number of texts on subjects related to community policing and organizational theory, as well as Chris Braiden's articles written specifically for the general membership, were printed and widely distributed. In addition, articles on emerging themes were printed in internal bi-weekly publications and formal service directives were produced as required.

A large number of EPS members from a variety of areas were involved in the research and development of the new service delivery process from the outset. Their recent experience in operational areas ensured they were credible with operational response personnel and made their input extremely valuable. These members received ideas from other members in the organization and were also instrumental in disseminating information about changes that were being contemplated.

Communications Division commitment was critical to the ultimate success of community policing. Communications personnel were trained initially to ensure that they could explain the new service delivery system and processes to the public as well as to response personnel.

Q & A about Community Reporting

by Cst. Mike Derbyshire, Communications Division
Reprinted from *By the Way,* EPS newsletter, January 7,1992

Why do I have to go to a community station, when you used to take this type of report over the phone?

We are asking the public to come to us and report these type of calls in person at community stations. This will enable us to provide customers with a more professional, positive, enhanced level of service in a face-to-face setting. Additionally, we have found that taking reports over the phone is not effective in tracking crime trends. Reports completed at a community station go directly to a police officer assigned to your neighborhood; someone who you will likely get to know well over time.

Where is the nearest community station?

This depends on where you live. Reports can be completed at a community station near your home or your place of work. We encourage you to report incidents at the community station that is near the location of the occurrence. Throughout the city, community stations are conveniently located on main arteries, with ample parking, in

locations as accessible as possible to the public in order to provide you with enhanced access to the police. A full listing is contained on the Red Pages of your new telephone directory.

What are community station hours?

The four main community stations (North, South, West and Downtown) are open 24 hours a day. The rest of the stations are open Monday to Saturday, 09:00-21:00 hrs., and Sunday, 10:00-18:00 hrs.

When should I go there?

When it is convenient for you. If the incident was initially reported to our Communications Division (via the 423-4567 telephone number), you should try to complete the report at the agreed upon community station within 72 hours of the original complaint.

What do I need to take with me?

Any document that is relevant to your complaint. In the case of thefts from vehicles, damage to autos, accidents, and other complaints involving cars, this includes the registered owner's information, vehicle registration and insurance, full description of damaged or stolen property (receipts, photos, owner's manuals etc.). In all cases, proper identification of the complainant and/or report is required.

Can someone else go there for me?

In the vast majority of cases, you will be encouraged to complete the reporting process in person. Of course, there are exceptions to every rule, and Police Complaint Evaluators will be allowed a wide latitude to provide advice on individual occurrences as they see fit.

What happens if I don't go or don't show up within the allotted time?

The police will attempt to contact you. If we are unable to contact you, or if we do and you still do not respond, the file will be marked accordingly and concluded. Insurance companies or other agencies conducting follow-up enquiries will receive only a notification that you did not make a full report.

What happens when I arrive at the community station?

The police officer or volunteer assisting him/her will ask for your name, address and other questions to verify your complaint and determine if a partial report has already been completed by our Communications Division. They will then retrieve the partially completed report and complete the investigation. In most cases, you will be asked to complete a written statement detailing the incident.

How long will it take me to complete the report?

On the average 15-20 minutes.

I have no way of getting there. How do I get my report filed?

In rare cases, Communications staff will complete telephone reports for people who

are incapacitated or for some other genuine reason, unable to complete a report at a community station.

What's in it forme?

You will receive more professional, personalized service in relation to your complaint. In addition, you will receive a copy of the official police report for your records and for your insurance company if required.

I already gave you (the police officer on the phone) my name ana* some other information. Why do I have to go to a community station?

We need you to complete the reporting process. You are required to provide a written, signed statement about the occurrence and you will receive copies of the report. It is no longer acceptable to merely provide summarized information over the telephone, which has not been verified. Complainants will receive copies of the report immediately instead of waiting about two weeks to receive one through the mail.

What types of calls can a community station handle?

Community stations are able to deal with:

- most types of criminal offences that are not in-progress (such as thefts, mischiefs, assaults, indecent exposures, threats, obscene phone calls, etc.),
- lost or found property (including bicycles or wallets),
- follow-up information (to a previously reported occurrence),
- general information that may be important at a later date,
- traffic complaints.

Do I have to go through the 423-4567 number all the time?

Absolutely not! Complainants can go directly to a community station with a problem, inquiry, concern or report of a not in-progress crime, anytime that a station is open.

Do I have to go to a community station all of the time?

No. In the circumstances listed above, you may proceed directly to a community station without contacting the police via telephone first. However, any incident that is in-progress, involves injuries or the threat of injury, impaired driving, other serious crime or that require police attendance at the scene should be handled through a call to our Communications Division.

What is the difference between a community station and a neighborhood foot patrol office?

Community stations are facilities that have regular hours, provide full service to members of the public and are conveniently located throughout the city to allow easy access to police services for non-emergency complaints.

Neighborhood foot patrol offices have variable hours, and are specialized police facilities located in the busiest areas of the city to help reduce crime and improve the quality of life in those specific neighborhoods through community and police problem solving initiatives on all types of complaints.

Training

The EPS recognized, in its commitment to move into community based policing, that the problem solving approach needed to be carefully developed, taught and nurtured if it was to become entrenched in daily operational activities. A two-day training course was developed and delivered to all EPS employees prior to the kick-off of community based policing. Former Police Chief Doug McNally opened each session by providing his vision of community policing and reinforcing his commitment to providing quality policing for Edmonton residents. Topics covered in the sessions included the new service delivery, community networking, ownership, the role of the detective, leadership and the problem solving process.

In order to support community policing initiatives in a continual, evolutionary manner, Training Section had to review its philosophy and vision. Training Section wanted to retain its commitment to providing value driven, high quality, professional, needs based training. All recruit and in service training was therefore reviewed and assessed to determine if it met the EPS core value of "committed to community needs." New training programs were also measured against this core value.

Training Section Vision

The vision of Training Section is to identify, develop and deliver training programs that enhance quality policing.

Core Values

1   We believe that by taking a leadership role in imparting community based policing principles and methods, we can improve the quality of life in the City of Edmonton.

2   We value the people we work with believing positive relationships, teamwork and ownership are keys to success.

3   We believe in superior customer service where participants are treated as professionals.

4 We strive for professional and practical administration of course curriculum through continuous classroom and field evaluation.

5   We believe in the pursuit of innovative programs through ongoing research and development.

Operational supervisors were identified as the most critical component in the integration of problem oriented policing throughout the organization. A supplemental one-day training session, developed and provided for all operational sergeants and staff sergeants, focused on reinforcing and promoting the concepts of community policing, providing leadership reflective of the core value of the organization, and mentoring, coaching and developing the problem solving abilities of operation members. A problem solving guide for supervisors was developed and distributed.

Training Section conducted extensive research, but found that there was limited material available on training standards and course curriculum to support community policing efforts. They highlighted identification of local crime and order problems, problem solving, mediation, community consultation, conflict resolution, customer service, creative thinking, conducting meetings, management of volunteers, community dynamics, cross cultural relations, provision of information support services, developing links to other service providers and community agencies, interagency

65

cooperation, informal accountability to community residents, and decentralized management and resource deployment as the critical dynamics of the new policing philosophy. These themes were built into each lesson plan.

Instructors were selected based on their knowledge, credibility, and commitment to community based policing, and their ability to practically apply community based policing principles.

Recruit Training

Community policing is currently presented to recruits as "policing as it should be." Recruit training had to undergo a significant change to meet this challenge.

Recruits' interpersonal and human relations skills had to be enhanced. They had to be intellectually and philosophically prepared to face the complex issues of the future.

To achieve these goals and to encourage recruits to develop creative ideas into action plans consistent with the overall Service vision, each component of recruit training was reviewed and adjusted to ensure it met established criteria. Problem solving components were introduced wherever possible. Interactive scenarios (often involving participation from the community) were included, as were practical examples and application, alternatives to charging and searching for underlying problems. Recruits were tasked with working on specific problems when they were in field training. Results were presented on their return to class.

Changes made to the recruit training curriculum are as follows.

1   Topics added to the recruit training syllabus to meet goals set:

Topic	Periods
	(45 *minutes each*)
Crime Analysis Section	2
community conflict mediation	5
community networking	2
creative thinking	3
effective presentations/public speaking	12
Elizabeth Fry & John Howard Societies	1
family violence training	5
forming and managing committees	4
peak performance	5
time management	5
volunteers and policing	4

2   Instructional periods increased on the following topics:

Topic	Periods
	(45 minutes each)
adapting to shift work	1
conflict resolution & crisis intervention	2
history of policing	3
problem solving	15
Victim Services Unit	I

3   Significant reduction of some traditional policing skills (e.g. foot drill).

In-Service Training

Training Section also examined and analyzed all in-service courses, in cooperation with front line officers, by asking the following questions:

1   What is the purpose of this subject, course, seminar or program?

2   Is it achieving what it was intended to achieve?

3   Is the training provided for an identified need or for the sake of training? Is the subject matter presented in harmony with the core value "committed to community needs"?

4   If not, can the course content be modified to fit the core value?

5 If the course or material is unsuitable, what would be most appropriate in its place?

As with recruit training, in-service training must be "needs based" and "value driven." Each course was examined for practicality, costs and value to members. Satisfying emerging community and police personnel needs became the criteria in setting priorities for the remaining courses and in the development of new courses. Those courses that could not meet the criteria set were eliminated.

The Edmonton Police Service continues to adjust and improve available training and develop new training initiatives to support its core value. Examples of initiatives undertaken since the implementation of community based policing include:

1   EPS sponsors an ongoing lecture series for employees and selected community leaders to focus attention on police related issues. Topics and speakers presented to date include:

When Potential Becomes Performance-Lou Tice
Critical Issues in Policing - Professor Herman Goldstein
Sources of Crime in Relation to Family Conditions-Dr. Joan McCord
Crime and Decay in the Dixie Manor Housing Project- Officer Wayne Barton

2   Courses specific to increasing understanding of EPS initiatives in the community have been developed with a strong focus on conflict resolution and mediation. Examples include courses on managing community stations and multicultural awareness training. Training for community "partners" in policing has also been increased (e.g. training for private motor vehicle registration outlet employees and

67

retail store security personnel involved in the cooperative policing program). Courses previously offered only at the Canadian Police College have been developed and expanded for internal use. New in-house courses have been added, including a three-day volunteer management course, a three-day community station management course and a two-day neighborhood foot patrol orientation course.

3   The EPS has made a concerted effort to recognize and reward creative and innovative initiatives that support and complement community based policing. An initiative to identify "new heroes" of community based policing is gaining popularity. These heroes, primarily street constables, are rewarded with courses, special projects, seminars, conferences and speaking engagements in other jurisdictions.

4   Plans are being made for community based policing videos to be aired on local television.

5   The field training officer program has been revamped to ensure recruits are supported by the best operational members. All field training officers must now complete a three-day leadership course before being assigned a recruit. In return, field training officers are rewarded with paid tickets to the recruit class graduation banquet and time off work to attend. Cross pens are presented to field training officers who have completed work with five recruits (960 hours).

6   The Chief hosts quarterly supervisors' forums, which permit him and the deputy chiefs to address supervisors in a face-to-face setting. Supervisors can ask questions and receive firsthand information on any item of concern. This has been identified as an extremely valuable vehicle for communication.

7   All employees received one day of instruction on customer service as a complement to the Service's community policing efforts.

8   EPS sponsors an annual "Essay for Excellence Contest" open to any EPS member. The 1994 contest focused on community based policing. The prize was a trip to the San Diego problem solving conference.

External Marketing Strategy

While working on the new community reporting process, EPS determined that it had two very important messages to impart to the citizens of Edmonton. Failure to get these messages across to the majority of the public would have had a significant negative impact on the implementation process and the ultimate success of the program. The messages were:

1   Police are changing the way they provide service to the public. These changes will benefit the community.

2   The decentralized reporting outlets are now open in certain locations. Non-emergency complaints can be reported at these stations at the reporter's convenience.

The Service had to develop a cost effective marketing plan that would reach the maximum number of people. The Media Relations Unit devised a plan to use the news to its fullest potential by supplementing news releases and news stories with supporting information from a variety of sources through:

1   a communications plan,
2   media information releases, and
3   media information packages.

