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April 21, 2003

Sergeant Greg Frost
Tallahassee Police Department
234 East Seventh Avenue
Tallahassee, Florida 32303

Dear Sgt. Frost:

I have the honor to submit to you A Safer Place to Call Home: Crime Clearance Rates in Tallahassee, An Analysis of Options. The report is the product of extensive research and analysis over the spring months of 2003. Crime clearance rates are important because crime as we know it is inevitable. The growth of the city increases the need for effective and efficient law enforcement. A good measure of the service of the department is through the numbers of crime that are cleared annually.

Having examined several options, I suggest that TPD focus on creating innovative partnerships with public and private constituents in order to solve crimes faster and more precisely. This policy alternative was recommended based on the use of three evaluative criteria: administrative ease, political acceptability and long-term viability. Innovative partnerships rate highly on the long-term viability criterion and political acceptability. Partnerships do well on both criteria because of the positive impact that they have on the community and local businesses. Administrative ease was rated moderately, since this option could possibly require more administrative involvement and more training that the current techniques.

Innovative partnerships would become the cornerstone of contemporary governance in Tallahassee. The two other policy options require greater political acceptance and are not capable of sustaining following the initial onset of the alternative.

This recommendation has the potential to improve the overall techniques of clearing crimes by TPD. The city depends on its law enforcement officials to protect them and their property and to provide a safe and reputable community to live and work in. Innovative partnerships would greatly enhance TPD’s service to the public.
Respectfully,

Melissa G. Berrios
Policy Analyst
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EXECUTIVE SUMMARY

Crime clearance rates are vital to the safety of the citizens of Tallahassee in addition to the quality of life for both private and public businesses. Tallahassee Police Department’s current techniques in clearing crimes have proven to be effective in reducing the total index crime rate; however, with the growing population of the city improved methods can offer greater efficiency. A selected number of patrol officers of TPD are specifically trained in community-based and problem solving policing methods, while the remainder of the department continues to be focused on their day-to-day responsibilities. TPD relies on its officers, detectives and administrators to provide the most professional, ethical and interpersonal relations with the community.

Crime in the city varies per year, as many factors attribute to its existence (i.e., the number of college students enrolled in the local universities, the amount of community awareness and participation in crime deterrence, and the effectiveness of crime solving). Public and private constituents alike have taken a greater interest and stake in the overall quality and need for reform. Pilot program and innovative techniques in enhanced clearance methods may cause the department to consider alternatives to the current clearance methods.

Information for this report was collected using three methods: First, crime reports and academic literature were analyzed to provide background information and insight into overall statistics and collecting methods of crime data to improve clearance alternatives. Second, pertinent rules, regulations, policies and
standards were reviewed to determine statutory requirements and methods used by TPD and similar departments on clearance options. Third, key administrators and stakeholders of the Florida Department of Law Enforcement, TPD and Winter Garden Police Department were contacted to provide insight into alternative methods of crime clearance.

This report presents three policy options for improving crime clearance rates: maintaining current techniques (Status Quo), Innovative Partnerships and Public Safety Consolidation. Each option is evaluated against three criteria: administrative ease, political acceptability and long-term viability.

Based on assessment of the alternative using the three evaluative criteria, innovative partnerships are recommended. Innovative partnerships would be the most viable and effective policy to improving the overall quality and participation of the public and private communities. These public-private partnerships are generally viewed as effective means to attain maximum representation and benefits for all citizens of the community. The other two policy options need greater political acceptance and are not as capable of sustaining over longer periods of time. While administrative ease for innovative partnerships rates equally to that of the status quo, pilot programs offer substantial evidence that clearance rates would improve if implemented.
I. PROBLEM STATEMENT

With the rapid growth of population, the Tallahassee Police Department has a tremendous task of protecting the community from the increasing amount of crime. With hundreds of crimes going unsolved each year, data show that clearance rates for the city, collected by the department, increased between 1998 and 1999 from 25.99% to 33.87% and in 2001 clearance rates slipped slightly to 32.80% (data for 2000 not available) (www.fdle.state.fl.us, 2002). Over the past five years, Leon County has seen a steady decrease in the amount of Total Index Crime- in 1997, a total of 19,527 crimes were committed, with a change of -5.22% from the previous year. In 1998, the total crime rate for the county was 18,265 and the change was -6.5%. The greatest decrease in crime took place between 1998 and 1999; crime totals were 16,967 and a -7.1% change in 1999. Between 2000 and 2001, there has been a -2.0% change and the index totals were reported as 16,684 and 16,374, respectively (www.fdle.state.fl.us, 2002). Despite the trend in data, which indicates that crime in the city is decreasing on a yearly basis, the fact remains that less than two-thirds of all crimes are being cleared. With communities needing the assurance of a safer home, law enforcement agencies are continuously searching for better ways in which to make arrests.

