

DETROIT 1993 TO DETROIT 2001

CRIME, SAFETY AND DRUGS

Introduction

Detroit has a crime problem. For most Detroiters, crime is their number one concern. It strikes fear into the hearts and minds of residents and visitors alike. Our neighborhoods spend an inordinate amount of their energies and resources on crime prevention activities. Yet, police protection has fallen sharply.

There is no indication that the crime problem/perception has improved since 1987 when the Detroit Free Press and WDIV-TV conducted a survey¹ that concluded:

- 35 percent to 39 percent of Detroit's residents felt unsafe even in their own neighborhoods.
- The advent of crack cocaine brought with it a sharp increase in battles between rival factions, all too often resulting in the random wounding and killing of innocent bystanders.
- Most violent crimes involve the use of guns, increasingly military-style automatic assault weapons.
- Cooperation and interaction between the Detroit Police Department and federal agencies is virtually non-existent. The result is a wasteful overlap of services, duplication of work, and unnecessary expenditure of limited funds.
- There are too few police cars patrolling our neighborhoods on any given day. Their response time is poor even in emergencies.
- There is very little department-wide, on-going on-the-job training for Detroit police officers following graduation from the police academy.

^{1/} See also "Fear of Crime in the Neighborhoods of Metropolitan Detroit" Center for Urban Studies/College of Urban, Labor and Metropolitan Affairs, Detroit Metropolitan Area Public Policy Surveys 1991 Series by Robert W. Kahle, Wayne State University.

- Police morale is extremely low. Too many officers look upon themselves as merely working a job rather than practicing a profession in which they take pride.
- Many police officers believe the department has become too politicized, that merit and achievement alone no longer lead to promotion.
- The public's frequent disregard of traffic tickets breeds contempt and disrespect for the law.²

Many steps must be taken to reduce the crime that paralyzes our neighborhoods, damages our businesses, and destroys the image of our city. Crime prevention must be our number one priority, not only in what is said in public forums, but also in what is done in budgeting funds for delivery of vital city services to our residents and our valued visitors.

Education is the ultimate weapon against crime. Discipline, morals, values, and respect should be taught in the home and in our schools. Continuation, on an even more expanded basis, of the police department's innovative crime prevention programs, community patrols, neighborhood/community meetings, and institutionalization of programs like D.A.R.E. (Drug Abuse Resistance Education) and B.U.O.Y. (Business United with Officers and Youth) are essential to teaching values and discipline.

Today's rampant surge of crime coupled with overburdened courts and prison systems make law enforcement a difficult profession. Sparrow, Moore, and Kennedy, in their book Beyond 911 - A New Era for Policing (Basic Books, Inc. 1990), describe the resulting deterioration in police behavior and attitudes. The authors maintain that police officers' thought processes develop in the following stages:

1. We are the only real crime fighters. Crime fighting is what the public wants from us. Other agencies, public or private, only play at it.
2. No one else understands the real nature of police work. That is, no one outside the police service - academics, politicians, and lawyers in particular - can comprehend what we have to do. The public is generally naive about police work.

^{2/} A "Denver Boot" enforcement effort would help. Collecting the millions of dollars in unpaid tickets would help to alleviate the City's financial short-fall.

3. Loyalty to colleagues counts above everything else. We have to stick together. Everyone else - including the public, politicians, and especially senior officers - seems to be out to make our job difficult.
4. It is impossible to win the war against crime without bending the rules. We are hopelessly shackled by unrealistic constraints foisted on us by civil liberties groups, thanks to the recklessness of politicians.
5. Members of the public are basically non-supportive and unreasonably demanding. They all seem to think they know our job better than we do. They only want us when they need something done.
6. Patrol work is the pits. The detective branch and other specialties are relatively glorious, because they tackle serious crime. Patrol work is only for those who are not smart enough to get out of it.

It is the job of city government to ensure that the Detroit Police Department does not succumb to these attitudes but is instead made to see the greater value of the following people oriented principles suggested by the authors:

1. The Constitution always comes first.
2. Be close to the people.
3. Beat work matters most.
4. Behind every incident lies a problem.
5. Prevention is better than a cure.
6. If it might work, try it.
7. Integrity has no price.
8. Police are model citizens.
9. Respect every individual.

All of us must work together to combat crime if we are to take back our streets. By restructuring and strengthening the police department, we intend to shut down the drug houses, arrest and diligently pursue conviction of drug dealers and make our neighborhoods once again safe for all our citizens.

The recommended in-service training of police personnel will reduce the likelihood of future incidents like Malice Wayne Green and substantially improve the attitudes and relationships of our officers and the community.

A safe Detroit will provide a better quality of life for our people and also create the foundation for significant economic development and new jobs.³

BASIC RECOMMENDATIONS

Changes need to be negotiated in the police department's collective bargaining agreement to ensure that all available officers are assigned to the streets, community policing, and other direct services. Given current budgetary constraints, we should insist that trained police officers not be assigned to work that a civilian employee can perform for substantially less money. A uniformed police officer on the beat is a far more effective crime deterrent than an officer behind a desk at the police station. The presence of uniformed police officers helps to make a community feel safe and its visitors secure.

The city should also negotiate an end to the current practice of rotating officers from day to afternoon to night shift every 28 days. Residents need to get to know the officers on patrol in their neighborhoods so that confidence and trust can develop. Frequent shift rotations make that difficult. Extending rotation periods to six months or a year would benefit officers and the community alike. Officers would be able to enroll in semester long courses to further their education. Less frequent shift rotations would help police officers better know the neighborhood, businesses, and precinct they service. Less frequent rotation is also likely to improve the quality of life of our officers.

3/ A more complete discussion of enhanced police service for our senior citizens will be included in my issue paper regarding senior citizens that will be published later this year. The senior citizens of our City are an important element of the community who require and deserve special consideration and commitment from public organizations which are mandated to fulfill basic civil functions.