Community Policing Communications Plan

Phase I

1   Official Launch - January 6,1992

Presentation to Police Commission by Chief McNally and representative from Community Based Policing Project:

- history of policing in Edmonton that resulted in incident-driven response
- reasons for change emanating from the core-value statement
- philosophy of problem-oriented policing and/or problem-solving approach
- infrastructure developed to make the plan work both internally and externally
- presentation of scenarios and potential outcome of a variety of incidents that will be affected by new Community Reporting process.
- focus on EdTel city telephone book Police Red Pages to help guide public requests for service

2   Media Package Information

Media packages were distributed at, and immediately after, the Police Commission Meeting

- Public Service Announcements (radio and television), developed and produced in-house, were distributed to all local media outlets with a minimum three-month air schedule.

3   Signage

Since a handful of community stations were already in the test phase at the time of the official launch, attention was drawn to the style and locations of the signs during the presentation.

4   Community Connections

Information packages were distributed to community and city-affiliated organizations for dissemination through newsletters and community meetings. The chief, divisional superintendents and members of the community policing project attended community and business meetings regularly to speak about the new style of policing.

Phase II

5   Official Openings of Community Stations, January 8,1992

- relied heavily on news media participation to supplement coverage of changes outlined at police commission meeting
- divisional superintendents conducted ribbon-cutting ceremonies at station openings

- community members and public officials were invited to participated in openings

6   Ongoing Media Relations

- coordinated media releases regarding community station openings through the year
- liaised with community/weekly newspapers to ensure coverage in their area of concentration (mainstream media also included)
- release of information on any new developments in community based policing plan as revisions were/are made that will affect the public
- provide media with feature story ideas (e.g. *Edmonton Journal* spent several hours at a community station for part of a four-page feature story on 24 hours of policing in Edmonton)
- relate anecdotes to media where use of community based policing concept in dealing with incidents/issues underscores importance of the new style of policing

7   Advertising

Although no paid advertising was ever undertaken throughout the project blitz, within the first year, the Edmonton Transit System offered to develop and post Community Policing advertisements in and on buses throughout the city. This was completed with our assistance but at no cost to the police service.

A separate telephone line was installed so that people who had complaints or questions about the system could call to have their questions answered. The chief and deputies appeared in numerous public forums, described the new delivery system and provided the number for citizens to call in. Complaints and concerns about the new service delivery were monitored for a three-month period following its introduction. In that time 36 calls were received. The only "complaint" received was from an anonymous male who wanted to know if the "northeast area of the city is going to be ignored like always." The majority of calls were for further information on the changes. A number of people called offering to volunteer their services as community station volunteers.

Why Should I Take My Calls to a Community Station?

1   It will help police to identify problems in your area.

The same officers working in the same stations will be able to identify area problems and develop strategies to deal with them.

2   It will take less of your time.

No waiting on the telephone. No waiting for a police car to arrive.
You go to the station when it is convenient for you.

3   **You get a better product.**

Instead of an impersonal "phone report" on your non-emergency complaint, a police officer will investigate your complaint in person.

4   You will be able to make quicker insurance claims.

Insurance companies often request copies of police reports by mail before concluding claims. You will receive a copy of the report at the community station when you attend.

5 **You will help free police for emergencies and neighborhood problems.**

When you come to us, you free up officers for emergencies and neighborhood problem work, such as what is now done by neighborhood foot patrols.

6 **You will help reduce a significant phone report fraud problem.**

In-person reporting will reduce frauds, paid for by all of us.

Sample News Release
January 6, 1992

At a special meeting of the Edmonton Police Commission today, Police Chief Doug McNally presented changes that, if approved, will have a profound impact on the future of policing in Edmonton.

"Community police stations and changes in the way the public contacts police are the important components that will enable us to push forward with our community policing initiatives," said Chief McNally.

The proposed plan includes immediately opening four new community stations to be followed by six more by the end of the year. By the end of 1992 there would be 16 community stations, including two which opened last year and the divisional stations. These facilities are designed to handle citizen concerns that do not require immediate police response at a specific location such as the theft of contents from a vehicle, lost and found property or mischief. Edmontonians will be required to take these types of complaints to community stations.

These changes will give citizens an opportunity, for the first time ever, to choose the time when it's convenient for them to report a crime or concern to police. Chief McNally says, "The people of Edmonton expect and deserve better service than they're getting with our current system. The community stations will enable Edmontonians to decide when and where they want to file their report. In many cases, police may respond to a particular location, but can do so at a mutually agreed date and time. Most importantly, this new model frees up officers to respond to genuine Emergency calls faster and to initiate more problem solving in the community."

The new community stations in Westmount (110 Avenue -124 Street), Eastwood (118 Avenue - 81 Street, Ottewell (98 Avenue - 71 Street) and Norwood (111 Avenue - 94 Street) will officially open January 8,1992. Two stations are already open in Beverly {118 Avenue - 33 Street) and Old Strathcona (83 Avenue -103 Street) and the District stations, West, South, North and Downtown will also serve as community stations. Six additional stations are scheduled to open throughout 1992.

McNally says, "When we began to look at ways to meet the challenge of increasing demands for police services in the face of restricted budgets, we discovered a system that is better for Edmontonians. These changes are only the beginning of an exciting era for the Edmonton Police Service. There will undoubtedly be hurdles along the way as the public and police become more accustomed to solving the ills of their community together. Our ultimate goal is to do our share to improve the quality of life for all Edmontonians."

Measuring Effectiveness

The Edmonton Police Service has been conducting annual citizen surveys since 1987. The citizen survey is designed to focus on issues like public attitudes toward police performance, public concern over safety and security within their neighborhoods, as well as such issues as fear of crime, victimization and confidence in the police. Additionally, questions that may relate to particular problem solving and/or customer satisfaction issues are included as required.

The annual survey uses a random sampling of telephone numbers and conducts interviews with respondents over the age of 18 years old. The telephone survey method is used for its cost-response rate ratio. The surveys are conducted on a rotating city (n=460), divisional (n=1200) and district (n=4600) level of analysis. The sample sizes have been calculated to represent the actual opinions of the Edmonton population within +/- 2.5% if resampled and reinterviewed 19/20 times. A new process of focus group surveying has been appended to the annual telephone survey since 1994 in order to expand the qualitative aspect of research conducted.

With the advent of community based policing, the type of performance/service evaluation used in the annual survey process was an ideal forum to conduct a formative type of evaluation. In this way the results of an annual survey are fed back into the model to help improve/refine it.

The results of the 1991 annual survey have served as the baseline to which subsequent results have been compared. The 1992 survey was the first of many annual surveys to determine the impact that community based policing initiatives had on customer service and public attitudes toward crime. Some of the findings include:

1   a consistent increase in citizens preferring to use community stations or neighborhood foot patrol for less serious, non-urgent occurrences,
2   a consistent increase in the public's confidence in the Edmonton Police Service, and
3   an increase in the level of satisfaction of all services accessed by respondents.

In conjunction with this type of macroanalysis of community based policing initiatives, microevaluations were conducted on particular community based programs. External surveys were conducted to measure knowledge, understanding and attitudes toward community policing initiatives and additional dimensions to the evaluation process.

Customer Satisfaction Survey

Hello; my name is_____and I am calling on behalf of the Edmonton Police Service. Our records show that a member of your household contacted one of our community stations on _____„_____

Are you the person who contacted the community station? (If yes, please continue survey. If no, is that person presently available to speak with me or would you be able to tell me when that person would be available.)

We are very interested in your thoughts and concerns regarding the community station in your area. We would appreciate it if you could take a few minutes of your time to complete a customer satisfaction survey.

Your responses are completely confidential. If you would like to verify that this survey is being conducted by the Edmonton Police Service, please feel free to contact the Police Dispatch Line at 423-4567.

1 **Which community station** serves **the area you live in?**

   1 Millwoods Community Station (2829 Millwoods Road)
   2 Old Strathcona Community Station (10325 - 83 Ave.)
   3 Ottewell Community Station (9807 - 71 St.)
   4 Petrolia Community Station (11411 - 40 Ave.)
   5 other (specify)_____

2 **Which community station(s) have you used?**

   1 Millwoods Community Station (2829 Millwoods Road)
   2 Old Strathcona Community Station (10325 - 83 Ave.)
   3 Ottewell Community Station (9807 - 71 St.)
   4 Petrolia Community Station (11411 - 40 Ave.)
   5 other (specify)_____

3 **How often have you visited the community station since June 1,1993?**

   4 Do you feel that your community station is situated in a location that provides easy access for you?

   Yes •   No Q

   5 Do you feel that your community station is situated in a location that provides the best services for your community?

   Yes •   No •

   6 Does your community station provide adequate resources for your community?

   Yes •   No •

   7 Is your community station able to provide you with adequate advice or referrals as required?

   Yes •   No •

   8 Were you happy with the service you receive at your community station?

   Yes •   No •

   9 Did you find your community station constable(s) to be friendly and courteous?

   Yes Q   No CJ

   10 Did you find your community station constable(s) knowledgeable?

   Yes •   No •

   11 Do you think that appropriate steps were taken by the community station constable(s) to resolve your concern?

   Yes **Q**   No **Q**

73

12 Did you find the community station volunteer(s) to be friendly and courteous?

Yes G   No •

13 Did the community station volunteer(s) seem to be knowledgeable?

Yes •   No •

14 Did your complaint require any follow-up contact to be made with you?

Yes •   No •

If yes, did the community station constable do so?

Yes •   No •

15 Did you have to wait for service?

If yes, how long?_____minutes

16 Do you believe that your community has benefited from the presence of
the community station?

Yes •   No •

17 Do you believe the community station is a necessity in your community?

Yes •   No •

18 Please note any additional thoughts, concerns, problems or suggestions
you have regarding your community station._____

_____

_____

_____

The surveys show, in general terms, that community based policing initiatives have
positively effected service delivery, service preference, and community problem solv-
ing and identification. The citizens of Edmonton perceive community based policing
in a positive light and are supportive of the initiative.

There is still great reliance on the traditional measures of performance such as
crime rate, clearance rate and response time, though it is now recognized that new
measures of performance and effectiveness must be utilized.

The Edmonton Police Service is looking at problem solving efforts to address com-
munity partnerships, fear of crime, alternatives to charging, and complaints against
members as examples of new measures of performance.

The Future of Policing in Edmonton

There are many influences that will undoubtedly be the catalyst for ongoing change.
The management of the EPS is accutely aware of these issues and is trying to antici-
pate a course of action that will prepare the Service for the year 2000 and beyond.

A brief overview of some of the topics the Edmonton Police Service is currently addressing are included here to stimulate thought:

Training on the evolving issues related to community policing is necessary to maintain an interactive learning organization. With police officers transferring from one position to another every two to three years, training for community station officers, neighborhood foot patrol officers, ownership constables and on street managers must be ongoing. Volunteers should be included in as many training sessions as possible. The role of police is constantly changing. Training must keep pace to ensure members have the necessary skills to effectively work with the community.

The Victim Offender Mediation Project is based on the concept of restorative justice. It is an alternative to charging where the victim, offender and mediator create a mutually agreeable solution. This process is often referred to as family conferencing and peace making. It is a problem solving approach involving those in the community. This effort is designed to reduce court backlogs, reduce criminal justice costs and return responsibility to the community, and thereby allow the courts to deal with the more serious matters.

Technology is developing at a rapid rate. Faster, smarter, smaller and less expensive technology is arriving on the market daily. These devices permit decentralization without compromising access and the exchange of information. Intelligence systems are improving police ability to identify problems and trends in the community. Improved information processing technology assists officers in compiling comprehensive intelligence packages. Internet hook-ups will afford greater exchange of information between police services and the community. Evaluation of programs and performance can be enhanced and better management reports produced.

Performance and workload measures are changing. Traditional time oriented performance measures now have limited applicability. Traditional workloads are down but members are as busy as ever. They just work in different ways today. New measures of effectiveness must be developed and utilized to measure successes in dealing with dysfunctional families, community mobilization, mediation, and community partnerships.

Organizational renewal is critical to the ongoing development of the police organization. As with any living organism, changes must be constantly monitored. The Police Service must be flexible and adaptable to emerging community needs. The EOT has been reduced by 18 executive officers in the last two years. The organization must focus on its role and develop a structure based on functions performed and interactions required to get the job done, as opposed to focusing on structure according to reporting relationships. Information processing and sharing are key elements that must be addressed in any organizational change.

