

The Bill Blackwood
Law Enforcement Management Institute of Texas

An Analysis of Differential Police Response and
Implementation Suggestions

An Administrative Research Paper
Submitted in Partial Fulfillment
of the Requirements for Graduation from the
Leadership Command College

By
Sergeant Mike Perry
Abilene Police Department
Abilene, Texas
January 2002

ABSTRACT

The majority of modern police agencies have accepted community policing as a better approach to law enforcement. This acceptance demands that traditional police responses to calls for service be handled in the most efficient manner possible to free up resources for community policing activities. Differential police response (DPR) addresses this problem without substantial costs and is an integral part of any community policing program.

This article examined the history of DPR including attempts at implementation and successes in Garden Grove, California; Greensboro, North Carolina; and Toledo, Ohio. It discussed pitfalls of DPR including utilization problems, equity issues, the traditional police role as a community stabilizer, and selling the program to the public. Ideas for overcoming these pitfalls were then presented. Surveys were conducted regarding dispatch policies of Texas cities with populations between 63,000 and 330,000. The results were then summarized and conclusions drawn. Conclusions included observations that most departments were utilizing some form of DPR and that the roles of non-sworn personnel in law enforcement were expanding.

Finally, specific DPR practices were suggested including a complete change in philosophy regarding non-emergency call dispatching. The article concluded that DPR is a workable method to increase police resources without significant cost and that DPR is an essential part of any community policing program.

TABLE OF CONTENTS

	Page
Abstract	
Introduction	1
Review of Literature	3
Methodology.	9
Findings	11
Discussion/Conclusions	18
References.....	22
Appendices	

Introduction

In the twenty-first century, law enforcement organizations face continued stringent budgets and an ever-increasing demand for their scarce resources (Kennedy, 1993). In order to survive in this environment, agencies must continually look for ways to improve their efficiency and responses to crime and calls for service. Large budget increases are a thing of the past. Agencies have been told to produce more with less resources (Kennedy, 1993). Most have embraced the idea of, and taken steps to incorporate, community policing into their organizations. Community policing has been accepted as an improved method of dealing with crime and other law enforcement issues (Kelling & Moore, 1988). This new approach to policing further strains already limited resources. Therefore, agencies must use their available resources efficiently and develop ways of freeing up existing assets.

Law enforcement administrators would be ecstatic to see an increase in manpower and a decrease in calls for service, by up to 46 percent with little or no additional cost. Differential police response (DPR) can produce these changes (McEwen, Connors & Cohen, 1986). Since the early 1980's, DPR strategies have been a subject of discussion and analysis. What has not been discussed fully is the inclusion of DPR in a community policing strategy.

This paper will have several objectives. First, it will define DPR and examine its history from the early 1980's until today, including attempts at implementation and some historical department policies. Successes, failures and modifications of DPR will also be reviewed including previous case studies. Second, pitfalls of DPR will be

investigated and discussed. The pitfalls of DPR include historical bias, utilization problems, and equity issues (Bracey, 1996). Both citizens and law enforcement have held several historical biases, including the bias that each call for service requires an officer being dispatched; that law enforcement cannot control calls for service; that current methods of law enforcement are the best; and that community policing is simply an addition to traditional policing and not a new system of policing. Utilization problems include the fear of liability associated with DPR, often referred to as under utilization, and the departmental cost of unnecessarily dispatching officers causing over utilization. Equity issues deal with who calls law enforcement most often and focus on the impact of DPR on persons of differing socioeconomic groups. This paper will present suggestions on overcoming DPR pitfalls.

In addition, police calls for service for the City of Abilene (a Midwest Texas city of approximately 120,000 people and 180 sworn officers) will be examined. Also, other Texas cities, of similar size to Abilene, will be surveyed regarding call types and departmental response policies. Finally, after analysis of the data, alternative methods of dispatching will be discussed and specific suggestions for implementation presented. These suggestions will take into consideration budget restraints and DPR pitfalls. It is hypothesized that DPR is an essential element in the implementation of any true community policing policy and that police departments, including Abilene, can implement DPR without significant costs to the city and without compromising police service to its citizens. In conclusion, it will be suggested that all departments practicing community policing must have clear DPR policies.

REVIEW OF LITERATURE

Differential Police Response is not a new concept in policing. In fact, it has been researched and explored since the late 1970's. DPR is defined as police responses for calls for service from the public other than the traditional response of immediately dispatching a sworn police officer. DPR alternatives include delayed officer response, telephone reporting, referral to other agencies, mail-in and internet crime reporting, referral to specialized divisions, citizens reporting in person to the police station, and declining a response all together. DPR came from a combination of decreased funding and increased call load in the late 1970's and early 1980's as well as a realization that rapid response by police did not always translate into a successful resolution of the incident prompting the call (McEwen, Connors & Cohen, 1986; Bracey, 1996). In order to fully understand DPR, one needs to examine some historical research into theories in policing.

In 1974, the first important foundational research of DPR was conducted in Kansas City by the Police Foundation. The Kansas City Preventative Patrol Experiment project is documented in a report by Kelling, Pate & Brown (1974) titled The Kansas City Preventative Patrol Experiment: A Technical Report. In the yearlong experiment, three similar combinations of patrol districts in Kansas were identified. Each then received differing amounts of patrol attention. One area had preventative patrol removed. The second and third areas, respectively, doubled and tripled preventative patrol. Observations of the impact on crime, fear and perception of crime, and citizens' attitudes and satisfaction were reviewed. To the researchers' surprise, the differences

in the three patrol areas were minimal. There were no apparent changes in crime rates, the citizens' fear of crime, or citizen satisfaction. The results of this research indicated that preventative/random patrol was ineffective (Kelling, Pate & Pate, 1974). This research spawned the move in policing from random patrol to community and problem oriented policing.

In 1977, the next important DPR related research also took place in Kansas City. Named The 1977 Kansas City Response Time Study, this project examined the connection of rapid response with its effects on call outcome. In many instances, what the study revealed was that the speed of response had no effect on the outcome of the incident prompting the call (Kansas City Police Department, 1978). Other similar reviews of the same data in this research revealed that rapid response led to arrests in only three to five percent of the cases (Caron, 1980; Eck & Spelman, 1987). One other DPR factor addressed in this response time study was that citizen satisfaction with call response was directly related to citizens' expected response times rather than actual response times. Citizens were satisfied with response time as long as the time was within their expectations or, more importantly, the amount of time they were told by call takers to expect (Worden & Mastrofski, 1998).