Ongoing in-service training by police academy personnel, together with a dynamic city law department and the Wayne County Prosecuting Attorney's office, must keep our officers updated on the latest trends in the law, on new police techniques and on evolving problems in the field identified by line officers to which solutions need to be developed.

RECLAIMING THE STREETS: THE FIRST SIX MONTHS
JANUARY 1 TO JULY 1, 1994

In order to reclaim the streets, my Police Chief and his executive staff will promote two essential elements of managerial success: Pride in the organization and enthusiasm for its mission. Listening to, as well as having trust and respect in the creative potential of each member of the Police Department can lead to excellent performance by all.

Accordingly, the following recommendations are offered:

A. RECLAIMING THE STREETS: OBJECTIVES FOR THE FIRST SIX MONTHS:

1. To develop and implement an Inter-Agency General Law Enforcement Plan in cooperation with county, state, and federal agencies to increase inter-agency investigations and arrests.
2. To develop and implement an Inter-Agency Narcotics Enforcement Plan in cooperation with county, state, and federal agencies to substantially reduce and ultimately eradicate narcotics trafficking, sales, and distribution.
3. To develop and implement precinct-based plans to reduce those crimes identified as the most pervasive in the precinct.
4. To increase arrests and convictions of repeat offenders.
5. To increase case resolutions at a precinct investigative operations level.
6. To realign enforcement personnel so as to increase efficiency and cost effectiveness.

B.

STRATEGIES FOR ACHIEVING OBJECTIVES

1. Re-establishment of trust and cooperation between:

a. Federal, State and Local Law Enforcement Agencies.

A climate of mistrust and enmity between local, state, and federal law enforcement agencies has developed over the past several years. Unless a spirit of cooperation is restored, our ability to deal with the city's very serious crime problems will remain greatly diminished. Accordingly, my Chief of Police will promptly meet with heads of the following agencies and pledge the city's support and active participation in developing and implementing an Inter-Agency General Law Enforcement Plan:

- United States Attorney's Office
- Federal Bureau of Investigation, Detroit Office
- Bureau of Alcohol, Tobacco and Firearms
- Drug Enforcement Agency, Detroit Office
- Internal Revenue Service
- Michigan State Police
- Michigan Department of Corrections
- Wayne County Prosecutor's Office
- Wayne County Sheriff's Office
- Chief Judges of the United States District Court for the Eastern District of Michigan, Wayne County Circuit Court, Records Court and 36th District Court.

I am confident that each one of these entities will be eager to cooperate in our crime reduction efforts.

b. Top Executive of the Police Department

Prior to taking office, I will meet with my Chief of Police, the Deputy Chiefs, Commanders, and Inspectors to assure them of my full support for a all-out effort to reduce crime and to improve the quality of life in our city.

c. All Members of the Department, Regardless of Rank

The real experts on patrol, investigative techniques and crime reduction are the police officers, investigators, and sergeants who perform the day-to-day tasks so necessary to the safety and welfare of the residents of our city. Yet, the Department has consistently failed to utilize their expertise in its attempts to increase efficiency and productivity.

As Mayor, I will meet with all police executives and the Executive Boards of the Detroit Police Officers Association and Lieutenants and Sergeants Association. The purpose of this initial meeting will be to foster cooperation between management and labor.

This group will be brought together at least twice a year thereafter to discuss mutual concerns.

I will also meet with the D.P.O.A. and L.S.A. members at their general membership meetings. I intend, thereby, to further demonstrate my commitment to cooperation rather than confrontation. I will then pursue efforts to meet with and address the general membership of both unions at least once annually.

C. JUVENILE CRIME

In 1992, there was a significant and rapid resurgence in the number of weapon offenses committed by youth in our city. All evidence indicates that this violence will escalate unless firm action is undertaken immediately.

We must:

- a. Develop investigative techniques based upon the nature of the underlying situations and the individuals involved.
- b. Develop individual and crossover tactical plans tailored to specific activities.
- c. Promote consistency of direction and policy from the operation level.
- d. Expand the operations and personnel of the Special Crimes Section (Gang Squad).

D. SCHOOLS - MAKING OUR SCHOOLS SAFE TO CREATE AN ENVIRONMENT MORE CONDUCTIVE TO EDUCATION

The following information derived from past experience and historical factors is focused on methods for enhancement of school activity whose effectiveness has been documented.

First, any efforts to improve school security must involve the Detroit Police Department, the Detroit Board of Education, parents, students, and the community.

Second, weapons sweeps by joint effort of the Special Crimes Section and the Board of Education Security Department must not only be continued but should be significantly increased. I fully support the permanent use of metal detectors.

Third, the Detroit Police Department should continue to enforce existing municipal ordinances to provide a secure and safe environment for students and faculty. These include:

- Violation of the School Ordinance (V.S.O.): 38-7-4(B)
 - * "No person shall enter and remain in any school building between 8:00 a.m. and 4:30 p.m. on days when school is in session . . ."
- Minor Unlawful in Public Place of Entertainment (M.V.I.P.P.): 33-3-4
 - * "Unlawful for any child under 16 years of age or enrolled in a day school program. . . To remain in. . . public place of entertainment unless it is part of an organized school program, during the school hours of such child."

Fourth, the Detroit Police Department must monitor the bus lines used by students in order to identify any potential for problems before they arise. All primary transfer points, main route connectors and bus terminals used by public school students, must be put under surveillance to prevent any incidents between and among students and groups of non-students. The main trunk lines, for example, the Grand River route, which serves Cass Technical High School, Murray Wright High School, Northwestern, and Redford High Schools, should receive special attention.

Finally, Detroit Police Department officers will again be assigned to high schools and selected junior high and middle schools. The ranger unit concept will be re-instituted. The

assignment of officers to various schools is critically important to my goal of providing to students and faculty the security essential to a true learning environment.