Problem solving and developing cooperative community partnerships are activities that the entire organization must be involved in. It is not something that patrol members are responsible for. All areas of the organization must be involved in the process—from information units identifying problems and trends to supervisors working to secure additional resources or ensure access to areas of the government or community. Managers must support the problem solving process and facilitate the practice by all ranks. Involvement of the community in the problem solving process is crucial to its success. Successes and plans that didn't work out must be recorded, for they both provide great learning experiences. The Service must begin to focus on the underlying causes of crime and develop cooperative strategies to address those issues. Problem solving coordinators have been assigned in an operational area to further manage and nurture the process.

Community wellness cannot be developed and built by police alone. The Police

Service must continue to form partnerships with other departments, organizations, agencies, groups and individuals to ensure we are collectively working toward the goal of making our communities healthy, vital and safe.

Appendices

6 Appendices

Appendix I

A Process for Change

A position paper written for the
Executive Officers Team,
July 1990

by former Superintendent Chris Braiden
Edmonton Police Service

Introduction

We have kicked around the idea of Community Based Policing (CBP) for four years, yet a common understanding of what it means in real terms has never been struck between us. There is nothing for us to get our teeth into and agree, or disagree, upon. It needs to be translated into identifiable components so that we have at least a 'slab of marble' from which to begin our sculpture. Until this is done, by someone, we will continue to discuss in the abstract, and spin our wheels.

Police organizations are too 'stuck at the junction' in terms of implementation. No one seems to know how to get from where we are at to where we need to be. There is simply no model to follow. This can be seen as a gift or an impediment: I view it as a gift. We are constrained only by our collective imagination and energy.

This paper attempts to solve both of these dilemmas: render CBP to substantive components and describe a Process for Change to make it happen.

One Division or Across-the-Board?

The answer to this question lies in the individual perception we have of what we are trying to achieve. For sure, going the one division route would make my job easier, but are we just postponing the inevitable? Sooner or later, we must renovate the structure because some of it is simply contrary to the CBP philosophy.

To be honest, we can effectively go either way but I would caution against an arbitrary decision made too early in the process. The primary question we must grapple with is this; are we talking about another demonstration project like Foot Patrol, or a fundamentally new way of doing business? I believe it is critical to the success of whatever we undertake that the Executive Officers Team (EOT) have a common understanding, and agreement, on this before we start. I strongly suggest that the final decision should be a collective one of the EOT. What follows are some factors I believe should influence that decision.

1   We have completed a major restructuring of the EOT; we have a new Chief, two Deputies and five Superintendents. Three of the Operations Superintendents are new. The timing for such a major change of direction could not be better; there will never be as much enthusiasm and commitment on the EOT again, in our time. We should capitalize on this energy by directly involving as many as possible, at least all of those who want to be part of the process.

2 If we go with one division, we relegate almost all of the EOT to spectator, and eventually, critic, status. Everyone's hand must be in the cookie jar; everyone should have something to gain from its success, and something to lose from its failure, otherwise there will not be commitment. In a 'spectator' role, people find questions, not answers. But we also deny those who are committed and want to actively participate.

We have been talking CBP for four years; unfortunately, many senior officers have done nothing to make it happen, or to even try and understand what it is. This will continue to so long as they are allowed to stand on the sidelines; they do not see themselves as part of the problem, or solution. Until we make Service-wide structural changes, they will think we are talking about someone else.

Everyone outside the project division is relegated to spectator status as well for the next couple of years at least. By that time, we will have been experimenting with projects for five years. That is too long. I know from personal experience that there are many people throughout the Service who want to get involved, at all ranks. We cannot simply leave them there, on the bench, so to speak, for several more years. We also cannot pack all of the converted members into one division.

3 Many of the structural and policy changes that have to be made cannot be changed for one division. Look at the difficulties we have with Communications adapting PART of their operations to employ beats properly and make 'call stacking' work. Both are simply seen as add-ons to their 'real' work.

4 It limits us to the resources of one division to find what we need to staff the project. We cannot strip the other divisions to beef one up.

5 We have had our demonstration project with the foot patrol. We learned that if we create the structure, most people will grow into the work, simply because it makes sense and appeals to thoughtful, energetic people, of whom we have many. Let us accept right from the start that we will never convert everyone; some people simply do not want to do anything.

6 By taking the broad-base approach, we give ourselves greater latitude for experimentation and adjustment. If we did not have the various divisions to compare with our Foot Patrol, we would not have learned nearly as much. In fact, we might want to try various strategies in different divisions.

7 We must get started in CID. The time is ripe with a new commander and an ex-commander as D/C OPS, both of whom are totally committed. I know both have ideas and together we can begin to make small, but meaningful changes.

A word of clarification here. I am not suggesting that we implement everything, everywhere, at once. Common sense will dictate that we implement separate components at staggered start up times in different divisions. We should start with what is easiest to do and then build from there. As well, there are many other components that can be gearing up in support areas as we start building in Operations. I have in mind things that can be going on in Recruiting, Training, Communications and Information Liaison, for example.

I am very conscious of the promise made by our Chief to the Police Commission to implement CBP in one division. We must deliver on that promise, but I believe we can give them even more.

79

Community Based Policing: A Process for Change

This paper is long but do not think of that as a bad thing at the start. CBP cannot be properly understood in isolation. It is attached to many issues in policing and the community at large that are not routinely associated with it. We the senior officers of the Edmonton Police Service (EPS) have kicked it around for several years now, but we still lack a consensus of what is, or how to get it done. To me, the former is relatively unimportant because it does not admit of a single definition; try explaining Christianity to all 250 denominations of that faith. But the "I'll know it when I see it" principle fits very well here. Some of us will flog the debate to death with questions (as opposed to looking for answers) until we see it in the flesh.

That is why this paper attacks the latter question, how do we get it done? It represents my opinion only on the subject, but it will get us started. Before we begin to commit substantial time, effort and resources to the undertaking, we need to develop some common ground that all of us the EOT agree to and support.

And so what follows is intended as a starting point, a first cut so to speak for the EOT to discuss, amend, and generally kick around so that between us, we can identify some core fundamentals upon which we can begin to build our project.

"The art of progress is to preserve order amid change and to preserve change, amid order."

Alfred North Whitehead
philosopher, 1957

I accept the logic of that statement. As we strive to change the fundamental way we do business, the day-to-day work still has to get done. We cannot have chaos. Change for change's sake is senseless. Unless a strategic vision precedes our strategic planning, then we plan in a vacuum. We need a supreme goal to measure each individual decision against as we conceptualize, plan and implement a new way of doing business.

In essence, what we are trying to achieve here is to introduce intellectual change into a workplace that for long has relied upon rigid control of people to get the job done; a workplace of distrust that has been preoccupied with the package versus the product; a workplace driven by *efficiency* (doing things right) at the expense of *effectiveness* (doing the right things). The fundamental flaw here is that no amount of efficiency can make up for a lack of effectiveness. If we are doing the wrong things, then it matters little how well we do them. Unfortunately, in our quest for professionalism, we have reduced the work to a law enforcement trade-craft wherein the drudgery of routine labor dulls the brain and simply destroys the will. Eventually, people simply function. We would not want such an environment for ourselves so we should not foist it upon others. In some instances, at least, I believe we are simply doing the wrong things.

It is important to recognize that what we are tackling is literally a 'mindset transplant'; fundamental change in our perception of what police business is, what its core value is and what our priorities must be.

To help us we now know infinitely more about our work that we did twenty years ago. More research has been done during that period than in the entire previous history of our profession. Some of these discoveries I accept, other I reject. The acid test for me is whether they are corroborated by my personal experience amassed over a quarter century of police service. Those I accept I refer to as GIVENS. Whether they are such to others is an individual decision.

80

Lastly, what our community needs from its police service today is different from what it needed during the years when much of our current model was being constructed. Each innovation implemented down through the years probably made sense, in isolation, but when put together create contradictions. The model we fashion must be built around what we have learned about ourselves, our work and the contemporary needs of our community.

Here are the issues I will work through:

- Core value of the EPS
- Mission statement of the EPS
- Givens of the work
- Givens of the people
- Components of the change process
- Things to be done
- Conclusion

Core Value of the EPS

Community policing requires us to rethink and restate the *core value* that drives our organization. Let me explain. The core value of a family dictates all of the other priorities and decisions made by, and binding upon, all members of that family. That value serves as a target for everyone to aim at in all of the things they do on a daily basis. By constantly aiming at it, it guides the decision making of the family it wants to be.

As so it is with all organizations. There needs to be a *core value* that blankets every sub-unit of the whole that serves as a beacon for every decision, otherwise, drift develops. Also, everyone must understand the core value, and it must be attainable.

So what is our *core value?* I do not think we have ever enunciated one. We have had goals, objectives and mottos, i.e., 'To be the best', but these are not core values. I believe that when the Senior Management Team decided that CBP would be the underlying philosophy of the EPS, we were actually setting a core value for the organization. But the phrase, 'Community Based Policing', is too vague. As one police administrator observed recently, "I have yet to learn what community policing is; it seems to mean all things to all people."

We need to be more specific. Wasn't policing always supposed to be community based? I mean, who else were we ever intended to serve? When we go fishing, we do not say we are going fishing for fish. Fishing says it all. The most fundamental definition of policing I can find is in the Oxford dictionary which reads: "A better state of society." Indeed, there is a strong argument to be made that the term CBP is redundant, however, because the term has become so entrenched in the discussion on the transition of policing from where it's at to where it needs to be. To remove it now would do more harm than good.

For whatever reason, over the past several decades policing has become Criminal Justice System (CJS) based, apart from, instead of a part of, the community at large. In the minds of most, the police are seen as functionaries of the CJS, 'go-f ors', so to speak, to feed the wants of every component of that system. The reality is that the entire CJS has drifted from its core mandate, to be community based in everything it does. This has happened because of the 'psychology of monopoly'. Any institution with a mo-

81

nopoly over its product, especially those on the public dollar, will drift and eventually mold its product to its wants, not those of its constituents.

To serve as our *core value,* we must state CBP more concisely; I suggest the following: *A police service molded to t)w primary needs of the community.*

This *core value* must dictate everything we do; our leadership style; management systems; the structure of our organization; what our priorities are; who we recruit and how we train them; where we assign people; how we prioritize crime categories and so on. In short, this core value is a constant reminder to everyone why we exist. In fact, when we agree between us on the final draft of our core value, it should replace *"To be the best."* It will be the *why* of our existence.

Mission Statement of the EPS

A mission statement should put flesh to the *core value.* In a general way, it tells everyone how to get the job done. Edmonton does not have a single personality, or a solitary need. In fact, it is a collection of distinct neighborhoods with varying personalities and needs; villages, so to speak. Our mission statement must incorporate this phenomenon.

I should also embrace the concept of Problem Oriented Policing (POP) which has been our central focus over the past several years. But once again, we need to be more specific about what we mean and I suggest the following as our *Mission Statement: To tailor our work to the needs of individual neighborhoods, in the interest of community welfare and co-existence.*

As we embark upon our task of expanding CBP within the EPS, it is important that we start from the underpinnings of a *core value* and a *mission statement* as beacons to guide the rest of our work.

Givens of the Work

With most things in life, there is the theory of what is supposed to be, and the reality of what is. One thing is sure about policing, we must accept things as they are, not as we would like them to be. With many of the tactics and strategies that constitute conventional police work, this is not the case. As they were introduced down through the years, in many cases it was presumed they would achieve the results expected with many; we now know they did not. For example, although introduced into practice in the 1930s, the effects of rapid response, random patrol and follow up investigations by detectives were never evaluated until well into the 1970s.

As well, most research on policing up to that point focused on organizations and management practices, not on how individuals got the job done on the street. It was not until the late sixties when people like Bittner, Goldstein, Reiss and Wilson began to look at the realities of what was happening on the street, it was realized that the management theory of what was supposed to be and what was actually happening were like two ships passing in the night; oblivious to each other. It was an eye opener to say the least. Since then, the great bulk of research has examined what police are actually doing as opposed to what we think they are doing. This latter resource tells us much.

Another discovery of the early 1980s was that whereas up to that time, there was little scrutiny of policing, today, next to politicians, policing had become the most studied occupation in the U.S.

What follows are some revelations of that research around which I suggest we build our model. I refer to them as GIVENS.