This relevance of the relationship between satisfaction and expectation was mirrored by another study conducted in 1977 in Wilmington, Delaware, called the Split Force Experiment (Tien, Simon & Larson, 1978). The Wilmington program was the first effort at true DPR. Callers to the police department were given DPR options based on the nature of the call. The patrol department was split in half with one half responding

to calls for service and the other half dedicated to random patrol. Evaluation of this program indicated that citizen satisfaction remained constant and that up to 40 percent of calls could have been designated for DPR (Tien, Simon, & Larson, 1978). The only downside of the program was conflict between officers assigned to response and the officers assigned to preventative patrol. This conflict arose when traditionally assigned patrol officers perceived that the officers engaged in DPR freed duties were not sharing the workload equally. Moreover, the experiment didn't address the shortcomings of preventative patrol addressed in the earlier Kansas City study.

In 1980, probably the largest study of DPR was conducted by the National Institute of Justice. This study used the cities of Garden Grove, California; Greensboro, North Carolina; and Toledo, Ohio, as test sites for fully implemented DPR programs (McEwen, Connors & Cohen, 1986). Objectives of the programs were to increase the efficiency of the management of calls for service and to maintain or improve citizen satisfaction. In obtaining the first objective, the program sought to:

- Reduce the number of non-emergency calls for service handled by immediate mobile response;
- Increase the number of non-emergency calls for service handled by a telephone report unit, by delayed mobile responses, or by other alternative responses;
- Decrease the amount of time patrol units spent answering calls for service, and increase the amount of time available for crime prevention or other activities; and

- Increase the availability of patrol units to respond rapidly to emergency calls.

The second objective included:

- Providing satisfactory explanations to citizens at call intake on the nature of the police response to their calls; and
- Providing satisfactory responses to citizens for resolving their calls for service.

Part of the program implementation process required that new call classifications be designed and implemented. Also, call classification codes and call intake procedures needed to be changed and training undertaken to facilitate these changes.

Most of the detailed documentation readily available comes from the Garden Grove department. That department instituted a new unit called the "expeditor" unit. This unit was designed primarily to take phone and walk-in police reports. In addition, some limited field use of the unit was implemented. The unit was staffed with police cadets. Some problems were observed relating directly to the inexperience of the cadets in report writing. Evaluators of the program concluded that this limitation could be overcome with additional training for the cadets. Overall, the program was deemed a success (Knee & Heywood, 1983).

Many other papers on DPR focus on reviewing previous groundbreaking cases and acknowledge that police can change the demand of calls for service. Some papers focus on the use of DPR in implementing community policing strategies. These writings explore the use of additional patrol resources freed by the implementation of DPR.

DPR and call management debunk four common ideas held by many in the police field. Kennedy (1993) best described four of these ideas in Strategic Management of

Police Resources. The four ideas are as follows: calls for police services are out of the control of the police; police resources are already deployed in the most effective manner; community policing is an add-on to traditional policing; and police budgets are static. Kennedy refutes these ideas and asserts that police can manage calls for service and that the old way, called historical bias by Bracey (1996), isn't always the best way of policing. In addition, community policing is not an add-on but a complete change of philosophy in policing. Police budgets are also subject to new resources if the community is convinced that the new resources can make an impact in crime.

Research into the pitfalls of DPR reveals utilization problems (both call takers/dispatch and patrol), equity issues, the traditional police role as a community stabilizer, and selling the program to the public. Police call takers are sometimes referred to as gatekeepers (Scott & Percy, 1983) and triage agents (Larson, 1990). They are truly a significant determinate of the success of any DPR program as two possible pitfalls begin with them. These mistakes are called utilization errors. Dispatch utilization errors are either under prioritization or over prioritization. Under prioritization occurs when the call receives too low of a priority and is delayed, possibly resulting in harm to the person requesting the service. This pitfall is feared most by police administrators as it can result in liability from injuries, loss of life, or loss of property. Over prioritization results when the call is given too high a priority which results in a cost of unnecessary delays in answering other calls for service and reduced specialized patrol duties related to community policing (Larson, 1990). Call taking/dispatching policies should be structured so as to minimize these problems. Utilization problems

regarding patrol arise when the additional time resources freed by DPR are not used effectively in solving police problems. Management and individual officers need to be working in tandem with a clear understanding of department goals to ensure that this additional time is not wasted.

Equity issues involving DPR come from some researcher's beliefs that not all persons of differing socioeconomic groups will be treated the same and receive the same level of police service. Because, under DPR, call handling is based on the information provided by the calling party, some believe the call and response may be influenced by the caller's personal or demographic characteristics (Worden & Mastrofski, 1998). Further research needs to be done in this area and call taking/dispatching guidelines should take this concern into account.

The traditional role of police as community stabilizers who bring calm out of chaos and disorder is best described by one author as the ability of the police to "reestablish the order of things" (Maguire, 1982). Even given the best DPR policies, it may be necessary to dispatch an officer to provide this symbolic function simply because the citizen wants the calming presence of a uniformed officer even though the call would otherwise not necessitate the dispatching of an officer. To counter this, dispatchers will need to sell the DPR alternative to the caller whenever possible. In addition to this individual sales job, the department would be benefited with a public service campaign to tout the benefits of DPR to the community as a whole. This campaign would include publicizing the likely impact of additional resources going toward community policing. DPR units could be given positive names similar to the DPR

unit in Garden Grove, California, which is called the "expediter" unit that implies faster service.

In the fall of 2000, the Abilene Police Department instituted a calls for service committee, which reviewed responses to calls for service and presented limited ideas regarding DPR implementation. These ideas were documented in an internal, unpublished booklet titled Calls for Service Committee (Vickers, 2001). The committee was tasked with four duties. These were to restructure existing activity (dispatch) codes, restructure the existing call priority system, research DPR in other departments and to suggest changes in the current dispatching of calls for service to the Abilene Police Department. The committee recommended numerous changes. Some of the changes went into effect in the fall of 2001 and became part of Abilene's DPR system. During the course of their investigation, the committee learned of a recent (Summer 2000) survey by the Waco, Texas, police department that dealt with DPR issues. Rather than conducting an additional survey as planned, the data from the Waco survey was used. This survey was also reviewed during the preparation of this paper.

METHODOLOGY

The primary purpose of this paper is to determine if DPR is required as part of an overall community policing/problem oriented policing departmental plan. It is hypothesized that this is the case and that the only way to free up resources to implement these plans is by engaging in an aggressive DPR policy. As a result of DPR, all police agencies can benefit from the increase in officers' available time without any significant cost to the agency.

A secondary purpose of this paper is to review current dispatch policies for the City of Abilene. Alternative methods of dispatching will be discussed and specific suggestions for implementation presented. If adopted, these suggestions should allow the department to free up officers to focus on community policing issues.

The methodology of this paper drew from several sources. The history of DPR including the prior research by the Abilene Police Department was considered and reviewed. A survey of cities similar in population and staffing to Abilene was undertaken to determine their current DPR policies. Calls for service in Abilene in 2000 were reviewed and categorized. In addition, information from the Internet was gathered regarding other police agencies utilizing DPR policies.