E. NARCOTICS ENFORCEMENT

Virtually everyone agrees that our city is being overwhelmed by the illicit narcotics trade. Yet, city narcotics officers appear to have been discouraged from cooperating with the two federal agencies responsible for drug enforcement (the Drug Enforcement Agency and the Federal Bureau of Investigation).

I will direct the Chief of Police to meet with the special agents in charge (S.A.C.) of the Detroit D.E.A., A.T.F. and F.B.I. offices, the Director of the Michigan State Police, and the Wayne County Sheriff, and pledge their cooperation in major drug cases. Our Department has expertise in local narcotics enforcement and the state, county and federal agencies have similar expertise at their level and internationally. Each can strengthen the other through mutual cooperation. Moreover, the federal agencies have wiretap authority as well as access to the vast resources of the United States government. It is, therefore, essential that we work together if we are to substantially reduce the presence of drugs in our city.

To that end, I will encourage the development and implementation of an Inter-Agency Narcotics Enforcement Plan in cooperation with county, state, and federal agencies whose goal will be the reduction of narcotics trafficking, sales, and distribution. Many narcotics officers were transferred out of their section and into precincts when 300 police officers were laid off in 1991.

Prior to the layoffs, one narcotics crew had been assigned to each precinct. Now there are only six crews to service twelve precincts. I will give the highest priority to narcotics enforcement by directing:

- a. Each precinct to work closely with the precinct narcotics crew to conduct raids on the low level dope houses that are undermining the quality of life in our community. Precinct narcotic crews will be expected to coordinate frequent simultaneous raids on dope houses in a given area.
- b. That officers be assigned to the expanded Federal Strike Force to bring local expertise to the D.E.A. and F.B.I. to facilitate coordinated efforts to arrest and prosecute upper level dope dealers.

- c. That the expanded Conspiracy Unit work on putting mid and upper-level dealers out of business.
- d. That the expanded Street Enforcement Unit vigorously enforce the narcotics laws against the street dealers who terrorize many of our neighborhoods.

F. OTHER CRIME REDUCTION PROGRAMS

Precinct executives will be directed to develop and implement precinct-based programs to reduce neighborhood crime problems. Their objectives will be to target the five crimes identified as the most pervasive in their precinct.

Commanders of specialized divisions, such as the Major Crimes and Patrol Support Divisions, will be asked to develop crime reduction plans in support of precinct efforts.

Each precinct and division will be expected to forward a progress report to the Chief each month.

A separate quarterly report to the Chief from the president of each Precinct Community Relations Council disclosing levels of satisfaction with the various aspects of police service provided within the precinct will also be required.

G. REPEAT OFFENDER PROGRAM

Most serious crimes are committed by repeat offenders. Moreover, a small number of offenders account for more than half of all crimes committed and an even greater percentage of the violent crimes. We will, therefore, concentrate on apprehending and prosecuting this core group of offenders.

Expand the Scope of the Repeat Offenders' Program

At present, the Repeat Offenders' Program (R.O.P.) is assigned one sergeant, one investigator, and five police officers. They are responsible for processing federal flight warrants and assisting in apprehending and prosecuting persons responsible for the commission of multiple felonies. They work with the Prosecutor's Repeat Officers' Bureau (P.R.O.B.). The Program is significantly understaffed.

Accordingly, the R.O.P. Unit must be:

1. upgraded and additional officers assigned to effect immediate arrests of all persons wanted on a not-in-custody habitual offender warrant;
2. charged to maintain a close relationship with the Michigan Department of Corrections; and

3. required to maintain, with the assistance of the Crime Analysis Unit, a mug file of all felony offenders with two or more felony convictions and a central file of all persons wanted on existing felony warrants.

We need to develop a centralized plan for locating and arresting the subjects of outstanding criminal warrants. Like the targets of the Repeat Offender Program, these individuals are the ones most likely to commit new crimes while awaiting trial on pending charges.

The assignment of additional booster units or police officers to the Precinct Investigation Operations Sections specifically assigned to locate and arrest these individuals significantly improve results. A centralized coordinating unit providing information on wanted subjects will ensure that the information on wanted subjects is made available to all units.

Precincts will, therefore, be required to immediately review all outstanding felony warrants and forward all vital information to the Repeat Offenders Section. This centralized data will be updated monthly. These steps should substantially reduce the number of habitual offenders who are presently at large.

H. EXPANSION OF PRECINCT INVESTIGATIVE OPERATIONS SECTIONS (DETECTIVES)

A review of recent monthly Precinct I.O.S. (Investigation Operations Sections) reports, I believe, would reveal that each investigator is assigned an average of 120 cases per month. This is far too great a caseload to be effective. I, therefore, propose to substantially increase the number of investigators, from an average of 10 per precinct I.O.S. to 16. This would make it possible for an investigator to immediately go to the scene of a serious crime and initiate an investigation.

This, I acknowledge, would require at least 78 more investigators (13 precincts x 6). But this is essential if we are to significantly increase the number of serious crimes solved each year.

Each precinct I.O.S. will also have a liaison officer (perhaps the crime analysis officer), who, in addition to other assigned responsibilities, will deal with the following agencies:

1. The local parole and probation office of the Michigan Department of Corrections.

Parole and probation officers often have valuable information regarding local probationers and parolees that could, and often does, lead to solving crimes.

2. The investigative unit of every law enforcement agency that borders on each precinct, whether it is another police precinct or an outside police agency.

Sharing of information is important. Crimes are often committed just outside a precinct boundary without that precinct's police personnel being aware of them. Better coordination between bordering police precincts and law enforcement agencies will help to increase the number of successful investigations.

I. PRECINCT ORDINANCE ENFORCEMENT

Working with the community to improve the quality of life for its residents will further demonstrate our commitment to creating a safe environment.

One of the most visible measures by which a community judges police performance is response to nuisance, non-criminal problems such as abandoned vehicles, excessive noise, illegal parking, dumping, abandoned homes, and speeding on residential streets. Removing these irritants is vitally important to the residents affected.