1 The city is made of villages.

Much of conventional policing presumes that entire cities have a single personality, and a single need. In fact, cities are not globs of people but rather a collection of villages stuck together. They are as unique as they would be if they were geographically separated. Each of these 'villages' is created by several phenomena: economics, culture, ethnicity, demographics, lifestyle and geography. For example, some people who live in Strathcona would not be caught dead in Castledowns and vice versa; Millwoods is unique from Blue Quill; two contiguous beats downtown, Boyle Street and Churchill, are poles apart in their inhabitants and daily life. Ninety-seventh street is an invisible barrier either village rarely crosses. Logic dictates that as much as possible, our policing product should reflect this reality.

2 Many of these villages do not need much policing - some need lots.

Experience and research tell us that many of these villages do not require much policing. We proved that with our neighborhood foot patrol analysis. Where there is a need, it is generated by two things; people or places, or both. The medical system analogy is useful here. Ten percent of a doctor's patients will probably generate 90% of his work. Most people do not need constant police attention.

3 Criminology of place.

We know from our own experience that certain places are spawning ground for much crime, especially violent crime. Consider the York, Crest, Continental Inn or Purple Onion across the divisions. There is a theory why this happens which makes sense to me. It is referred to as the Criminology of Place. In a way it is like targeting career criminals except in this case, we target the place. When three components come together at one place, there will be much crime: a likely target (sitting duck), a motivated offender (ravenous wolf) and an absence of any apparent supervision (den of iniquity). A classic example is the York Hotel. If we can remove any one of these components, crime most likely will decrease.

4 Most work comes from steady customers.

In our analysis of CFS for the foot patrol, we found that 79% of 153,000 CFS were repeat calls. When we looked at the grids that formed the beats, the busiest, it was 81%.

More revealing still is research conducted in Minneapolis in 1986 by Larry Sherman with the complete support of the police department and NIJ. In that study, they analyzed 321,000 CFS and found that 50% were generated by 3% of the addresses, 64% by 5%. The most revealing statistic of all was the fact that 40% of all addresses did not generate a single CFS between them for the entire year! One single block downtown, which had only twelve addresses, generated 3,240 CFS in a single year. It has since been razed to the ground.

They also looked at individual crimes and found that all robberies, rapes and auto thefts for that year were concentrated in about 2% of the places. As well, they discovered that only 1.9% of all crimes against persons were committed by strangers. It is this latter category that fuels fear of crime the most.

Sherman tells us we have better technology than Minneapolis, not counting our new OSCAR system. We should make full use of it.

5 The vast majority of CFS are *not* high priority.

Consistently, month after month, we find that only about 5% of all incoming telephone calls are high priority in nature. This means that we should be able to

stratify the remaining 95% through a variety of responses. Currently we dispatch a unit to about 32% (over the past three years) of all incoming CFS. With the remaining 68%, people either have their complaint handled over the telephone or are advised to bring their complaint to one of our four facilities. Together, these facilities provide a total of 24 parking stalls to service 600,000 people, about the same available at the average 7-11 corner store. I do not think we intended things to develop this way.

I am informed that an individual taking C1B reports over the telephone will average 25 in an eight-hour day. Most of these will be crimes. Conversely, a constable working a ten-hour shift averages about four CFS. Surely we never intended that civilians have seven times as much contact with the public as our peace officers? We must put in place another means of service for 2/3 of our work. I address this issue further in this document.

6   The majority of police needs generated by an individual, family or business is best handled by one police officer they know and trust.

The medical analogy is helpful here again. The bulk of our health needs is provided by our family doctor, who does not make house calls anymore. Even in cases of physical pain or distress, we will often wait a day to go see 'our doctor' when we could go immediately to the nearest hospital as an alternative. Inherently, we know why we do this; we know, trust and simply like 'our doctor' and are willing to wait for him. Incidentally, most of us know little about our family doctor, how good he is, how many of his patients he cured, how many died, yet this does not seem to bother us. If we begin to structure our service delivery to reflect this phenomenon, over time, we can expect the same trust to develop between people and their police. This is also closely related to the next GIVEN.

7   Information is the lifeblood of policing, but people have a lock on it

For many years it was presumed that police expertise, forensic science and technology solved crimes. No so. Police, by themselves, solve little crimes. Our success rate in making arrests at the scene for SERIOUS crime is .3%; forensic science, by itself, solves 1% of all crime.

On the other hand, research reflects that when police have a lead in a case, a kick-start so to speak, we are successful about *85%* of the time. When we have no lead, when we are left to our own efforts and skills, no matter how hard we try, our success rate drops below 10%.

Notwithstanding this, police spend only about 2% of their time with victims and witnesses, the people most likely to have the information that will solve that particular case. People do not give information to strangers.

As well, we know that the people who know the most about crime are the people who live in the neighborhoods where most crime happens, yet that is where we mix with people the least. Joe Hornick's evaluation of our foot patrol revealed a significant fact in this regard. Of our non-committed time, notarized patrol spends only 2.4% with non-police people; foot patrol 24%. If we look at all the major, unsolved crimes of the past ten years, they remain unsolved not because we have not tried hard, but because we do not have a lead for someone, anyone, to work on.

Perhaps the best proof of the value of information in solving crime is to be found in research in Washington, DC, in 1978. Researchers analyzed every arrest made in that city for that year and found that:

84

a) 46% of all officers did not make an arrest between them;
b) 63% did not make a conviction arrest between them; and
c) 54% of all conviction arrests were made by 8% of the officers.

They went further and determined why these people were so good at what they did. They found they were not better educated, did not get to the scene any faster but they did spend much more time with victims and witnesses prying information and helping them think the incident through.

8   Allegiance must shift from the 'cloth' to the public.

This might be our toughest task but I am convinced that no meaningful change will occur in policing until the allegiance shifts from the group to our constituents. So many of our difficulties are tied to this single issue. The professional model inculcated this 'pride' in police officers which is good, to a point, but there is a fine line between professionalism and elitism. Once crossed, we become detached, aloof; and we drift. It is a predictable development that has occurred in other bureaucracies but it is one we must confront, nevertheless. Until we pry police officers away from each other, at least for a good portion of the time, we will never realize CBP. The next should help.

9   Ownership.

Ownership of things, either in our home or work environment, is extremely important to us. I think a fundamental flaw with conventional policing is the presumption that 1,100 police officers police 600,000 people. There is no bond between individuals on either side. Who paints a rented house or washes a rented car? I believe the main reason many of our people seek out specialized work is because there is an element of ownership to it. They can be judged as an individual and leave their mark as opposed to being Reg # 1234 of the EPS.

Frederick Hertzberg, the Harvard psychologist who has studied motivation in the workplace for many years, emphasizes the importance of ownership. Hertzberg said that *"The only way to motivate anyone in the workplace is to give them meaningful work, and control over it."* He said that all attempts at external motivation have failed miserably; neither better salaries, fringe benefits (about 25% of salary), less hours {motivated people want to work longer hours!), human relations training, sensitivity training or communications training have worked.

In our own small way, we have embodied Hertzberg's discovery into our foot patrol. We have given these people meaningful work, and they have control over it. Each has their own 'village' upon which to leave their mark; quickly they became individuals rather than one of 1,100. To my knowledge in the 2 1/2 years of its existence, not one of our people have abused this freedom and let us down. There is no shortage of talent in our ranks, only vents for it to flow through. CBP creates more vents. But then, way back when we were at the front end, someone trusted us and gave us a chance to 'strut our stuff. Talent in policing did not end with us.

The foregoing GIVENS should be the foundation stones upon which we construct our project. Each one flows from our *core value* and is intended to supplement our *mission statement.*

Givens of the People
If my 25 years in policing have taught me a solitary thing, it is this; *quality* policing cannot be bought. *Quantity* policing, yes, but not *quality* policing. That will only come

85

from the minds, hearts and sweat glands of the people doing the work. Although awesome changes are happening in the universal workplace in terms of hardware and technology, for the foreseeable future, the great bulk of police work will involve one human being in uniform trying to do 'something' about the problems of a fellow human being. We must be very honest with ourselves here because it is at the core of everything we are trying to achieve. Community based policing is *quality* policing.

Neither can CBP be 'ordered up'. We cannot make innovation, imagination or creativity a matter of policy and so we have to find a new medium of management. Convention relied on rules to get the job done; the future will require what I refer to as Exceptions Management; we must create an atmosphere of trust in people but be prepared to deal with the transgressor firmly and fairly when it surfaces. This way we do not punish everyone for the flaws of a few.

Finally, I believe people will run with CBP only when: (a) the idea holds water on *its own* merits and (b) it makes sense to them on *their* terms.

1 People want us to CARE, and TRY HARD.

For the thirty months I commanded the South Side Division, I kept a close watch on the letters of praise and complaint from citizens. The former outnumbered the latter 3 - 1. What was most revealing, though, was their similarity. None complained because we did not catch the bad guy or recover a stolen bike. They were all about 'caring' and 'trying hard'. Either we did, or we didn't.

People seem to understand (perhaps better than we) that what the police can do about crime is limited, and they are willing to live with that.

They are not willing to live with being treated like dirt. To *care* and *to try hard* are deliverable; each one of us can promise that we will do these things each day we work, regardless of our role, and we can keep our promise, at least most of the time.

There is no single answer to crime. Most of it seems to be made, or unmade, in the family. Kids who are cared for, or about, rarely get into trouble. Kids who are not, get into lots of trouble. This is not likely to change.

2 Moments of Truth

If there is only one thing North American industry has learned in the past decade, it is that quality control of *any* product is determined by people, the day-to-day contacts between employees and customers. Peter Olsen, CEO of Scandinavian Airlines, one of the largest and most successful in the world, describes these people contacts as *Moments of Truth*. For him, a moment of truth is when one of his employees, or a company policy, touches a customer in some way. He accepts that his company will live or die on these *Moments of Truth*.

A senior executive in the Ford truck division said something similar. He said *"I will tell you all you need to know about quality control and I will tell it to you in one sentence. The guy who controls quality in this company is the guy on the loading dock who decides NOT to throw the damn box into the back of the truck."*

Whatever CBP means to each of us, one thing is clear; its mainframe will be the personal qualities of the people who create these moments of truth every day. There is much conceptualization, planning and implementation that lies ahead of us, but if that preparatory work is not grounded on this fact, we will have wasted our time. The people doing the work will make or break us.

3 In the bosom of every solution lie the seeds of a new problem.

As we progress, it will often be "two steps forward, one step back." When we fix something, we cannot expect it to remain fixed forever. In the past, we made policy and then entrenched it. As we progress, problems that we never thought of will be unearthed. But we cannot let this stop us.

4 People motivate themselves.

For a long time it was common wisdom that a manager's job was to motivate others. I do not agree. People motivate themselves; that door can only be opened from the inside. Our job is to create an intellectually stimulating environment that will inspire others to motivate themselves.

5 There are no management systems, only environments.

Volumes have been written about management systems. Systems do not get work done; people do, and it is the environment in the workplace that either turns people on, or off. Conventional policing spawned systems managers, CBP needs people leaders.

6 People do not resist change as much as we think.

Resistance to change has become a cliché. I accept it partially. But look around us; the work and the arena of the constable has changed tremendously over the years. Most have adjusted well to that change. In fact, the front end of policing has changed much more than management.

There are two kinds of change called for in the workplace, human and technical. It seems to me that humans adjust to the technical change fairly well but it is the change in personal lives brought about by the technical change that seems to cause the mental turmoil. Research has shown that the more involvement people have in planning and implementing the change that affects them, the easier the transition is. We should involve as many people as possible as we go along.

What I am suggesting is that for CBP to succeed, we should concentrate on *containing* {versus *controlling)* people as they apply their talents and skills to their work. It is sad to watch talented people literally 'chain their brains' at the gate coming to work in the morning, function zombie-like during the day and then pick up their brains on the way out.

We go out of our way to hire the brightest people we can find and immediately proceed to teach them to follow orders. This is the environment I speak about.

7 Don't shoot the messenger.

As we change our management style, we have to make room for some eccentricity; we must be careful not to 'shoot the messenger' each time someone puts forth a kinky idea. We are no wiser if all we get are echoes of our own opinion.

I am reminded of an article recently in *FORTUNE 500* magazine about the huge sums the top companies spend each year on research and development. Notwithstanding that over the past twenty years, 85% of the billions of dollars spent result in failure, next year they will spend more. They consider the 15% success a fair return on their dollar. We, too, will have failures on the way to our successes.