The history of DPR was gathered from available literature. This literature was primarily the result of government funding in the area of police responses to calls for service and the effectiveness of preventative patrol. The documents were generated beginning in the late 1970's and continuing to the present. Sources of information can be identified from the attached references.

The survey conducted in the preparation of this paper was carried out in the Fall of 2001. The actual survey used, as well as the summary of the responses is attached in the appendices. Twenty-nine cities in Texas (including Abilene) were sent the surveys. These cities were chosen as being similar to Abilene in size and staffing. The cities ranged in size from a population of 330,000 persons and a sworn staff of nearly 600 to a population of 63,000 and a sworn staff of nearly 100 officers. Twenty-two of the surveys were returned and analyzed. Seven cities did not return the survey.

A summary of police calls for service in the city of Abilene for 2000 were tabulated. Calls were then classified by type of calls (primarily being old or in progress). The classifications were then examined to determine if an immediate response was necessary. From this data, the potential of resource savings by using DPR can be estimated.

Finally, internet searches were conducted on DPR policies around the country. The returns on the searches were then reviewed to learn of other department's usage of DPR and, if possible, the types of calls referred to DPR. These different usages were then incorporated in the suggestions for Abilene's DPR policies.

FINDINGS

Historical Findings

Numerous studies and papers have been undertaken on the issues of DPR and associated police staffing/call handling issues. Review of these studies and papers have shown repetitively that DPR can free up patrol resources and that citizens will accept the use of DPR. Most, 85 to 95 percent, of calls to the police by the public do not necessitate an immediate police response (Larson, 1990). Response times and citizen satisfaction with the police response are more a function of citizens' expectations rather than the actual response time (Tien, Simon & Larson, 1978). If citizens understand the likely response time and are told of any delays, then they are generally satisfied with the actual response time as long as it is in line with that understanding.

Police agencies have come to realize that they cannot dispatch an officer to every call for service. Doing so overburdens patrol manpower and takes away from

police managers the ability to focus on specific crime and community issues. DPR has become an accepted way of managing citizen demands for police services. Examples of DPR that departments have adopted include mail-in reporting, internet reporting, phone reporting, scheduled reporting, delayed reporting, referral to outside agencies, as well as declining to respond to some types of calls (motor vehicle accidents being one of the most common example).

DPR Survey

In the fall of 2001, twenty-nine Texas cities were surveyed regarding their DPR policies. The cities were selected as being somewhat similar in size to Abilene in population and sworn manpower. The largest city surveyed was Arlington with a population of over 330,000 and a sworn force of 589. The smallest city was Sugar Land with a population of 63,000 and 98 officers. For comparison, Abilene has a population of almost 116,000 and 180 officers. Twenty-two of these Cities returned the surveys and the survey as well as a summary of the responses are included in the appendices.

The survey clearly pointed out that most cities are involved in some type of DPR. Only Laredo responded that they did not have any type of DPR policies. The other cities use DPR on a variety of calls. Many classified these calls as simply "minor calls" (16). Others gave specific examples. The most common examples appear in the Figure 1.

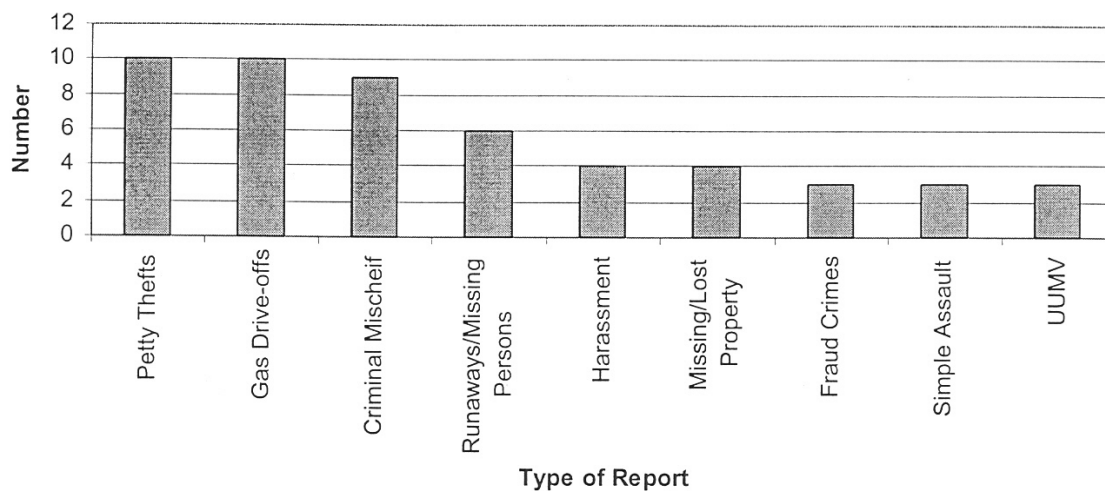
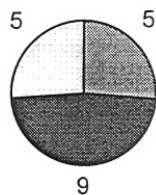


Figure 1. Uses of DPR

Most of the departments utilize both walk-in and telephone reporting. The persons taking these reports are an even mix of civilian and sworn employees.

Phone Report Takers



Walk-in Report Takers

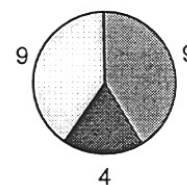


Figure 2. Alternative Reporting Methods

Many of the departments operated phone and walk-in report taking 24 hours a day, seven days a week. Of those not being available 24 hours, most were open from 8 to 16 hours a day. Blank forms were used by 14 of the 22 agencies. The most common use of these forms was for gas drive-offs (11). Others are shown in Figure 3.

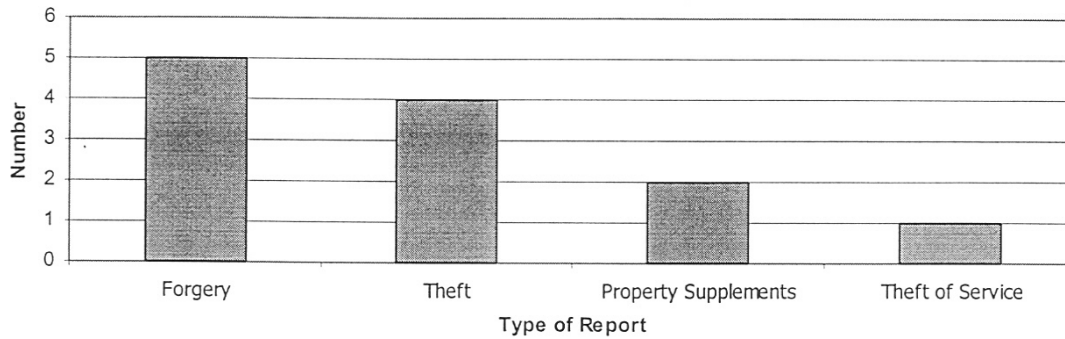


Figure 3. Mail-in Report Form Usage

None of the agencies reported that they are currently using internet reporting, but Garland indicated that it was in the early stages of this type of reporting.