I propose to appoint Precinct Ordinance Officers to respond to these and other neighborhood problems. They would tailor police response to the particular needs of each neighborhood and take appropriate action.

Precinct executives should also periodically meet with local community groups. Certain areas of the city may be experiencing unique types of problems that require a specialized response. Local residents and community groups are best able to identify these situations. This would significantly enhance the police/resident cooperation essential to substantially reducing crime.

J. SIX MONTH PROGRESS REPORTS

The Chief of Police in an Archer administration will be expected to submit a six month progress report to the Mayor on July 10, 1994 regarding the joint efforts undertaken by the police department, other agencies and the community to take back the streets. Additional progress reports will be required every six months thereafter.

LONG-RANGE GOALS

Our goal is to reduce crime in Detroit. This includes crimes committed with handguns and major crimes (murder, rape, robbery, burglary, aggravated assault, and arson). To accomplish

this, we must develop an organizational approach to Detroit's crime and safety problems by drawing on the expertise and abilities of all members of the Detroit Police Department, regardless of rank. In addition, we must involve residents in improving the quality of life in Detroit, thereby not only reducing crime, but just as importantly, the fear of crime. This will require a realignment of enforcement and support personnel. The cost of additional hires can be offset by savings from increased efficiency and cost effective deployment of police officers and civilian employees.

STRATEGIES FOR ACHIEVING LONG-RANGE GOALS

A. COMMUNITY POLICING

Urban police agencies, spend most of their time reacting to citizen calls for police service rather than developing and implementing initiatives to combat crime. The Detroit Police Department is no exception. The factors that have perpetuated the reactive posture of the police include:

1. The switch to motorized patrols, coupled with dramatic improvement in communications, has made it possible for the police to respond to more and more calls for help. This has removed the officer on the beat who was familiar with the neighborhood and whose very presence made crime more difficult.
2. The 911 system instituted in Detroit and elsewhere gives citizens a greater sense of security precisely because it makes it easier to summon the police. This reinforces the widespread assumption that telephone calls to the police have first claim on limited resources.

This reactive posture places a higher value on "getting there" and "getting back in service" than on effectively reducing crime. Police officers resign themselves to a life of responding repeatedly and inadequately to telephone calls, often from the same people or locations for non-emergency matters. Officers become cynical; the public is left unsatisfied.

The Detroit Police Department has attempted to respond in several ways:

1. The Mini-Station Program was instituted in 1974. There are now 60 mini-stations throughout the city staffed by police officers who are directed to be pro-active in their efforts to assist the community.

2. The Crime Prevention Program was begun in 1976. A centralized crime prevention section, a crime prevention officer and a community relations officer in each precinct are responsible for crime prevention activities such as neighborhood watch, security surveys and responding to neighborhood complaints.
3. Some crime reporting calls for service are transferred to the Telephone Crime Reporting Section. A police report is then taken over the telephone, eliminating the need to send a scout car.

These efforts are commendable but inadequate. The major problem, particularly with the mini-station and crime prevention programs, is that they do not involve any patrol function at the precinct level. They do not add to a visible police presence in the neighborhood so essential to reduce crime.

More must be done to involve residents in an effort to control crime effectively. Also, a community must police itself with the assistance of uniformed police officers. Detroit needs to develop a "community policing" plan based upon its own unique needs. Academicians and practitioners can be called upon to help.

I believe that a community policing plan will most productively involve local residents if:

1. Community policing becomes an integral part of each precinct's mission rather than some grandiose city-wide program run out of headquarters.
2. The mini-station program is similarly made an integral part of the precinct organization instead of a headquarters function, far removed from what the average precinct patrol officer perceives to be "real police work."
3. We convince patrol officers of the importance of community relations and involvement. To that end, training in crime prevention, community relations, and mediation techniques would be helpful.
4. We educate the public on the proper use of when to call 911. The 911 system was intended for emergency calls only. It is presently being misused. We must conduct public awareness programs addressing the proper use of the 911 system.

5. Patrol officers and supervisors are consistently assigned to specific areas on specific shifts and made responsible for providing all needed police services. A supervisor would be responsible for coordinating these efforts between the shifts which service a particular area.
6. Patrol officers are actively encouraged to become involved in the community by attending block club meetings, neighborhood watch meetings, school and church functions, and meetings of local businesses.
7. Patrol officers are encouraged to take prompt and effective action against highly visible forms of public disorder such as loitering drunks, public drug dealing, aggressive panhandling, prostitution, abandoned vehicles, extensive littering, and graffiti. These activities, some of which are not even criminal in any serious sense, undermine neighborhood morale and pride essential to community involvement in crime reduction efforts.
8. All patrol officers spend at least some of their time walking beats in their assigned areas, times and locations to be determined in consultation with the community.
9. Objective standards are developed by which to monitor the effectiveness of plan implementation.

B. HANDGUN ENFORCEMENT PROGRAM

In the 1970s, the City of Detroit offered its citizens an opportunity to turn in or register all handguns. Hundreds of weapons were turned in for destruction or registration. Unfortunately, there was no campaign in place to punish violators after the moratorium for illegal possession of an illegal or unregistered handgun. Had there been, the effort might have been far more successful.

I propose a similar effort in cooperation with the Prosecutor's Office in January, 1994. For 90 days, handguns could be turned in or registered, no questions asked. No bounty would be paid. It would be made known that once the 90 days expire, the crimes of CCW or possession of an unregistered handgun will be vigorously prosecuted and jail sentences imposed. The threat of firm sanctions is essential to the success of any gun surrender or registration program.

This gun campaign should be coordinated through meetings between the Mayor and the Chief of Police, the Chief Judges of the Recorder's Court and the 36th District Court, and the Recorder's Court Director of Probation.

The possibility of establishing a specialized "gun court" should also be considered.

C. LONGER OR STEADY SHIFTS

In 1982 and 1983, the Detroit Police Department conducted an evaluation of the "Fixed Shift Concept". The results were summarized in a June 1983 Special Projects Section report which recommended that the concept be abandoned.