Crime clearance rates can be defined as, “the rate at which police officers clear or solve crimes, in which at least one person is arrested, charged with the commission of the offense and turned over to the court for prosecution (www.fdle.state.fl.us, 2002). The closing of crimes reported to local law enforcement agencies has begun to receive greater attention and concern within the community. As one of the most highly
populated “college towns” in the State, TPD and the local citizens, as well as the universities, have joined in a collaborative effort to ensure the maximum partnerships in reducing crime (www.talgov.com, 2002). In response to the growing concern of college students and the possible increase of crime in the city, TPD has made a precedent commitment to Florida State University (FSU) and Florida Agricultural and Mechanical University (FAMU) to involve both campuses in the review of the conduct of offenders and to offer appropriate sanctions (www.talgov.com, 2002). Neighborhood associations also play a significant role in addressing the long-term crime problems within the city.

While TPD’s current methods in solving crimes remains reliable in many ways, there are nevertheless alternatives that may help in increasing the percentage of crimes cleared per year, while increasing the morale of the law enforcement officers and the community. It is important to assert that the scope of the problem can only be limited to the number of crimes that are actually reported each year and that those that remain unknown cannot be considered while measuring crime clearance rates.

The purpose of this paper is to provide and propose various ways in which public administrative changes could possibly help Tallahassee Police with record keeping, teamwork, and methods in which crimes can be solved. The option proposed will help the agency determine the most effective and efficient ways in which they can reduce the number of unsolved crimes.
II. BACKGROUND & LITERATURE REVIEW

Background

Four key developments should be examined to understand the background of crime clearance rates: (1) the nature of crime, (2) Florida’s history of reporting crimes and arrests, (3) Tallahassee Police Department’s technical support units and (4) the effect of community policing on the public’s interest in crime clearance rates.

First, most people have a sense of what crime is, yet there are many definitions as to what actually constitutes crime and how law enforcement officers and communities should deal with it. Paul Tappan (1947) offers an illustrative definition of crime; “an intentional act or omission in violation of criminal law, committee without defense or justification, and sanctioned by the state as a felony or misdemeanor” (p. 97). Typically, crime can be divided into two broad categories: crimes against person and crimes against property (www.fdle.state.fl.us, 2002). In the eyes of society, however, crime is crime, no matter what the category. No longer are communities “sitting back” and waiting for law enforcement agencies to make arrests. A growing number of crimes are being solved with the help of the average citizens who are disturbed and seeking to get involved, by working together with their police officers (Swanson et al., 1996). Although crime is a national problem, its control is primarily the responsibility of local government. Generally, when a crime is committed, there are three immediate outcomes that are possible: the crime may go undetected, if a violation is detected, it may not be reported and the crime may come to the attention of the police through their observation or a complaint by a victim or witness (www.fbi.gov, 2002).
Second, in 1971, The Florida Department of Law Enforcement (FDLE) began the systematic collection of monthly crime summaries from county and municipal law enforcement agencies (www.fdle.state.fl.us, 2002). Later, in 1976, the State initiated an offense-by-offense reporting program, which differed greatly from the monthly collection of data to report to the federal government (www.fdle.state.fl.us, 2002). From 1996 to the present, there has been change to their reporting methods and data collection. Currently, offenses are reported semi-annually on a summary based system, rather than incident-based with arrest data providing the age, sex, races and residency of all persons arrested by each individual law enforcement agency (www.fdle.state.fl.us, 2002).

Third, the Tallahassee Police Department developed a Criminal Intelligence Unit in addition to a Crime Analysis unit, each responsible in offering technical support in the solving and gathering information relating to crimes and criminal activity. The Criminal Intelligence Unit is responsible for gathering, analyzing disseminating, and maintaining criminal intelligence for the agency and neighboring agencies (www.talgov.com, 2002). One important aspect of the unit is that it can only begin collection intelligence information once a criminal predicate has been established (www.talgov.com, 2002).

In many instances, the solving of crime begins with the Crime Analysis unit, which consists of four specially trained crime analysts with one supervisor assigned to each district. “These analysts utilize state of the art computers and crime mapping modules to analyze crime data that assists patrol officers in their response to crime trends” (www.talgov.com, 2002). It is this thorough analysis of crime that helps the law enforcement agency’s investigators and officers in making arrests. New technology and
improved training can help assist law enforcement officers in their mission of making arrests.