The greatest differences in the survey dealt with accident investigation. Some agencies did not investigate minor accidents while others did. One of the most interesting responses came from Lubbock which gives individual officers discretion in the investigation of accidents. The policy allows the individual to decide to either investigate the accident or hand the involved parties an ST-2 (blue form) based on the damage/injuries involved. A few of the agencies still investigate paid private parking accidents, although not required under state law. A few do not investigate hit and run accidents where there are no leads for follow-up.

Several agencies designated both noise violation calls and incomplete/open line 911 calls from payphones as low priority calls. Most were, however, ultimately dispatched. One difference was that Mesquite sent the 911 calls to all officers and an officer would check the location if time permitted. Six agencies reported that they did not dispatch stand-by calls (property recovery, child custody exchange, money

transfers, etc.). Four of those six noted that the call might be dispatched with the approval of a supervisor if there was a potential for violence. Most agencies (16) no longer use on-duty officers for funeral escorts and seven do not provide traffic control for special events (parades) using on-duty officers.

Similar answers dealt with the handling of reckless and/or drunk drivers. While some cities still dispatched these types of calls, most simply gave the information out over the radio or MDT as a general attempt to locate or BOLO (be on the lookout). The noted exception was where a citizen was following the suspect and the dispatcher still had telephone contact with the reporting party. In those cases, officers, if available, were dispatched.

Two clear observations can be made from the data collected. The first is that most agencies (21) utilize civilian volunteers. The most common use of the volunteers was listed as clerk/filing/data entry duties. Other responses are below.

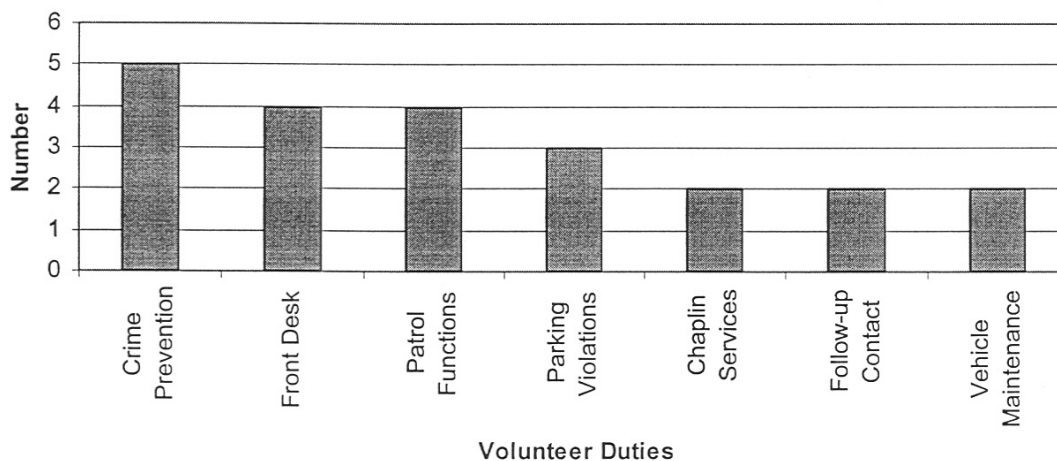


Figure 4. Use of Volunteers

The second observation is that many sworn positions/duties are now being done by civilians both paid and volunteer. Volunteer duties ran the gamut of police services including patrol (looking for crimes in progress), parking enforcement, abandoned vehicle enforcement, evidence collection and storage, and even crime scene sketching. Paid duties included crime scene processing, report and statement taking, and evidence collection. Some agencies noted a paid position called a Public Service Officer or a Civilian Community Service Officer. The duties of these non-sworn officers varied and included parking enforcement, report taking (both phone and walk-in), abandoned vehicle enforcement, and traffic direction. Both these observations reflect usages of DPR and attempts at reducing the calls for service on sworn personnel.

Calls for Service Abilene, Texas 2000

Calls for service for the City of Abilene in 2000 were reviewed and summarized. Calls of a similar nature were combined. This information is provided in the appendices. What is noticeable about these calls for service is that less than 1/3 of these calls required an immediate response. This fraction represents almost 24,000 of a total of approximately 78,000 calls for service during that year. Using DPR policies, alternative methods of response could likely be found for the remaining 54,000 calls for service. These calls represent a considerable amount of devoted patrol response time.

Notable in this list was the fact that only three categories out of the top ten necessitated an immediate police response. While any DPR policy should address all calls for service, obviously the most dramatic impact would be on most common calls for service (see Figures 5 and 6).