The major impediment to the success of the 1982-1983 experiment was that police officers worked steady shifts while sergeants and lieutenants rotated shifts every month. This led to supervisory chaos. Supervisory and rank and file officers were equally frustrated by the situation.

Now some ten years later, discussions with supervisors and rank and file members of both police unions lead me to believe that they would be willing to revisit the potential advantages of longer or steady shifts for all.

Longer or steady shifts would allow an officer's biological clock to adjust to regular working hours. Changing shifts every 28 days can be physically and emotionally draining, thereby reducing an officer's efficiency.

The ongoing activities in given patrol areas change with the time of day or night. An officer who patrols at the same time everyday becomes familiar with what happens and those present during these hours. The officer gets to know the local residents and they get to trust the officer. A longer or steady shift policy would, therefore, assist efforts to implement the concept of community policing.

Steady shifts would also allow police officers to better plan ahead to advance their education and to actively participate in family activities, thereby significantly improve morale.

As Mayor, I will form a labor-management committee to work toward the implementation of longer or steady shifts.

D. CIVILIAN RESOURCES

Some of the responsibilities of the police department which have traditionally been discharged by police officers can be adequately performed by properly trained civilians. These involve both precinct assignments and other departmental operations. Most other major police departments have increased their reliance on civilian personnel to release uniform officers for street duty. Collective bargaining to modify existing contracts may be required.

The Detroit Police Department must maintain a minimum strength of approximately 3,820 officers to qualify for the five percent utility tax. Based on discussions I have had with senior members of the Detroit Police Department, I believe that there are approximately 275 to 380 police officers who are performing administrative duties such as answering telephones, operating computers and other tasks. These duties could be performed by civilian employees, thereby making these police officers available for other duties under this plan.

Can the City budget tolerate the added cost of these civilian employees? I would work diligently to find the necessary funds.

E. TOTAL QUALITY MANAGEMENT (TQM)

Many Detroit police executives, supervisors, and officers have received management training. A significant number possess bachelors, masters, or law degrees from various colleges and universities. We should initiate a different management style that will more effectively utilize their advanced education.

Total Quality Management is a concept that American professor W. Edward Deming taught Japanese corporations in the 1950s. The enormous success of corporate Japan is at least partly attributed to his ideas.

TQM is really a collection of simple ideas. Professor Deming taught organizations to treat the people they serve as precious customers, to make customer satisfaction the organization's primary goal, to base decisions on carefully analyzed statistical data about all facets of the operation, and to establish a cooperative attitude between labor and management, keeping them working closely together to find the best ways to get the job done.

Over the past dozen years, numerous American corporations have adopted TQM, including Ford Motor and Pepsi-Cola. Most have reported significant quality improvements.

Over the past five years, TQM has spread far beyond the confines of corporate management. Local and state governments as disparate as New York City; Fort Collins, Colorado; Dallas and Austin, Texas; Palm Beach County, Florida; and the states of Arkansas and North Dakota; are all into TQM.

The Madison, Wisconsin and Erie, Pennsylvania Police Departments are both practicing TQM. In Erie, a project team was put together to better deploy officers. Even though no additional officers were hired, arrest rates have gone up since the new plan became operational.

TQM is not a magic formula for instant government rejuvenation. It takes an enormous commitment of time and resources. Necessary funds may be made available through the Michigan Public Act 295 Police Training Fund.

Accordingly, in an effort to alter the department's present authoritarian style of management and to better focus on addressing the needs of the consumers of police services -- the people of Detroit -- I would direct the Chief of Police to form a labor-management project team to determine the merits of implementing TQM in the Detroit Police Department.

F.

RECRUITING AND TRAINING

1. RECRUITING

The city of Detroit has a majority African-American population. The hiring of Black police officers over the past 20 years has greatly enhanced cooperation between the police and Detroit's African-American community. We should continue to hire new police officers with a racial mix in approximately the same ratio as that of the city population. We should, however, avoid the tremendous pressure experienced by the Recruiting Division during two recent periods of massive hiring (1977-1979 and 1985-1988). Recruiting Division investigators often worked twelve hours a day, six and seven days a week to meet the goals established. In addition, it has been represented that some high ranking city officials used influence during these periods to get the department to hire some officers who were marginal and later encountered serious discipline problems, some even resulting in dismissal from the force.

The unequivocal policy on recruiting police officers must be:

- a. Only the most qualified recruits will be hired. Political interference in the hiring process by any member of city government or anyone else will not be tolerated. The Commanding Officer of the Recruiting Division shall be required to report any person who tries to intercede in the hiring process to the Chief of Police. The Chief shall report any incident to the Mayor.
- b. The ethnicity of new officers recruited to the force will reflect that of the city's population.

- c. Recruiters will be sent to colleges and universities throughout the state to persuade highly qualified students to apply for employment in the department.

2. TRAINING

The Michigan Law Enforcement Officers Training Council requires that recruits receive 410 hours of training in police-related subjects. The Detroit Metropolitan Police Academy, in addition, instructs recruits in subjects peculiar to the Detroit experience. This training appears to be adequate.

However, there is no adequate program for training officers in charge of new recruits at the precinct level. One is badly needed. The confirmation period for a new police officer is one year from the date of hire. The police academy takes about four of the twelve months. Consequently, the Department has only some eight months to decide whether a probationary officer has the skills and temperament necessary to be confirmed as a police officer. That judgment requires skilled recruitment officers.

We need to recruit some nine training officers, three from each shift selected by the precinct Commander, to receive training at the police academy to qualify them thereby enabling them to train new police officers in proper police methods. Doing so would prevent the rookies from learning bad habits.

Careful selection of the recruitment officers and a little incentive pay would give the training program the structure necessary to its success.