8 We must create new heroes.

Unquestionably, all of us on the EOT have our unique talents that we bring to the task, but the real test of leadership is the ability to recognize, and liberate, ability in others. All of us need to create heroes around us; vents for other people's talent. As Herman Goldstein points out in his latest book, *"Within their organizations, police leaders have a huge resource readily available to them, their rank-and-fik people; thus far, it is largely untapped."* People will not work hard, for long, to make others look good.

9 We must share power.

To me, power has two components: authority and responsibility. If we give one without the other, we have not given up power; we have simply dumped the leg-work. Power is like knowledge; it is useless unless shared. I honestly believe we actually increase the power we have as leaders when we share it with others; it grows and multiplies, just like knowledge. John Kotter of the Harvard Business School said the following on the subject: *"The Military command and control model went out with red meat. The leader's job is to set strategic direction, get people to buy into your perception of reality, give them resources and POWER, and then leave them alone."* In this section, I have described the 'people things' I believe can drive the project. We would do well to build around them as well.

Components of the Change Process

How do we get from where we are at to where we want to go? Can we keep every-thing we have now and simply add to it? Can we only have CBP if we gets lots more money and bodies? This is where we find out what all of this means to each one of us. Here is what it means to me. CBP is not an hors d'oeuvre or dessert, it is the main course. It is not about a little fixing up around the edges but rather an incremental replacement of the old with the new.

I will use an analogy to describe what I have in mind. We have a house that was built 50 years ago. It was state-of-the-art and everything in it was new and strong. But with the passage of time, two things happened: parts of it rotted, and it went out of style. But it does not need to be bulldozed to the ground; what it needs is some thought-ful renovation so as to retain that which is still strong and the old parts that will com-pliment the new. What we will end up with is a house that is more functional, and beautiful, than an entirely new one.

Back to policing, what I am talking about is an Organizational Review, to achieve two things: (a) to eliminate parts of the old that are contrary to our *core value* and (b) to spring resources free to build the new parts. This will confront us with some hard questions. For example, is Accreditation compatible with CBP? If not, which pre-dominates? Is a centralized Youth Unit really what we want? Should Homicide Unit have eight detectives to handle 24 cases when Sex Crimes and Child Abuse must handle 694 cases with 13 detectives especially if the reporting rate is probably 1/5? Can we afford to have 'dart' squads when we only respond to 32% of all incoming calls for assistance?

These examples are not intended to anger anyone or to lay blame anywhere. But there are many others. The EPS, today, is collectively what we have made it, therefore, its future is in our hands. To use the case of CID, we cannot possibly hope to effec-tively handle all types and numbers of crimes committed by people, so we have to prioritize. The question to be asked is whether we construct CID around the status of

crime in the criminal code, or around its pervasive, debilitating effect on the community. The answer to this question conjures up entirely different images of CID.

1 **Therefore, an Organizational** Review is necessary.

Conventional policing has not made effective use of what we know (or should know) about ourselves and our work. As a consequence, we spend much of our time in the wrong places and the wrong times. The EPS already has advanced technology capable of telling us where, when and what our work is. Soon, with our new OSCAR technology, we will be on the very cutting edge of the field. We must incorporate this technology into our plans so that we can begin to identify the 'village' needing the most attention, and what that attention needs to be. We have already learned much about our city through our foot patrol analysis and we can use our experience gained in that effort to guide us. We must expand our 'hot spots' efforts.

2 **Therefore, an in-depth analysis of our workload is** necessary.

This analysis will identify the 'villages' that need our closest and most constant attention. We will obviously have to pay attention to some sooner than others. As Plato said 2300 years ago, *"Any ordinary city is in fact, two cities; one for the rich and one for the poor, each at war with the other. And in either city there are smaller ones. You ivould make a great mistake if you treated them all alike."* Has much changed?

To provide effective service to these villages will prove to be difficult from existing district stations. Areas such as Millwoods and Castledowns, at least, need police facilities and resources that can address their unique needs. There are also more neighborhoods that would be better served by foot patrol.

We must also come to terms with Indoor Policing. The need gets greater with every passing year. The Edmonton way of life has changed dramatically in the past 10-15 years. People spend little of their time in public places anymore, the arena around which the conventional model grew up. Already, Edmonton has more indoor shopping space than any city in the world. We have underground transportation and all of the main buildings downtown (and in some cases, elsewhere) are connected by pedways and walkways. As well, much of the new highrise construction in our city, residential or commercial, is self-contained with indoor shopping, entertainment, leisure and other personal needs all under the same roof. Most newly constructed parking is enclosed.

Shopping malls have become the town square of yesteryear. This change in lifestyle has huge implications for the EPS as we prepare for the immediate future. We must confront the question, are we in the business of policing people, or space? The answer will tell us where to put our people.

When we did our foot patrol analysis, the twelve grids containing the indoor shopping malls were among the highest in CFS activity. We left them out then for a good reason. We cannot do so again. Most of them have high schools nearby. We must work them into our plans.

3 **Therefore, decentralization is** necessary **in one or all of the following forms:**

a) additional neighborhood foot patrol
b) satellite police officers
c) wheeled trailers that can be applied to problems of a transient nature

As the police institution pursued professionalization over the past twenty years, specialization became the 'Bic Mac' of solutions to problems; put a few people in a

box on the edge of the organizational chart (which kept getting bigger and bigger) and consider the problem solved. The flaw with this thesis is that with the passage of time, especially in an occupation like policing that has a monopoly over its product, (private enterprise gets paid for pleasing customers, we get paid out of a budget) each box begins to develop its own agenda which is often at odds with the *core value* of the organization. This may be a bigger problem for the EPS than others because we went farther down the professional model road than most. In such a work environment, 'Drift of Purpose' takes place until eventually that unit is over the horizon and out of sight of the *core value.*

I am not against specialization, in principle. Often it makes good sense to specialize, but I believe our motto should be to 'generalize where possible and specialize where necessary'. Too much specialization sucks all of the interesting work from the front end and leaves the 'grunts' with what is left over. It does something else, as well. It tells the 'grunt' that he is low-man on the totem pole in the police culture. That is why most people in patrol want to go 'somewhere else' and the people who are 'somewhere else' do not want to go back to patrol, yet that is where the *Moment of Truth* happen.

I am convinced that in the minds of most, taking CFS has become the most demeaning task in police work. As things stand, only 400 of our 1,100 complement are assigned to CFS and 300 of them would rather do something else. If I am right, then this has huge ramifications for the implementation of CBP because we cannot get it done with specialization. In the current mindset, everyone wants to be a specialist.

We need to specialize, but in a different way. Conventionally, we have specialized according to the type of work to be done, or the crime involved, i.e., Homicide, Auto Theft, Drugs. As well, these specialized units usually end up setting the priorities that drive everyone else. This is arse-ways. For CBP, we need to specialize according to neighborhood with those assigned responsible for everything except the stuff they need expert help on. We will still need many specialties, but they must be dictated by our *core value* and the needs and priorities of the neighborhoods.

4 Therefore, there needs to be a re-evaluation of our specialization.

Experience tells us that only about 5% of all incoming CFS are high priority. Of our dispatched CFS, 15% are high priority, 25% priority and 60% service level. We know we do not need to treat all levels the same. High priority CFS need a unit, NOW! However, with much of the rest of the work, we can begin to look at a different delivery system. Currently, we either handle the call over the telephone or direct the people to a district station. We know there are flaws with this system because it does not take account of the importance of face-to-face contact in information gathering, the lifeblood of our work. I believe we handle too much of our work by telephone. Our recent innovation to employ retired police officers to do this telephone work is a stroke of genius, but we can build on that idea.

What I have in mind is a fundamental change to the conventional delivery system of police services. Let me explain it by using the analogy of the *salad bar.* If I go to a restaurant and want a salad, I can have it two ways. I can order it off the menu but if I do I am left with the cook's idea of what a salad should be in terms of volume and composition but I gain in that I do not have to get off my fanny to do the work. On the other hand, if I decide to go to the salad bar, I end up with my perception of what a salad should be in terms of volume and composition. In both cases, I give to get; the choice is mine. But most people choose the salad bar.

90

Historically, our constituents became accustomed to 'doorstep' delivery, for everything. But times change. Gradually, for whatever reason, people have come to accept non-doorstep delivery on two-thirds of their calls. In several ways, we can give them more than they are getting now if they will do some things to help the process. Remember, CBP cannot be brought about by the police alone.

I believe that we could stratify our service delivery on CFS and in the process incorporate the *salad bar* idea. High priority CFS must be treated as a separate entity. All of us remember when we had complaint cars to take 'the big stuff downtown. I realize there is little resemblance between our workload then and now, but the idea has application today. These would be two-person units, the elite of patrol, so to speak, and all they would handle would be high priority CFS.

The next strata would handle most of the priority and service level CFS and would be mostly one person. Much of this work can be stacked and predetermined by volume. This strata would include all beats, which can handle more CFS.

The third strata would be a system of satellite offices, probably set up in shopping malls, where people can take many of their complaints now handled by telephone and even some we currently respond to. The use of retired members could be expanded upon here. They could be employed in their home neighborhoods as part of the staffing of these offices. Moreover, the experience amassed over their careers can be better utilized in face-to-face situations. The convenience of having these facilities in malls allow for 'one-stop shopping'. When people take a complaint to a district station, they must go far out of their way for one purpose only At the mall, they can get numerous things done at once.

The fourth strata is already in place, neighborhood foot patrol. This could be expanded to incorporate other neighborhoods that are best served by this element of our service delivery. Beats and satellites could work out of the same facility.

If we take this stratifying approach, two other benefits can accrue to us. I believe one of the reasons people want to get out of patrol early in their careers is because they get everything, immediately: two-person units and the hottest calls. For the next ten years, each is a repeat of the first one. Boredom sets in early. We could (a) stratify the reward system and (b) stratify the training of new people. Recruits can 'cut their teeth' on the service calls.

There is precedent for this. Consider the time when doctors made many house calls. They make NONE now. Somehow, society has learned to take itself and its health problems to the doctor's office, wait an hour when they get there, a day after they made their appointment! Canada Post used to deliver ALL mail to houses; now we have super boxes. They may not be popular, but they make sense.

If we can educate the public to use the satellite offices effectively, we can decentralize some of the bottleneck of incoming CFS to Communications Division so that we can: (a) answer the calls quicker and (b) not lose as many.

I realize this suggestion has Police Association implications but I am sure they could be worked out.

5 **Therefore, we need to stratify our delivery system around a FOUR-TIER** service:

   a) High priority units
   b) Complaint units
   c) Satellite police offices
   d) Neighborhood foot patrol

Things To Be Done

What needs to be done first? Well, for my money, the organization must see the Executive Officers Team do its bit first; they must see us agonize and work through the intellectual changes we need to make. We cannot simply send them forth to do great things while we continue with business as usual. That is like telling your son not to drink as you sit down with a six-pack to watch the game on TV. The 'head' and 'feet' must change direction together if we are to get beyond the project stage.

First Thing To Do

We need a retreat for the Executive Officers Team. I suggest September. We need to know where each other stands on this. It must be at least two days and it must include an overnight stay away from home. We must come out of that retreat with at least two issues resolved: (a) whether we go one division or across-the-board; (b) a consensus on the core components of the overall project.

This paper represents my opinion on the subject. Prior to the retreat, everyone should be asked to write a short paper (500 words?) on their views for the future of policing generally, not CBP specifically. On the first day of our retreat, each should be given thirty minutes to state their case, including questions. Our final product should be a condensed version of the best ideas.

Second Thing To Do

If I conceptualize, plan and package a product for my fellow superintendents to 'do', it will not get off the ground, period. They must have a piece of the action so that they have a vested interest in its success, or failure.

Therefore, I recommend that all six Operations and Staff Services Superintendents spend some period as a full-time member of the project team, perhaps as long as three months - but the length of time can be discussed at the retreat. This period can be served in one chunk or broken into several one-month terms interspersed along the courses of the project. Also, as we go along, the overall project will be broken down into smaller pieces, i.e., Organization Review, Data Analysis, Decentralization, Public Education (we have to wean them off the old so as to expect the new), Training, etc. I have in mind that each Superintendent will oversee a component of the whole so that we are more like a team of architects planning a project rather than an engineer directing a bunch of tradespeople.

Third Thing To Do

After our retreat, we will have a clearer picture of what needs to get done first. It is at that stage that I will begin to put a project team together. There are two ways I can go about selecting people: approach known 'converted' individuals or go service-wide and look for volunteers, including the converted. The former presumes that we know where everyone's head is at I favor the latter because there are many who understand and support the idea whom we don't know about.