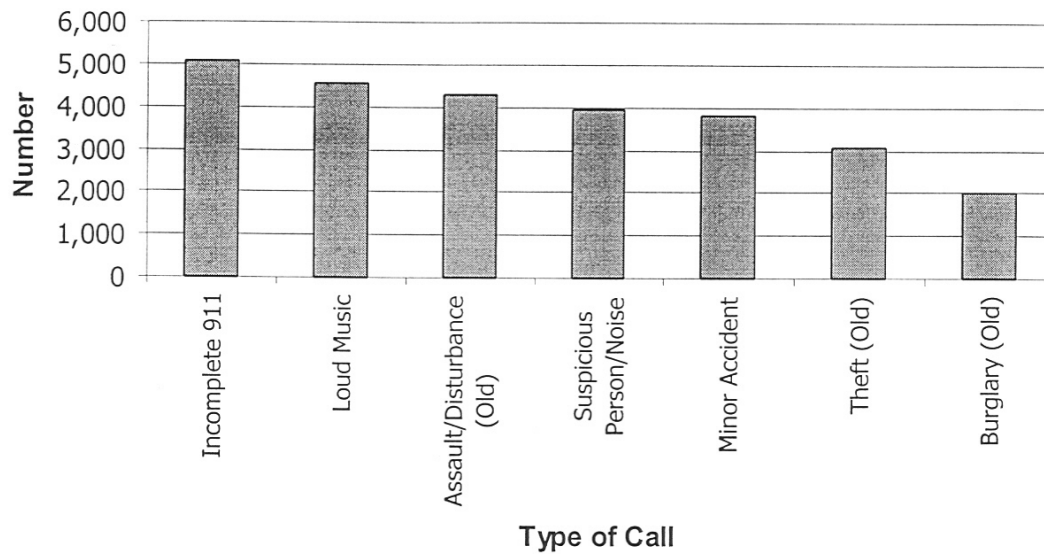


Figure 5. Non-Emergency Calls for Service

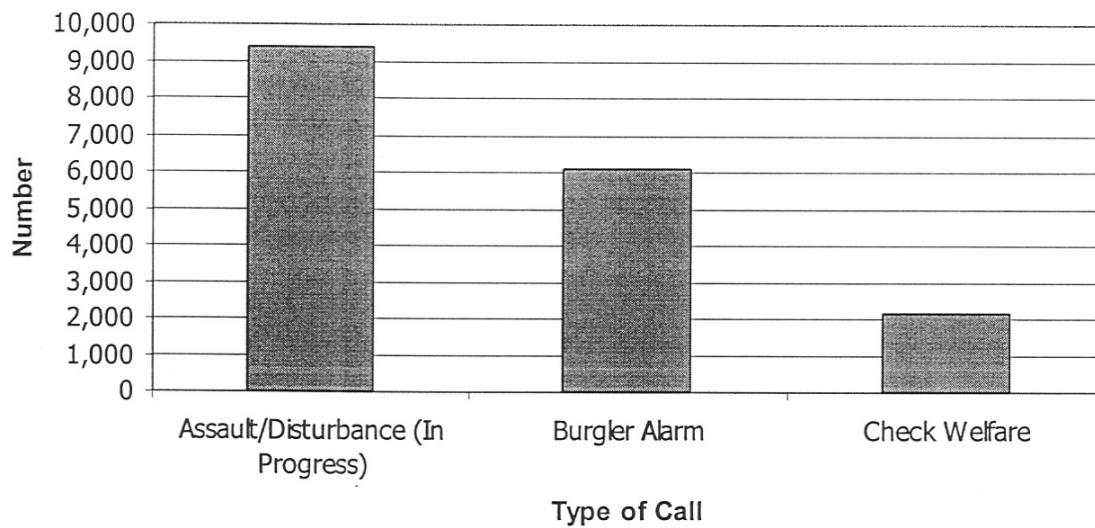


Figure 6. Emergency Calls for Service

Internet Search Regarding DPR

A search of internet sites found using the Yahoo search engine

(www.yahoo.com), revealed numerous sites belonging to departments that reported

using DPR policies. These agencies included Toledo, Ohio; Greensboro, North Carolina; Garden Grove, California; Larimer County, Colorado; Santa Anna, California; Eugene, Oregon; Ypsilanti City, Michigan; Clearwater, Florida; San Mateo County, California; San Antonio, Texas; Morgantown, West Virginia; Philadelphia, Pennsylvania; Rockford, Illinois; Wyandotte County, Kansas; and many others. Also found during this search were departments using internet reporting. Internet reporting is another use of DPR to reduce patrol call load. Several of the internet sites allowed for the reporting of the following offenses/situations: auto burglary, petty theft, grand theft, suspicious circumstances, ordinance violations, vandalism, lost property, code enforcement, criminal mischief, and harassment. Based on the calls for service for Abilene in 2000, internet reporting could be utilized for over ten percent of all calls for service (about 9(500)).

DISCUSSION/CONCLUSION

What can be readily concluded from reviewing this paper and other papers on the topic of DPR is that DPR is an integral part of modern day policing. Agencies wishing to pursue community policing ideals must adopt DPR in order to have the resources necessary to meet that goal. Sworn personnel expenditures represent the highest cost to agencies and thus must be used as efficiently as possible. DPR works to ensure the best uses of patrol resources. Police agencies have too long held the traditional belief that the best deterrent to crime is random patrol and rapid response. This is not the case and at times can drain scarce resources. One author says these two traditional beliefs are "invalid" and "counterproductive" (Stewart, 1988).

The necessity for modern departments to adopt DPR policies has been documented. What steps need to be taken? First, there must be a commitment on the part of the community and every police employee to accept DPR as the best method of efficient policing. Second, practices and policies need to be developed to ensure that some of the pitfalls mentioned in this paper are avoided especially the ones that can lead to harm to citizens and/or police.

The philosophy of dispatching calls should be changed. Dispatching an officer immediately to a call for service should only occur in true emergencies. Other calls should receive DPR. This paper purposes what the author calls the "paper or plastic" response to calls for service. This is based on observations at a local grocery store where patrons are asked specifically, "Is plastic (bags) o.k.?" The reasoning for this, related by management, is that plastic bags are one cent cheaper than paper bags. Apparently this adds up over a period of time and the business has found that the wording of the question is better if it is slanted to the response they desire. Rather than asking the customer, "Would you like paper or plastic?" they ask, "Is plastic ok?" This analogy translates to calls for service. Rather than giving citizens seeking non emergency assistance from the police an option of a dispatched officer or DPR, encourage the DPR response by making it the first option. For example, the call taker might say something similar to "I am going to forward you to a DPR telephone unit. Is that ok?" rather than giving the option of a dispatched officer or DPR. As in the plastic bag analogy, the cost of services is lowered. With adequate training, the DPR unit can

make their own decision after receiving the call as to whether the call necessitates a dispatched officer to collect evidence or do immediate follow-up.

Specifically, sworn and civilian employees alike can man the DPR unit. With the proper training, DPR units can even be staffed with volunteers. Using civilian employees and volunteers would result in considerable savings over the cost of a sworn officer for the same service. Based on the survey and historical information obtained, many jobs currently handled by sworn police officers could be handled by civilians and volunteers. Some of these jobs include parking/abandoned vehicle enforcement, report/statement taking, evidence collection/preservation and traffic direction.

Departments need to constantly look for new ways to embrace DPR. One obvious method is that of internet crime reporting. This method has been successful for other agencies and should not be overlooked as a way to improve department efficiency. As stated earlier, departments should be careful that DPR policies do not negatively impact those of lower socioeconomic status who would not have access to things such as computers and the internet. Another specific answer to reducing dispatched calls for service is the use of the telephone on the initial complaint of loud music. If the violators address can be ascertained, a warning (notification) call can be placed before an officer is dispatched on subsequent complaints. In Abilene in 2000, loud music complaints accounted for almost 6 percent (nearly 5,000) of dispatched calls. Additionally, departments need to have an aggressive burglary alarm policy to discourage false alarm calls (over 6,000 in Abilene in 2000). This policy needs to mandate the registration of all commercial and home alarms as well as track excessive

false alarms so that fines can be assessed to discourage repeated dispatched calls. In 1998, Abilene instituted such a policy and has seen a 22 percent drop in alarm calls over the period of 1998 to 2000. Other possible DPR responses for calls for service are included in the appendix.

DPR does have pitfalls and these shortcomings need to be anticipated and overcome. Based on research and review, the benefits of DPR outweigh any of the possible pitfalls. The Abilene Police Department and other similar agencies have embraced both community policing and community oriented policing. Without significant increases in sworn personnel, the only way to appropriately address these philosophies is to undertake aggressive DPR policies. What has been shown is that DPR is a workable part of policing and that it frees up patrol resources to address real crime issues. The concept can benefit community service without significant expenditures. It is abundantly clear that DPR is an essential element of community/problem oriented policing.