G. EXECUTIVE CAREER DEVELOPMENT

Professional police development can be characterized as a systematic program of continuous progressive formal education, law enforcement related training, and career enhancements that increase the skills, capabilities, knowledge, and competence of selected personnel.

Law enforcement related training and education can be a powerful personnel management and development tool for cultivating effective supervisors, administrators, leaders, and executives within the Detroit Police Department. It can also serve as an effective method to ensure the proactive participation, interactive team building, and career growth of the most talented and experienced personnel within the organization.

The objectives of a professional development program can best be attained through an integrated approach that combines specific education, training, practical activities, and actual experience. The focus should be on developing the most useful and effective techniques for improving employee skills, motivation, and productivity.

It is not enough to merely look at traditional approaches to law enforcement training and education. We must take note of current and future social environments, as well as legal and economic factors unique to law enforcement. To implement an effective and relevant development program, the following training elements and educational concepts must be present:

- Managerial Leadership
- Organizational Productivity
- Effective Supervision
- Advanced Supervision
- Professional Staff Development
- Team Building and Development
- Work Force Management
- Effective Communication Skills
- Organization and Human Resource Management
- Improved Planning and Decision Making
- Delegation and Follow-up Techniques
- Improved Productivity and Motivation Methodology
- Executive Development
- Mentorship Development
- Career Guidance and Path Mapping
- Legal Issues and Major Court Decisions Impacting Law Enforcement
- Professional Ethics and Values

- Risk Management

The professional development program must be tailored to the Detroit Police Department. The following training and/or educational requirements constitute acceptable minimums:

Proposed Prerequisites for Promotion/Appointment to the Rank of Inspector

1. A baccalaureate degree. A masters degree or evidence of educational progress toward obtaining a masters degree in public administration, general administration, criminal justice, social science, or other related fields is preferred.
2. Graduation from the Federal Bureau of Investigation National Academy and/or the Northwestern University School of Staff and Command is highly desired. Completion of one or the other is mandatory upon promotion. Promotees will be scheduled for the next available session.
3. Demonstrating a strong commitment to community within and outside the department.
4. Demonstrated leadership ability in multi-disciplines (i.e., Patrol Function, Investigative Procedures, Tactical Techniques, and Strategic Planning).
5. Demonstrated commitment to continual professional training/education.
6. Willingness to accept additional responsibilities with commitment to perform well at all levels.
7. Good communications skills - both verbal and written.
8. Military bearing and physical fitness adequate to perform all police duties.
9. Good management skills.

Proposed Prerequisites for Promotion/Appointment to the Rank of Commander

1. A masters degree or equivalent in law or social science, public administration, general administration or criminal justice.

2. Graduation from the Federal Bureau of Investigation National Academy and/or the Northwestern University School of Staff and Command is highly desired. Completion of either is mandatory upon promotion. Promotees will be scheduled for next available session.
3. Continued training and professional education since promotion to Inspector.
4. Willingness to accept additional duties and responsibilities (i.e. Community Relations Meetings, Oral Boards, Trial Boards, Board of Review, Field Duty Officer, and other duties directed by the Chief of Police).
5. Strong communication skills, both written and verbal.
6. Military bearing and physical fitness adequate to perform all police duties.
7. Demonstrated leadership ability.
8. Strong management skills a necessity.

H. OTHER METHODS OF ACHIEVING INCREASED EFFICIENCY AND COST EFFECTIVENESS TO HELP OFFSET HIRING COSTS

A Joint Committee of the Police and Law Departments

Civil suits against police officers have increased dramatically over the past ten years. The city has been hit with judgments amounting to tens of millions of dollars. Yet, there is no mechanism in place within the Police Department (nor apparently in the Law Department) to review the situations leading to these lawsuits in order to identify practices frequently resulting in liability so that they can be corrected or to value the claims for early settlement negotiations to reduce the amounts paid.

It is, therefore, essential that the Chief of Police and the Chair of the Detroit Police Commission meet with the Director of the Law Department to establish a committee to review lawsuits against Detroit police officers. A report recommending desired modifications in police practices to reduce unnecessary exposure to lawsuits shall be presented to the Mayor within 60 days and periodically thereafter, as appropriate.

Improvement of our Management Information System

The current police department methods of processing information are archaic when compared to other governmental and

non-governmental agencies, including law enforcement agencies. For instance:

1. Timekeeping records at the precinct and division level are still maintained by the paper and pencil method.
2. Copies of preliminary complaint reports (PCRs) concerning specific felony crimes are still sent by department mail to the Crime Analysis Section because no on-line computer capability is available for this purpose.
3. Because there is no on-line computer capability, secretaries in investigative units still type official crime reports from edited PCRs. These are then hand delivered to the Records and Statistics Section each month.

These and other management functions should be on-line with the main frame computer. Other functions, such as traffic tickets and warrant requests could be on-line with the 36th district Court and the Prosecutor's Office. A management-labor task force needs to be appointed by the Chief of Police to examine the entire management information system and make recommendations on how to prepare the department for the 21st Century. The commanding officer of the Informations Systems Section should be a member of the task force.

Promotional Payoffs or Time Adjustments

Historically, the Detroit Police Department has paid off a retiring member's accumulated hours at the pay level attained at the time of retirement. Retiring members are thereby cashing in compensatory time at a much higher rate than that originally earned. For example, a lieutenant may retire with a compensatory time bank of 500 hours earned at a police officer level - 33 percent less than the pay of a lieutenant - yet the entire payout is calculated on the basis of a lieutenant's pay. All that would be required to eliminate this windfall would be to compute the compensatory time carried forward at the rate earned or to pay off accrued time at the old rate at the time of promotion.

Detroit Police Benefit and Protective Association Field Day

The Detroit Police Benefit and Protective Association (DPBPA) was established decades ago to provide financial support to widows and orphans of police officers killed in the line of duty. It served an important and necessary function before the current city and union insurance plans existed. The DPBPA now

has its own insurance plan in which members may participate. The DPBPA no longer provides the principal financial support for police widows and orphans.