Conclusion

In summary, here is what I have tried to accomplish with this paper. It is intended as the first draft of a Transition Plan to institutionalize CBP in the EPS. Let us consider it at the 'first reading' stage. It starts with a *core value* founded upon CBP; moves to a *mission statement* that incorporates the village idea with problem oriented policing and then works through a set of GIVENS OF THE WORK and GIVENS OF THE PEOPLE around which I believe the project should be constructed. It then sets out

sequentially the COMPONENTS OF CHANGE that will make up the whole effort and, finally, it lays out in order the THINGS TO BE DONE in the initial stages to get us started. I hope it meets our needs.

In the past, we have claimed 'to be the best' at many things. Perhaps we are. But there is a responsibility that goes with being the best; we have to keep moving, breaking new ground. There is no precedent for us on all of this. We must be it. All professions require their Mayo Clinic to advance the state-of-the-art. This thinking should guide us as we approach this task. As we work within the EPS we have a rare opportunity to make a huge contribution to policing, universally. We should 'aim high and allow for the drop'. But then where would flight be today if the Wright Brothers asked to see a 747 before taking their run off of that hill?
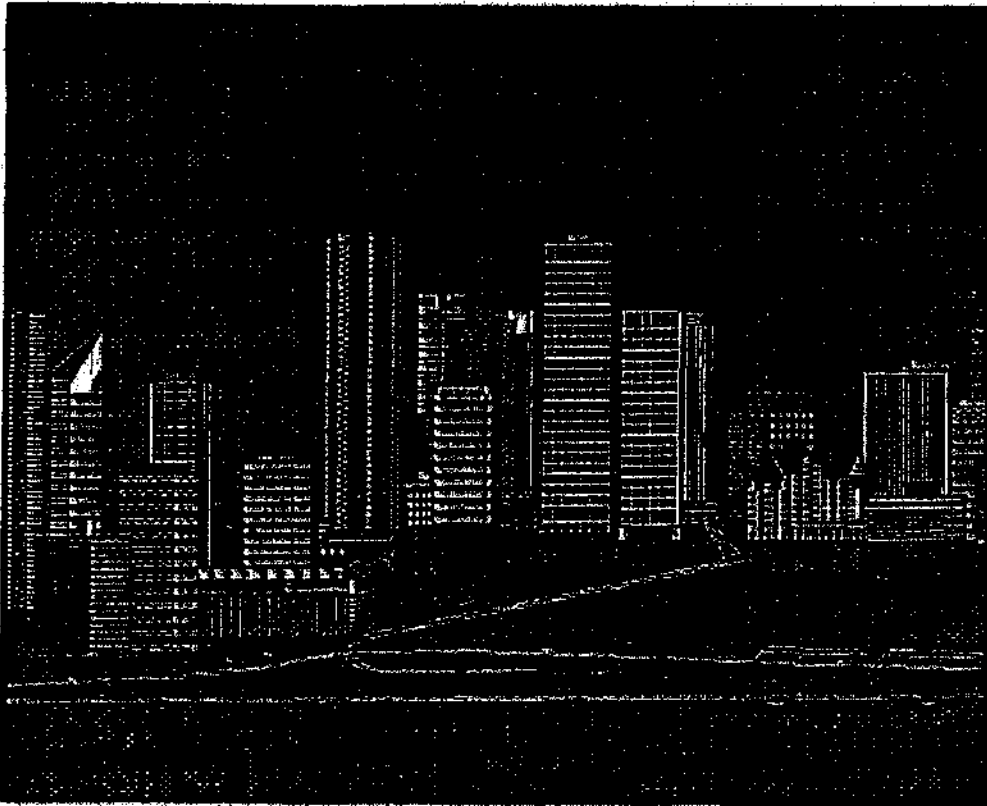
Appendix 2

Statistical Review and Comparison 1991-94

The data describing the changes that have occurred in Edmonton since the introduction of community based policing is compiled from various police management reports, computer reports, the Insurance Bureau of Canada, the annual citizen survey and the Canadian Center for Justice Statistics.

The 1994 evaluation continues to demonstrate downward trends in crime rates. Clearance rates show significant improvement. Public acceptance and support remains strong.

Although the report focuses specifically on the effects of organization change made in 1991, data from as far back as 1984 is included in many charts and graphs to show trends prior to that time.

Total Criminal Code Occurrences
1984-1995
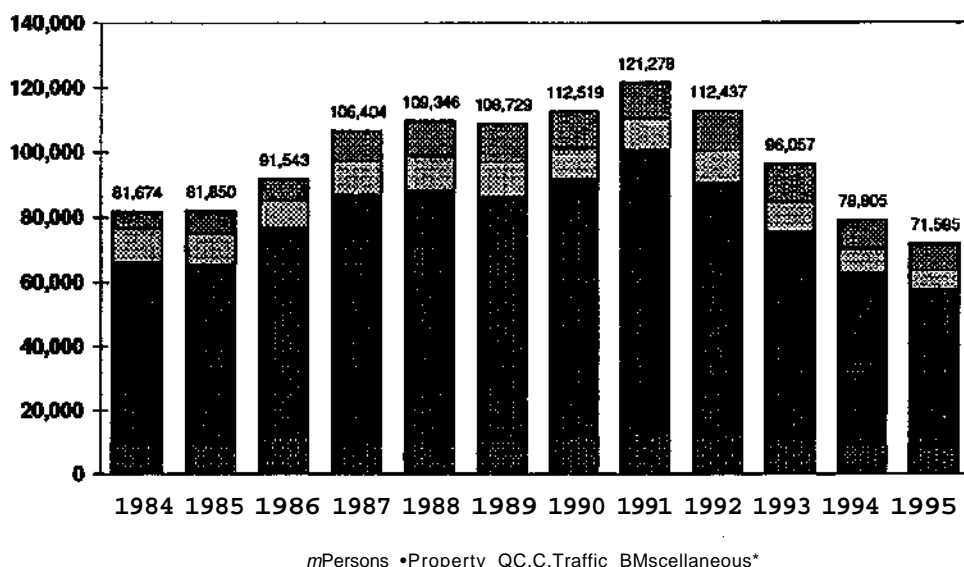
* Miscellaneous includes vice, drugs, weapon, federal statutes & other miscellaneous occurrences.

Criminal Code occurrences are down 41% between 1991 and 1995.
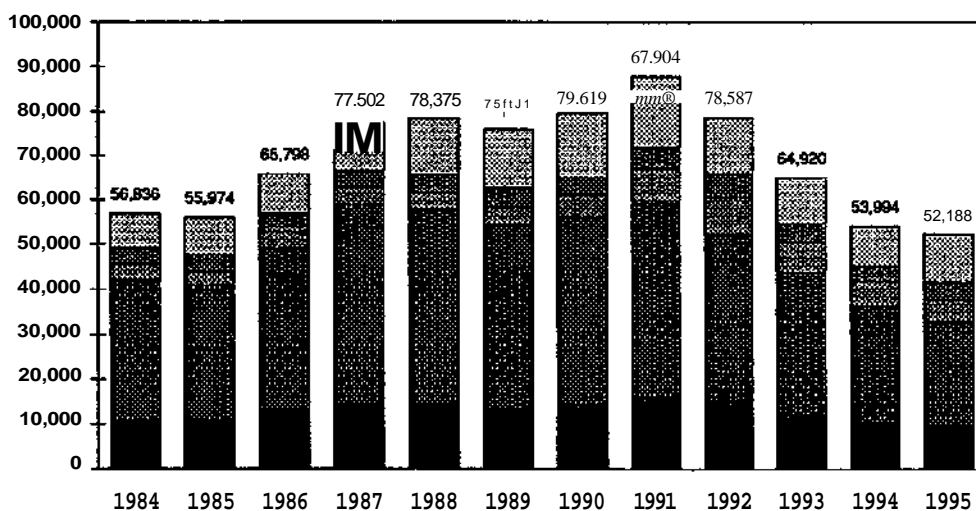
Person Related Occurrences
1984-1995

• Assault BMisc •Robbery E3Sex Off. • Homicides & Attempts
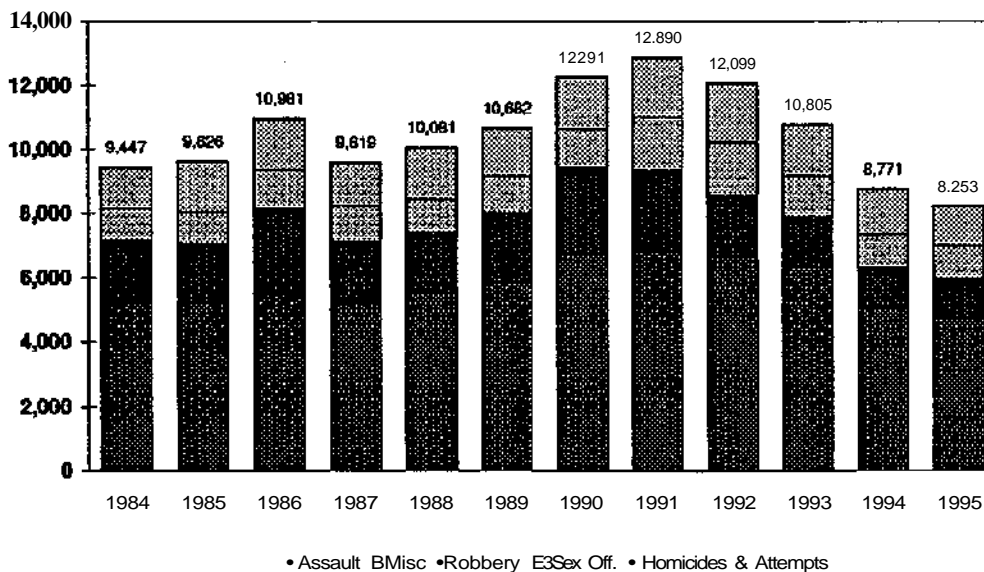
Violent crime has declined 31% between 1991 and 1995.

Violent Occurrences & Clearance Rates
1984-1995
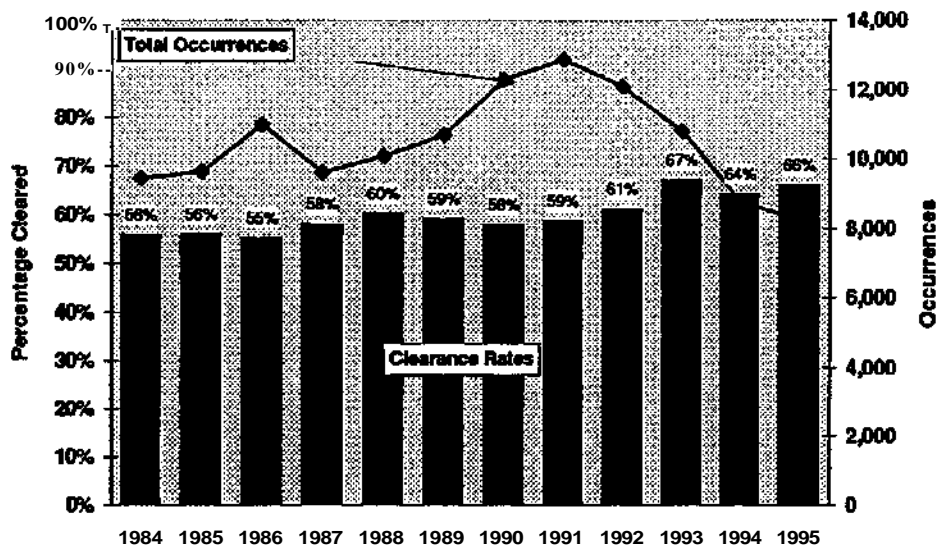
Violent crime clearance rates improved by 12.5% between 1991 and 1995.

Property Related Occurrences
1984-1995

• B&E H Theft ta Theft M.V. 0 Fraud • Miscellaneous*

* MsceHaneous includes arson and other miscellaneous occurrences.

Crimes against property went down by 40.6% between 1991 and 1995.