REFERENCES

- Bracey, D. H. (1996). Assessing alternative responses to calls for service. In Hover, L. T. (Ed.), Quantifying quality in policing, pp. 153-166. Washington, D.C.: Police Executive Research Forum.
- Cahn, M. F. & Tien, J. M. (1981). Alternative approach in police response - Wilmington management of demand program. Washington, D.C.: U.S. Department of Justice.
- Caron, N. (1980). Response time analysis, Vol. III: Part II crime analysis. Kansas City, MO: Kansas City Police Department.
- Eck, J., & Spelman, W. (1987). Problem-solving: Problem oriented policing in Newport News. Washington, D.C.: Police Executive Research Forum.
- Farmer, M. T. (Ed.) (1981). Differential police response strategies. Birmingham, AL: Police Executive Research Forum.
- Kansas City Police Department. (1978). Response time analysis: Executive summary. Washington, D.C.: U.S. Department of Justice.
- Kelling, G. & Moore, M. H. (1988). The evolving strategy of policing. Washington, D.C.: U.S. Department of Justice
- Kelling, G., Pate, T. & Brown, C. (1974). The Kansas City preventative patrol experiment: A summary report. Washington, D.C.: The Police Foundation.
- Kennedy, D. J. (1992). Strategic approaches. In L. Hover (Ed.), Police management: issues and perspectives, pp. 203-225. Washington, D.C.: Police Executive Research Forum.
- Kennedy, D. M. (1993). Strategic management of police resources. Washington, D.C.: U.S. Department of Justice
- Knee, S. L. & Heywood, L. G. (1983). Differential police response to citizen-initiated calls for service - executive summary. Washington, D.C.: U.S. Department of Justice.
- Larson, R. C. (1990). Rapid response and community policing: Are they really in conflict?. Washington, D.C.: U.S. Department of Justice
- Maguire, M. (1982). Burglary in a dwelling. London, England: Heinemann

McEwen, J. T., Connors E. F. & Cohen, M. 1. (1986). Evaluation of the differential police response field test. Washington, D.C.: U.S. Department of Justice

Scott, E. J. & Percy, S. L. (1983). Gatekeeping police services - police operators and dispatchers. In R. Bennett (Ed.), Police at work, pp. 127-144. Washington, D.C.: U.S. Department of Justice

Stewart, J. K. (1988). Remarks by the honorable James K. Stewart to the FBI national academy, Quantico, Virginia, on April 19, 1988. Washington, D.C.: U.S. Department of Justice

Tien, J., Simon, J. & Larson, R. (1978). An alternative approach in police patrol: The Wilmington split-force experiment. Washington, D.C.: U.S. Department of Justice.

Vickers, C. K. (Ed.), (2001). Abilene Police Department calls for service committee. Abilene, TX: Abilene Police Department (Unpublished)

Worden, R. & Mastrofski, S. (1998). Differential police response: Evaluation. In L. Hover, (Ed.), Police program evaluation, pp. 167-232. Washington, D.C.: Police Executive Research Forum,

An Analysis of Differential Police Response and Implementation Suggestions

Appendix A

Differential Police Response Survey

GENERAL QUESTIONS

City Name: _____
Population: _____
Square Miles: _____
Sworn Officers: _____
Civilian Empls: _____

SPECIFIC QUESTIONS

1. Does your department have specific, written policies concerning calls for service?
Yes___ No___ Comments: _____

2. Does your agency utilize Differential Police Response (selected, non-emergency calls for service are answered without the dispatching of a patrol unit; examples include phone reports, self-reports, outside agency referral, and delayed dispatch)?
Yes___ No___ Comments: _____

3. If DPR is used, what specific types of calls/offenses are referred to a DPR?

4. Does your department utilize telephone reporting of crimes?
Yes___ No___ Comments: _____

5. Who takes phoned in reports?
Sworn___ Civilian___ Other: _____
6. Who takes walk-in reports?
Sworn___ Civilian___ Other: _____
7. What are the hours that phone reports are taken? _____

8. What are the hours that walk-in reports are taken? _____

9. Does your agency utilize blank crime report forms to be filled out by citizens?
Yes___ No___ Comments: _____

10. If blank crime report forms are used, what types of calls/offenses utilize this method? _____

11. If police civilians take reports, are they allowed to take limited photographic evidence?
Yes___ No___ N/A___ Comments: _____
12. If police civilians take reports, are they allowed to accept limited physical evidence?
Yes___ No___ N/A___ Comments: _____
13. If police civilians take reports, are they allowed to take sworn statements?
Yes___ No___ N/A___ Comments: _____
14. Does your department utilize Internet on-line crime reporting?
Yes___ No___ Comments: _____
15. If Internet reporting is utilized, what types of calls/offenses utilize this method?

16. Does your agency utilize a forensic crime scene response team?
Yes___ No___ Comments: _____
17. Is the forensic crime scene response team sworn, civilian, or mixed?
Sworn___ Civilian___ Mixed___ N/A___ Comments: _____
18. If a forensic crime scene response team is used, what types of calls/offenses do they respond to? _____

19. If there are calls/offenses that the forensic crime scene response team does not respond to, does the responding officer collect evidence (photographs, fingerprints, and other evidence)?
Yes___ No___ Comments: _____
20. Does your agency utilize single or two officer patrol units?
Single___ Two___ Both___ Comments: _____
21. Does your agency investigate off-street (private property) minor (no injury) traffic accidents?
Yes___ No___ Comments: _____
22. Does your agency investigate on-street (public roadway) minor (no injury) traffic accidents?
Yes___ No___ Comments: _____
23. Does your agency investigate paid (for fee parking lot) private parking accidents?
Yes___ No___ Comments: _____

24. Does your agency investigate delayed report (hours old) traffic accidents?
Yes___ No___ Comments: _____
25. Does your agency investigate minor (no injury) hit and run accidents without evidence or follow-up information?
Yes___ No___ Comments: _____
26. Does your agency utilize on-duty officers for traffic control for special events (football games, parades, etc.)?
Yes___ No___ Comments: _____
27. Does your agency respond to incomplete/open line (no sound) 911 calls from payphones?
Yes___ No___ Comments: _____
28. Does your agency respond to loud noise complaints by dispatching an officer?
Yes___ No___ Comments: _____
29. If an officer is not dispatched on a loud noise complaint, how is the call handled?