Nevertheless, the Detroit Police Department apparently assigns two officers full time to DPBPA activity. In addition, some twelve to fifteen other officers are assigned to work for the association. In some precincts, this assignment is full time; in others, it may be restricted. The assigned officers sell tickets and advertisements for the DPBPA magazine and annual Field Day. It is reported that in addition to being paid their salary while they sell advertisements and tickets for the DPBPA, these officers earn a commission paid by the DPBPA.

A 1980 study concluded that by reassigning these officers to police work and eliminating the Field Day as it is currently structured, one million dollars a year could be saved. It's time to do so.

On Call Court System

Significant officer time is spent waiting in court for cases in which they are to testify as witnesses. Many departments have made arrangements with the court to have officers placed on call. This results in officers spending more time on the street and reduces the amount paid for waiting time.

The Detroit Police Department already assigns court officers to the various courts. These court officers could assume responsibility for administering an on call system. The Los Angeles Police Department has administered this program since 1980 resulting in substantial savings.

Contracted Vehicle Service

By performing routine oil changes and lubrication for police vehicles in house, the City of Detroit wastes personnel and other significant resources. One service stop is scheduled for each hour during the normal work day. This causes a patrol unit to be closed down for at least an hour. This idles two police officers assigned to the unit.

Based on a police officer's salary - \$17 per hour without fringes - the salary and fringes of the mechanic, the cost of the oil and equipment, the wear and tear resulting from the inability to timely service each vehicle in that fleet, each oil change and lubrication costs the city as much as \$100.

A glance at the daily paper discloses two oil change locations advertise 15 minute full oil changes and lubrication for \$13.99 and \$16.99. Even these prices could be reduced

dramatically if opened to competitive bids for the entire fleet. Thus, purchasing these services rather than doing them in-house would result in substantial savings of time and money.

I. MEDIA RELATIONS

Relations between the police department and the media appear to have broken down over the past several years. While it is true that in a free society there will always be some differences between police departments and the media, which regards itself as the "public's" watchdog, we could do a much better job of managing our public relations. The outstanding work performed daily by the men and women of the Detroit Police Department often receives no public notice.

I would direct the Chief of Police to form a committee consisting of police officers of various ranks, representatives of the law department and the prosecutor's office, and members of the media, to work toward formulating an appropriate media relations policy.

J. DRUG COURT

Illegal drugs are destroying our neighborhoods.

The Detroit Police Department, in conjunction with Wayne State University, has since 1987 been participating in a nationwide drug use survey of recently arrested persons funded by the National Institute of Health.

The latest available statistics show that in the first quarter of 1992, 56 percent of male prisoners and 73 percent of the females arrested tested "positive" for drug use. The most common drugs were cocaine, heroin, and marijuana.

There is no breakdown yet available as to the crimes for which they were arrested, but it seems safe to assume that many committed property crimes to obtain money with which to feed their drug habits. It is known, for example, that many of the women were arrested for prostitution-related offenses.

Both Miami, Florida and Portland, Oregon have established drug courts to address their drug problems. Both report excellent results.

For instance, drug-abuse defendants (usually those charged with possession of an illegal substance) who come before Judge Stanley Goldstein's Miami drug court are given a choice: Trial (with the risk of conviction and a jail term) or a one-year treatment plan (supervised by the court). Those who take the second alternative must report to Judge Goldstein on a regular

basis. If tests show they are using drugs again, they can be sent to jail.

Some benefits -- such as the financial savings that come from avoiding trial and incarceration -- are obvious. So far, the Miami court reports, in addition, a dramatically reduced recidivism rate. Only three percent of the 1,700 graduates of the program have been re-arrested for drug use. Prior to the establishment of the drug court, the re-arrest rate was about 33 percent. Portland, whose drug court is patterned on the Miami model, reports similar results.

But, some cities that have experimented with a drug court have encountered serious problems. The key to success or failure appears to be the degree of cooperation among traditional adversaries: the police, prosecutors, defense lawyers, and judges.

Many experts believe that illegal drug consumption in this country is driven by demand for, rather than by marketing of, the product. We have, nevertheless, spent billions of dollars unsuccessfully attempting to cut the supply of drugs, while spending little to attempt to cut the demand for these illegal substances. The drug court is one common sense way of attacking the "demand" side of the equation.

K. COMMUNITY INITIATIVES

Expansion of the Detroit Neighborhood Reconciliation Center

Most Detroiters have become increasingly frustrated with the rising crime rate and the general deterioration of the quality of life in many parts of the city. This is in addition to the many small problems of daily urban living which, if left unattended, often result in serious unrest.

The residents and police officers in the Fourth Precinct in southwest Detroit established the Detroit Neighborhood Reconciliation Center in 1985 to address situations which, if ignored, could readily evolve into police problems. With the assistance of New Detroit, Inc., they obtained a grant from the Hudson-Webber Foundation; recruited a board of directors consisting of residents who lived or worked in southwest Detroit; and hired a director. The DNRC became operational in January 1987.

The Center's purpose is to provide an alternative to the criminal and civil court systems. Mediators are trained volunteers, sensitive to the emotions experienced by disputants cognizant of the social and environmental conditions out of which

the disputes arise. Follow-up procedures include debriefing of mediators by the center staff, formal reporting systems, and monitoring compliance with agreements entered into by the disputing parties.

The following are typical of incidents successfully mediated by the Center:

1. Incidents of malicious destruction of property, particularly involving juveniles, where there exists the possibility of prompt and full restitution and/or reconciliation.
2. Nuisance matters that have the prospect of escalating into formal criminal or civil charges unless there is early intervention (e.g., barking dogs, loud stereos, trespassing, etc.).
3. Neighborhood disputes such as those over property usage and large group conflicts.
4. Disputes relating to parental responsibility and counseling.
5. Domestic disputes (less serious, selected cases).
6. Disputes between senior citizens and juveniles.
7. Neighborhood-based racial/ethnic disputes (less serious, selected cases).