Property Related Occurrences & Clearance Rates
1984-1995
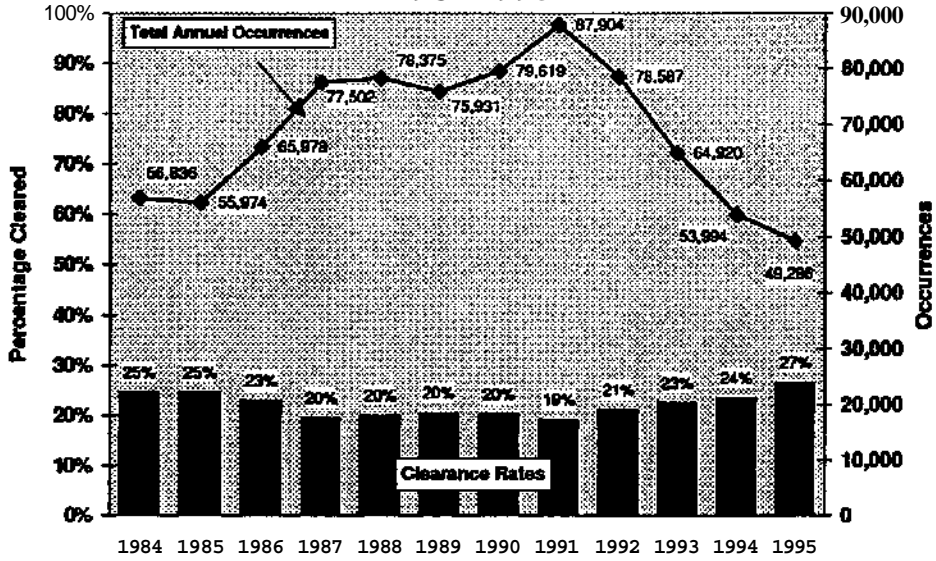
aearance rales for property crime improved by 38.7% between 1991 and 1995.

Edmonton Insurance Claims
Residential B & E - Glass & Vandalism
1987-1993
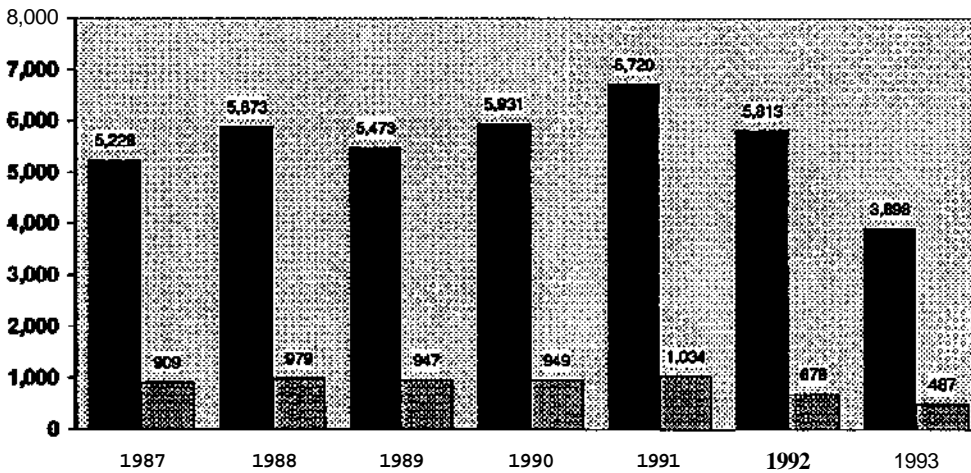
• Break & Enter E3 Vandalism

The Insurance Bureau of Canada experienced a reduction in Edmonton area
claims, which mirror the declines indicated by EPS statistics.

96

E.P.S. Service Workload

B Dispatches QTelephone Reports • Information Calls
• Miscellaneous* D Walk-in Reports • Wa(k-ins (no report)
H Community Station Phone Calls
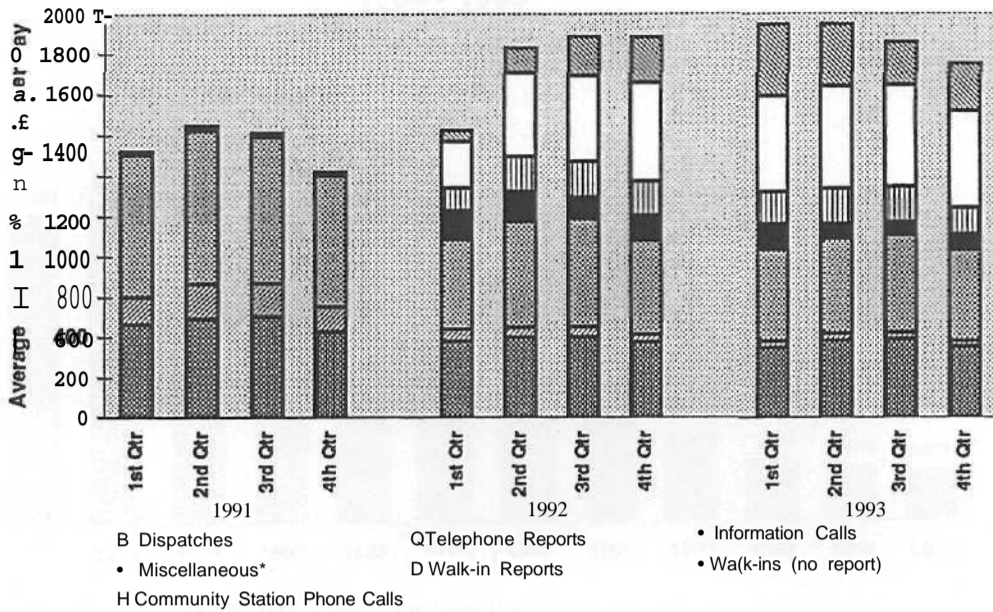
* Miscellaneous includes referrals, delayed response, and collisions reported at stations.

Dispatched calls declined 18% between 1991 and 1993 while average daily contacts with people rose dramatically.

Total Calls to Communications
1989-1995

• Police 911 Calls • Calls Abandoned B Complaint Line Calls Answered
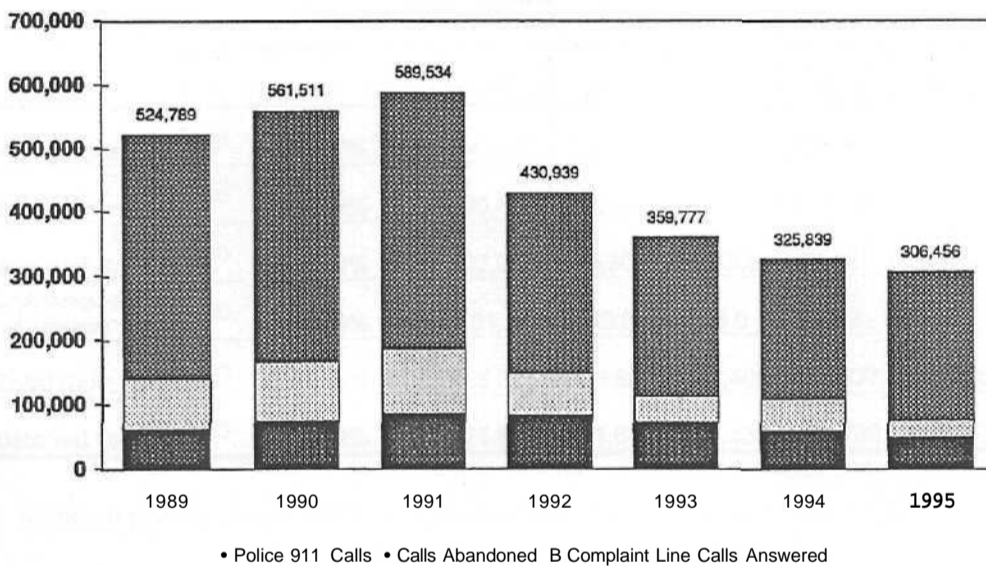
The workload volumes in the dispatch center fell rapidly after 1991.

Total Reports Taken in Communications
1984-1995
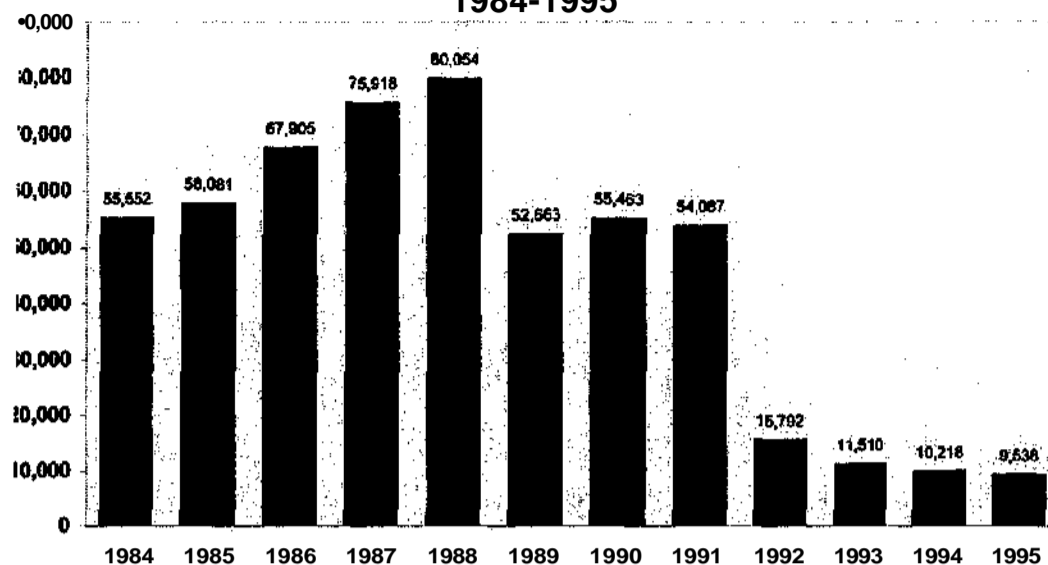
In 1991 we concluded 54,087 complaints over the phone. By 1995 this had been reduced to 9,538.

SELECTED COMMUNICATION
PERFORMANCE MEASURES
1991 -1995

|	% Change 1991-1995		1991	1992	1993	1994	1995
9-1-1 Police	8 0	-37%	84,431	83,139	72,041	58,960	53,191
Calls Answered	6 0	-40%	400,878	280,499	247,367	216,594	238,932
Abandoned Calls	TM	-70%	102,234	65,309	40,369	50,285	31,153
A.S.A. (Average Speed of Answer)	6 0	-69%	81.4	49.0	33.0	54.9	25.0
Total Calls	* °	-44%	485,309	363,638	319,408	264,477	270,085
Dispatched Calls	8 0	-32%	171,880	141,684	133,539	122,739	116,567

All of our performance standards for the dispatch center have improved since 1991.

Total Community Station Walk-Ins
1992-1994
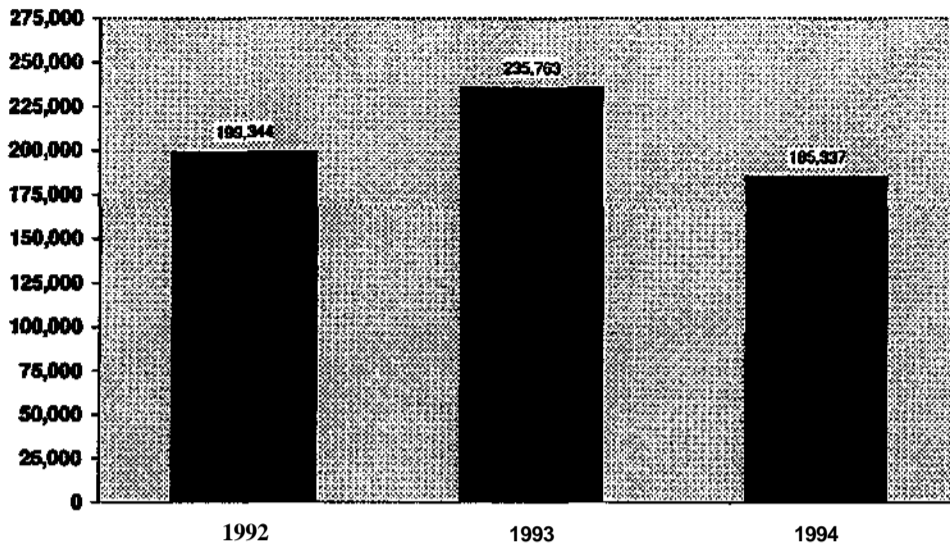
On average 20,000 people a month visit our facilities.