30. Does your agency respond to requests for an officer to standby (retrieval of property, money transfers, child custody exchange, repossession, etc.) by dispatching an officer?
Yes___ No___ Comments: _____
31. Do sworn officers respond to abandoned vehicle (not traffic hazards) calls?
Yes___ No___ Comments: _____
32. Do sworn officers respond to injured/unrestrained animals?
Yes___ No___ Comments: _____
33. Does your agency respond to stray livestock calls?
Yes___ No___ Comments: _____
34. Does your agency respond to cruelty to animal calls?
Yes___ No___ Comments: _____
35. Do sworn officers respond to found property calls?
Yes___ No___ Comments: _____
36. Do sworn officers respond to parking violation (not traffic hazards) calls?
Yes___ No___ Comments: _____
37. Is an officer dispatched to all reckless driver/speeder calls?
Yes___ No___ Comments: _____

38. Is an officer dispatched to all drunk driver calls?
Yes___ No___ Comments: _____
39. Is an officer dispatched to all possible locations of a runaway?
Yes___ No___ Comments: _____
40. Does your agency generate case reports/investigations for class "C" disorderly conduct offenses?
Yes___ No___ Comments: _____
41. Does your agency utilize on-duty officers for funeral escorts?
Yes___ No___ Comments: _____
42. If your agency provides funeral escorts (on or off duty), is a monetary fee charged to the funeral home?
Yes___ No___ Comments: _____
43. Are assaults involving family violence filed regardless of victim cooperation?
Yes___ No___ Comments: _____
44. Does your agency utilize a paddy wagon or prisoner transport other than patrol cars?
Yes___ No___ Comments/hours used: _____
45. Does your agency dispatch an officer to a citizen simply because the citizen insists on speaking to an officer in person regardless of the type of call?
Yes___ No___ Comments: _____
46. Does your agency utilize civilian volunteers?
Yes___ No___ Comments: _____
47. What services do these volunteers provide? _____

48. Would you like to receive a copy of the results of this survey?
Yes___ No___

An Analysis of Differential Police Response and Implementation Suggestions

Appendix B

DPR Survey Responses Fall 2001

*unless otherwise noted, all responses are based on 22 surveys (N = 22)

1. Does your department have specific, written policies concerning calls for service?
Yes – 21
No – 1
*single no response (Lewisville) noted specifically no DPR written policies
2. Does your agency utilize Differential Police Response?
Yes – 20
No – 2 (Brownsville; Laredo)
3. If DPR is used, what types of calls/offenses are referred to DPR?
N = 20
Minor calls – 16
Petty thefts – 10
Gas drive-offs – 10
Criminal mischief – 9
Runaways/missing persons – 6
Harassment – 4
Missing/lost property – 4
Fraud crimes – 3
Simple assault – 3
UUMV – 3
Burglary – 1
Criminal trespass – 1
Minor accidents – 1
*many responses stated "minor calls" while others listed specific offenses
4. Does your department utilize telephone reporting of crimes?
Yes – 19
No – 3
5. Who takes phoned in reports?
N = 19
Sworn – 5
Civilian – 9
Both – 5

6. Who takes walk-in reports?
Sworn – 9
Civilian – 4
Both – 9
7. What are the hours that phone reports are taken?
N = 19
24 hours – 12
16 to 23 hours – 3
8 to 15 hours – 4
Less than 8 hours – 0
*those responses less than 24 hours were generally from about 8 AM until around midnight
8. What are the hours that walk-in reports are taken?
24 hours – 16
16 to 23 hours – 4
8 to 15 hours – 2
Less than 8 hours – 0
9. Does your agency utilize blank crime report forms to be filled out by citizens?
Yes – 14
No – 8
10. What types of calls/offenses utilize blank crime reports?
N = 12
Gas drive-offs – 11
Forgery – 5
Theft - 4
Property supplements – 2
Theft of service – 1
11. If police civilians take reports, are they allowed to take limited photographic evidence?
N = 13
Yes – 6
No – 7
12. If police civilians take reports, are they allowed to accept limited physical evidence?
N = 13
Yes – 9
No – 4

13. If police civilians take reports, are they allowed to take sworn statements?
N = 13
Yes – 3
No – 10
14. Does your department utilize Internet on-line crime reporting?
Yes – 0
No – 22
*one department (Garland) noted that this was planned for the future
15. Not applicable (no Internet on-line crime reporting)
16. Does your agency utilize a forensic crime scene response team?
Yes – 22
No – 0
17. Is the forensic crime scene response team sworn, civilian, or mixed?
Sworn – 12
Civilian – 5
Mixed – 5
18. If a forensic crime scene response team is used, what types of calls/offenses do they respond to?
Major crimes – 22
*four departments noted (in addition to major crimes) any crime where physical evidence needed to be collected
19. If there are calls/offenses that the forensic crime scene response team does not respond to, does the responding officer collect evidence?
Yes – 20
No – 2
*one agency (Lubbock) noted crime scene officers (CSO's) that were assigned to take photos and collect evidence
20. Does your agency utilize single or two officer patrol units?
Single – 19
Two – 0
Both – 3
21. Does your agency investigate off-street (private property) minor (no injury) traffic accidents?
Yes – 9
No – 13

22. Does your agency investigate on-street (public roadway) minor (no injury) traffic accidents?
Yes – 19
No – 3
*one agency (Lubbock) gives officer discretion to work accident or provide involved parties with ST-2 (blue form) to complete themselves based on level of damage/injuries
23. Does your agency investigate paid (for fee parking lot) private parking accidents?
Yes – 3
No – 19
24. Does your agency investigate delayed report (hours old) traffic accidents?
Yes – 11
No – 10
*one agency did not respond to this question
25. Does your agency investigate minor (no injury) hit and run accidents without evidence or follow-up information?
Yes – 17
No – 5
26. Does your agency utilize on-duty officers for traffic control for special events?
Yes – 15
No – 7
27. Does your agency respond to incomplete/open line (no sound) 911 calls from payphones?
Yes – 21
No – 1
*two agencies noted that this was a low priority call; one agency (Mesquite) reported that the location was dispatched to all units via an MDT and that an officer would check the location as time allowed
28. Does your agency respond to loud noise complaints by dispatching an officer?
Yes – 22
No – 0
*four agencies noted that this was a low priority call
29. Not applicable (all agencies dispatch an officer to loud noise complaints)

30. Does your agency respond to requests for an officer to standby?

Yes – 16

No – 6

*four agencies noted that the potential for violence dictated the dispatch of an officer

31. Do sworn officers respond to abandoned vehicle calls?

Yes – 19

No – 3

*one agency (Arlington) noted that civilians respond to this type of call; three other agencies reported that this type of call was handled by a public safety officer (PSO)

32. Do sworn officers respond to injured/unrestrained animals?

Yes – 17

No – 5

*most of the "no" responses noted that animal control answers these types of calls

33. Does your agency respond to stray livestock calls?

Yes – 21

No – 1

*most of the "yes" responses qualified the answer as being only when the livestock was a traffic hazard