Because of the Center's success in southwest Detroit, a decision was made in 1988 to accept referrals from the Eighth Precinct area in northwest Detroit. In 1990, the Third and Sixth Precincts also began making referrals to DNRC. Since its inception in 1987, the Center has received 1,409 referrals from a variety of sources, including but not limited to, churches, neighborhood city halls, walk-ins, community groups, and local schools. Approximately 320 cases have been successfully mediated.

The DNRC has proven its value over the past five years. At least one or two more centers are probably necessary to make this service available to all the citizens of our 144 square mile city. We ought to move forward to do so immediately.

Youth Non-Violence Training Program

The Youth Non-Violence Training Program will target 13 to 17-year-olds who, according to the findings of Detroit area studies, manifest the greatest anti-social behavior. As the

"Detroit Youth" study observed, "Detroit young people, ages 13 to 17, experience an enormous upsurge in various negative behaviors and behavior-related health problems -- some of a very serious nature."

These changes in behavior begin slowly at 13, accelerate at ages 14 and 15, and begin to level off at age 16 (except for teen pregnancy and venereal disease, which continue to climb). Accordingly, it is this age group which should be targeted for prevention and early intervention by support services, skills development, and most of all, behavior modification.

Peer pressure and role models impact heavily on this age group; therefore, youths and young adults, ages 16 to 25, will be recruited and trained to teach non-violent conflict resolution to younger teens. Slightly older youth facilitators will still have a peer advantage, but a greater level of maturity.

Since the program seeks to reduce the opportunities for, and the incidence of, violent behavior, it will focus on the First, Second, Fourth, Eighth, and Ninth Detroit police precincts. More than 50 percent of the 1,009 youths arrested in 1991 for committing violent crimes were from these five precincts. The program will also seek to serve middle schools and high schools that have a high incidence of violence and/or gang activity.

The overall purpose of the Youth Non-Violence Training Program is to reduce the incidence of youth violence in homes, schools, and neighborhoods. In order to accomplish this, the program will provide intensive non-violent resolution training to 100 young adults (ages 16-25 years) and 50 adult volunteer professionals to equip them with the skills necessary to become facilitators of youth non-violence orientation sessions.

The program is being developed by New Detroit, Inc., in collaboration with the Youth Peace Initiatives Committee, United Community Services, and many public and private agencies in the tri-county area that provide non-violent conflict resolution services for youth. By building upon existing networks, the program will benefit from the collective experience of hundreds of adults and young people who are dedicated to communicating the value of non-violence to Detroit's young people.

The program's chances of success will be greatly enhanced by the active support and participation of the Detroit Police Department. Therefore, police officers of various ranks and the director of the program should coordinate mutual efforts to work towards its success.

EPILOGUE: THE DETROIT POLICE DEPARTMENT ON JANUARY 1, 1997

If we are able to make progress in implementing short and long-term objectives, changes begun on January 1, 1994 should accomplish the following results on January 1, 1997:

1. Civilians hired to replace desk officers, who are now working the streets.
2. Extra patrol officers assigned to each precinct to assist in instituting community policing and to give officers an opportunity to accomplish other objectives beyond simply answering all calls. Many calls are still being received, but some patrol officers are available at almost all times of the day and night to interact with the community. Gradually, each patrol officer is becoming involved as a community officer.

Precinct Commanders, in conjunction with precinct supervisors and police officers (and excellent community cooperation) are working hard to improve the quality of life in each neighborhood. The community policing plan has, in many instances, made our officers aware of potential problems before they get out of hand.

Many of these problems have been referred to the Detroit Neighborhood Reconciliation Center for mediation. Some others have been referred to other city, county, and state agencies for resolution. The biggest bonus has been the willingness of citizens to come forward with information about neighborhood criminals. This is attributed to the close relationship the local police officers have established by becoming known and trusted in the neighborhoods.

3. Each precinct now has more investigators in their Investigations Operation Sections. The additional personnel, plus more efficient case management, has led to an increase in case closures over the past three years.
4. The department also has developed an excellent working relationship with the Federal Bureau of Investigation, the Drug Enforcement Agency, the Michigan Department of Corrections, the Michigan State Police, the Wayne County Prosecutor, and other local law enforcement agencies.

The close working relationship with the F.B.I., A.T.F. and D.E.A. has led to an increase in convictions of major narcotics dealers over the past three years.

Precinct narcotics units and narcotic street enforcement units regularly receive information on possible drug houses and street dealers from precinct patrol officers and residents. Once these locations are raided, patrol and narcotics officers work closely with the community to keep them closed.

Many of those arrested in narcotic raids are referred to the drug court, which has been in operation for the past year. Few of the addicts currently in the one year treatment program have been re-arrested. There is good reason to believe that this marks the beginning of a dramatic long-term decrease in the recidivism rate. Cooperation between the courts, the police, the prosecutor's office, and the treatment centers is given much of the credit for the improving situation.

5. Cooperative efforts between law enforcement agencies result in more arrests of criminals who operate across city lines.
6. The number of prosecutions of habitual offenders has increased substantially as a result of the expansion of the Repeat Offenders Program (ROP). The Prosecutor's Repeat Offenders Bureau (PROB) and the Michigan Department of Corrections have provided significant assistance.
7. The quality of new police recruits keeps improving. The eradication of political interference in the hiring process as well as increased recruiting efforts at colleges are believed to be responsible.
8. Improvements in the management information system, increased reliance on civilian personnel to provide services not requiring a uniform officer, contracted vehicle servicing and initiation of an on-call court system have increased the department's efficiency and effectiveness.
9. The total result of these efforts is that Part I Crimes (murder, rape, robbery, burglary, aggravated assault, and arson) have decreased substantially over the past three years.

10. With the continued cooperation of the citizens of Detroit and federal, state, and local criminal justice agencies, we appear to be headed in the right direction.