Edmonton Police Citizen Survey
Victimization by Percentage
1991-1994
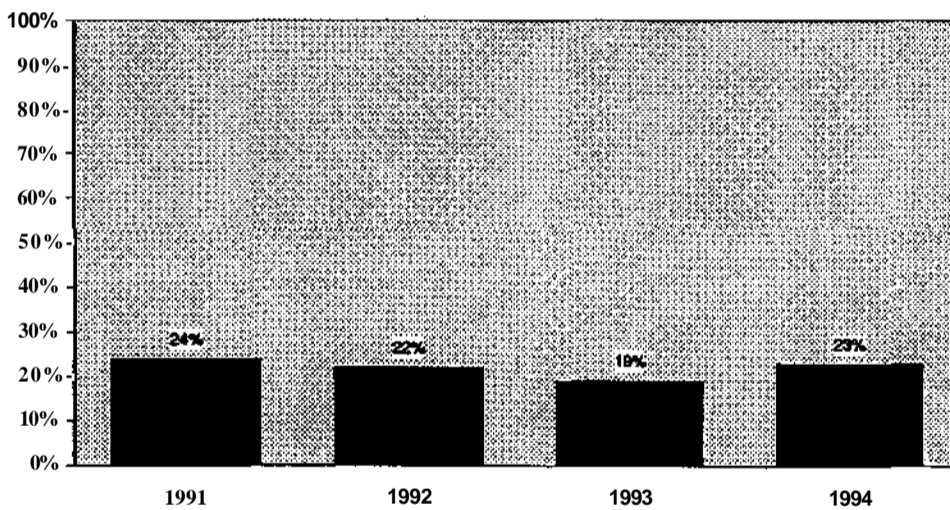
We monitor victimization by phone surveys and correlate this against reported criminal activity, deriving a percentage value between the two.
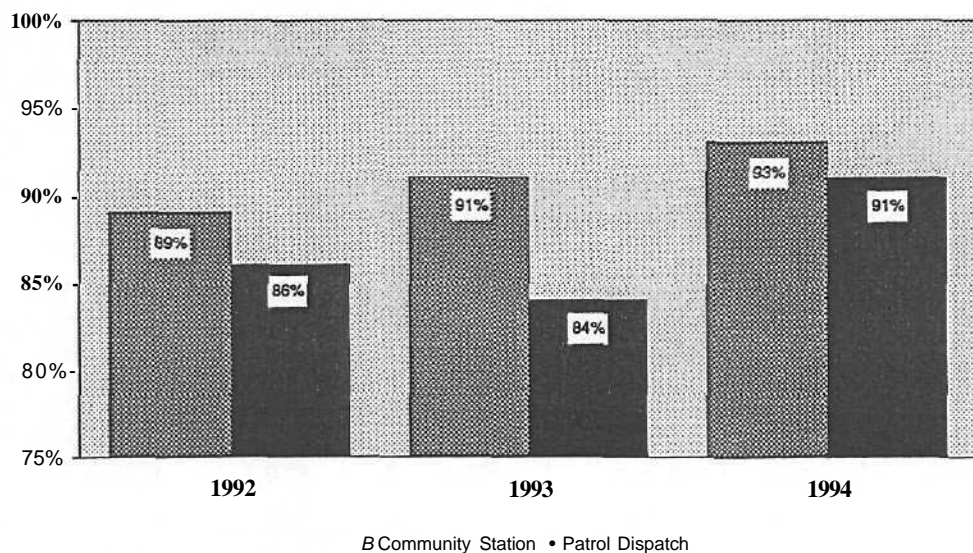
1991 -1994 Citizen Survey
Service Preference

■ N.F.P. D Dispatch *m* Telephone B Community Station
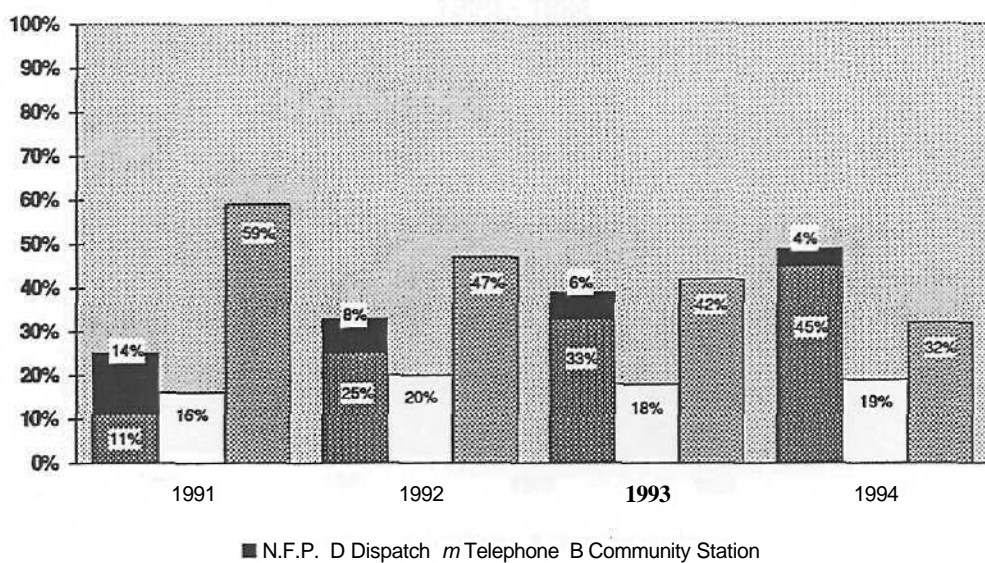
The popularity of community stations grows each year while telephone reporting continues to decline as a preferred service option.

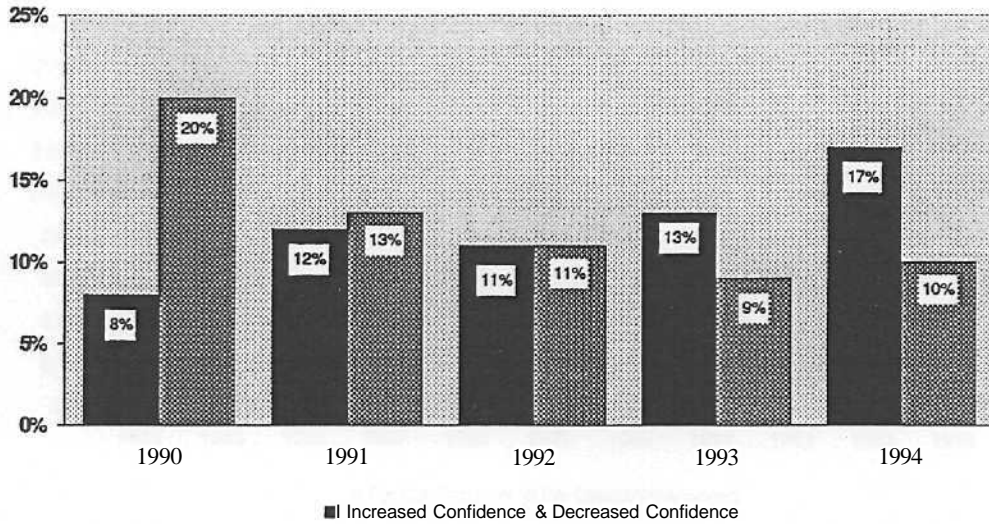## Citizen Satisfaction - Station vs Dispatch
1992-1994

B Community Station • Patrol Dispatch

People who have used the community stations rate their satisfaction level very high.

100

Citizen Survey - Confidence in the E.P.S.
Changes in Public Confidence
1990-1994


■ Increased Confidence & Decreased Confidence

The number of people expressing increased confidence in the E.P.S. has risen steadily each year since the introduction of community stations while the number of people expressing decreased confidence has declined.

CHANGES IN CIVIC POPULATION
1985-1995

Year	Sworn Members	%Change	Population	%Change	Ratio
1985	1,075	-	570,165	-	1 :530
1986	1,086	1.02%	571,506	0.24%	1 :526
198	1,080	-0.55%	571,506	0.00%	1 :529
1936	1,073	-0.65%	576,249	0.83%	1 :537
989	1,092	1.77%	580,800	0.79%	1 :532
1990	1,078	-1.28%	605,538	4.26%	1 :562
1991	1,072	-0.56%	614,655	1.51%	1 :573
1992	1,088	1.49%	618,195	0.58%	1 :568
993	1,114	2.39%	626,999	1.42%	1 :563
1994	1,078	-3.23%	626,487	-0.08%	1 :581
199	1,107	2.69%	627,604	0.18%	1 :567
Total Change	32	2.98%	57,439	10.07%	-

E.P.S. sworn strength has not kept pace with the growing population.
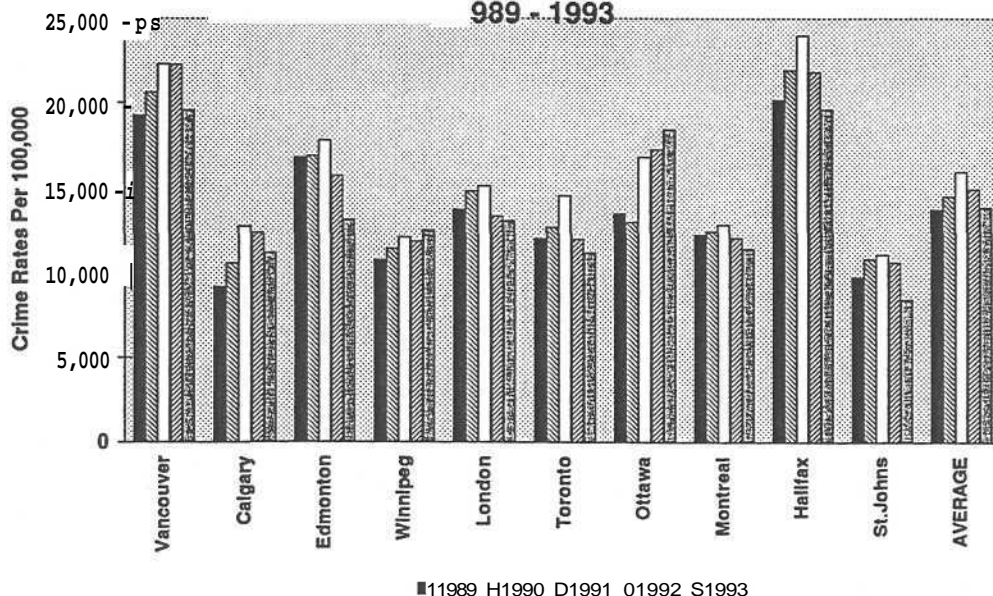
Policing Costs Per Capita
Tax Levy as a Proportion of Total Expenditures
1984-1994
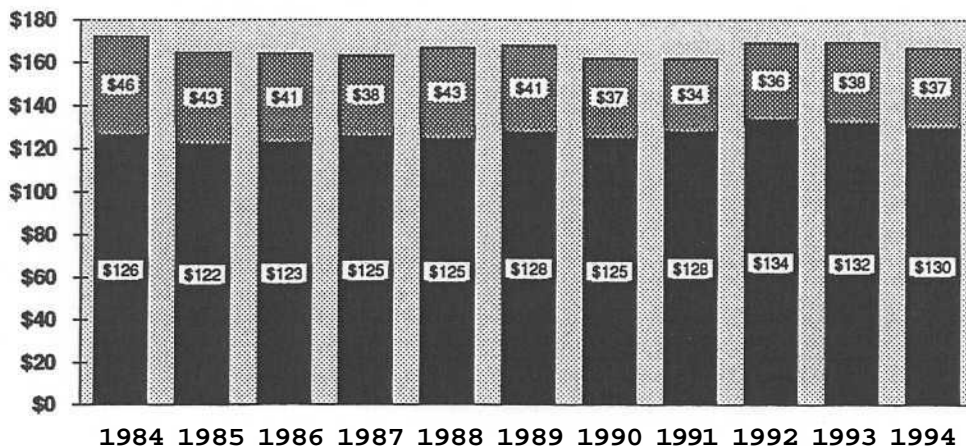
• Per Cap/Tax Levy s Per Cap/Self Generated

After adjusting for inflation, the cost of policing has not risen over the last ten years despite the implementation of community policing.

Selected Canadian Metropolitian Police Forces
989 - 1993

■11989 H1990 D1991 01992 S1993

The decline in Edmonton's crime rate is double the average of these Canadian metropolitan police agencies.

102