34. Does your agency respond to cruelty to animal calls?

Yes – 21

No – 1

35. Do sworn officers respond to found property calls?

Yes – 21

No – 1

36. Do sworn officers respond to parking violation calls?

Yes – 22

No – 0

37. Is an officer dispatched to all reckless driver/speeder calls?

Yes – 12

No – 10

*most agencies responding "no" reported that an attempt to locate would be given out by radio or MDT

38. Is an officer dispatched to all drunk driver calls?

Yes – 17

No – 5

*most agencies responding reported that this would be an attempt to locate call only given out by radio or MDT unless a citizen with a cell phone was following the suspected drunk driver (officer dispatched)

39. Is an officer dispatched to all possible locations of a runaway?

Yes – 20

No – 2

40. Does your agency generate case reports/investigations for class "C" disorderly conduct offenses?

Yes – 13

No – 9

*some agencies reported issuing a citation only in these cases

41. Does your agency utilize on-duty officers for funeral escorts?

Yes – 6

No – 16

42. If your agency provides funeral escorts (on or off duty), is a monetary fee charged to the funeral home?

N = 16

Yes – 8

No – 8

43. Are assaults involving family violence filed regardless of victim cooperation?

Yes – 22

No – 0

*some agencies responded that filing depended on case circumstances

44. Does your agency utilize a paddy wagon or prisoner transport other than patrol cars?

Yes – 11

No – 11

*some agencies reported that this was a part-time usage (only during peak arrest hours)

45. Does your agency dispatch an officer to a citizen simply because the citizen insists on speaking with an officer in person regardless of the type of call?

Yes – 19

No – 3

46. Does your agency utilize civilian volunteers?

Yes – 21

No – 1

47. What services do these volunteers provide?

N = 21

Clerk/filing/data entry duties – 17

Crime prevention – 5

Front desk – 5

Patrol functions – 4

Parking violations – 3

Chaplin services – 2

Follow-up investigative contact – 2

Vehicle maintenance – 2

Crime scene sketching – 1

Phone crime reports – 1

*there were several other single responses not noted here; patrol duties were linked to programs titled "Citizens on Patrol"

An Analysis of Differential Police Response and
Implementation Suggestions

Appendix C

SURVEYED CITIES

City	Population	Square Miles	Sworn Employee	Civilian Employee	Sworn per 1,000	Sworn per Mile
Arlington	332,969	98	589	175	1.77	6.01
Corpus Christi	277,454	122	436	210	1.57	3.57
Garland	215,768	57	290	136	1.34	5.09
Lubbock	199,564	115	311	89	1.56	2.70
Irving	191,615	69	326	156	1.70	4.72
Laredo	176,576	61	350	90	1.98	5.74
Amarillo	173,627	89	285	87	1.64	3.20
Pasadena	141,674	44	230		1.62	5.23
Brownsville	139,722	85	242	97	1.73	2.85
Grand Prairie	127,427	80	201	108	1.58	2.51
Mesquite	124,523	44	206	73	1.65	4.68
Abilene	115,930	103	180	50	1.55	1.75
Carrollton	109,576	38	150	70	1.37	3.95
Wichita Falls	104,197	71	186	82	1.79	2.62
Midland	94,996	65	162	49	1.71	2.49
Richardson	91,802	26	158	109	1.72	6.08
San Angelo	88,439	54	159	25	1.80	2.94
Tyler	83,650	54	177	56	2.12	3.28
Lewisville	77,737	45	125		1.61	2.78
Lonview	73,344	53	143	24	1.95	2.70
Baytown	66,430	34	135	46	2.03	3.97
Sugar Land	63,328	18	98	45	1.55	5.44

Cities not responding: Plano, Beaumont, Waco, McAllen, Odessa, Killeen
Denton

An Analysis of Differential Police Response and
Implementation Suggestions

Appendix D

Call Type

Possible DPR Response

1. Abandoned vehicle	Volunteer or non-sworn position; mailed warning
2. Minor accident	ST-2 (blue form – citizen self report)
3. Assault/domestic	Aggressive arrest/prosecution policies on domestics
4. Burglar alarms	Registered alarms with false alarm penalties
5. Loud music	Violation notice by phone (1 st call)
6. Minor theft	Internet/mail-in/walk-in/telephone reporting
7. Reckless/drunk driver	ATL or BOLO unless being followed
8. Parking violations	Volunteer or non-sworn position
9. Harassment	Internet/mail-in/telephone reporting
10. Funeral/parade escort	Outsourced to off-duty officers or private agency
11. 911 open line payphone	Information only over radio or MDT
12. Gas drive-offs/beer thefts	Internet/mail-in/walk-in/telephone reporting; ATL
13. Criminal mischief	Internet/mail-in/walk-in/telephone reporting
14. Forgery	Internet/mail-in/walk-in/telephone reporting
15. Animal calls	Animal control (unless traffic hazard)
16. Prisoner transport	Utilize paddy wagon during peak arrest hours
17. Public service	Volunteer or non-sworn position
18. Found property	Volunteer or non-sworn position
19. Advice	Volunteer or non-sworn position
20. Supplemental reports	Internet/mail-in/walk-in/telephone reporting
21. Lost property	Internet/mail-in/walk-in/telephone reporting

An Analysis of Differential Police Response and
Implementation Suggestions

Appendix E

Summary of Calls for Service
Abilene Police Department 2000

RID	Call Type	Number
*	Assault/Disturbance (In Progress)	9396
*	Burgler Alarm	6085
	Incomplete 911	5094
	Loud Music	4553
	Assault/Disturbance (Old)	4286
	Suspicious Person/Noise	3929
	Minor Accident	3822
	Theft (Old)	3050
*	Check Welfare	2170
	Burglary (Old)	2031
	Random Patrol	2030
	Wanted Person	1978
	Parking Violations/Abandoned Vehicle	1858
	Criminal Mischief (Old)	1819
*	Traffic Hazzard	1646
*	Major Accident	1412
	Standby	1367
	Public Service	1007
	Hit and Run Accident	987
	Drunk/Wreckless Driver	944
	Nartocotics Possession	845
*	Hold Up Alarm	797
	Criminal Trespass (Old)	767
	Prowler	693
	Found Property	640
	Advice	610
*	Discharge Firearm/Random Shooting	556
*	Burglary (In Progress)	505
	Harassment	412
*	Criminal Mischief (In Progress)	330
	Location of Runaway	300
*	Criminal Trespass (In Progress)	266
	Livestock	258
*	Open Line 911	223
	Minor In Possession	210
	Loitering	184
	Creuelty To Animals	175
*	Death Investigation	125
*	Lost Child	111
	Forgery/Fraud (Old)	102
*	Theft (In Progress)	78
*	Forgery/Fraud (In Progress)	31
	Other	10318

*	- Requires Immediate Dispatch (RID)	23731	30.4%
	- No Immediate Response	54269	69.6%