Tallahassee Police Department (TPD) maintains their internal programs, specialized units and officer training programs/classes based on their yearly financial planning and standards set by the Commission on Accreditation for Law Enforcement Agencies, Inc. In 1996, the Bureau of Justice Assistance initiated the Local Law Enforcement Block (LLEBG) Program, which provides units of local government with funds to underwrite projects designed to reduce crime and improve public safety (BJA, 1998). In addition, this program allows federal funds to be awarded directly to local units of government. TPD’s Financial Management Office’s primary responsibility is to provide fiscal resource management support service for departmental programs and operations (www.talgov.com, 2002). Included in this is the development and administrative annual operating and capital budgets; procurement of goods and services; grant and contract monitoring financial reporting; and supply, equipment and fixed asset management. TPD’s fiscal year 2003 operating budget totals $35.2 million dollars and is allocated between ten separate divisions (2002).

Fourth, as key stakeholders in the criminal justice system, the community and law enforcement officers must work together in order to establish a governance structure. This structure should oversee the processes of the police department and as a whole entity, make decisions including policy planning, programming and implementation (IACP, 2000). The concept of an organizational strategy as proposed by Kelling and Moore (1988) is the adoption of a problem-solving approach to matters of public safety and more importantly, a new partnership with the citizens in the
community. In the early 1990s, it was not only police who engaged in community-oriented initiatives, but increasingly community courts and diversion drug courts and community sanctioning and probation programs also began the quest for a more complete community innovative crime solving partnership (Coles, 2000). “Community Justice” became known in the 1990s in the domains of many criminal justice agencies. Their operations focused at the neighborhood level, problem-solving process in which citizens play an integral role, organizational trends towards decentralization of authority and accountability and a commitment to citizen-identified priorities (Clear and Karp, 1998).

To further TPD’s technical support program, they have increased their efforts to integrate the community and neighborhoods in crime solving since 1998. Tallahassee’s crime prevention officers established a unit of Community Oriented Police (COPPS), which were organized with the help of local residents, in order to ‘take back the streets for safer neighborhoods’ (www.talgov.com, 2002). Moreover, it is important to understand Tallahassee Police Department’s relationship with the local university police departments to ensure the best protection of the students. The agency made a commitment to Florida State University and the Florida Agricultural and Mechanical University to notify school officials upon arrest of students for all criminal offenses (www.talgov.com, 2002).

In summary, the nature of crime is not easy to understand, however, it is the basis for all those working throughout the criminal justice system. Florida’s methods in collecting and reporting crime data has changed over time, as technology and the need for more accurate and solid data have emerged. As an agency, Tallahassee Police
Department has begun a vital interaction with the community in order to gain the trust and assistance they will need in order to lessen the amount of crime that the city faces.
Literature Review

The pertinent literature on this topic addresses four themes: (1) community policing and the Community Oriented Policing and Problem Solving (COPPS), (2) Florida’s Uniform Crime Reports and the Florida Department of Law Enforcement, (3) criminal justice information sharing, and (4) innovative partnerships in crime solving.

First, the literature describes the importance and efficiency of the COPPS program. In problem-oriented policing, the concept is not to react to crime after it occurs, but rather to prevent crime before it ever happens (www.eisenhowerfoundation.org, 2000). Community policing, as defined by the COPS Office of The US Department of Justice (2002), is a philosophy that focuses on crime and social disorder through the delivery of police services and on proactive responses, rather than the responsiveness to crimes once they have been committed. Community-based policing requires getting officers out of patrol cars and onto more foot patrols, where they are able to interact better with neighborhood residents and possibly build trusting relationships, report suspicious events and pursue problem-oriented policing (www.eisenhowerfoundation.org). This method of policing serves as an integral part of combating crime and improving the quality of the nation’s cities, towns and rural areas (www.umcpi.org). The Upper Midwest Community Policing Institute (2002) states that the three core elements of community policing are: community-policing elements (i.e., decentralized decision-making and accountability and utilization of volunteer resources), tactical elements (i.e. enforcements of laws and problem-solving) and external elements (i.e., public and government involvement in community partnerships).
Glensor and Peak (1996) argue that while many individuals, both inside and outside of policing believe that putting officers on foot patrol or frequenting neighborhoods can achieve the goals of the COPPS model. The true potential of community-oriented policing and problem solving lies in four keys of success: leadership and management, organizational culture, field operations, and external relationships. While many law enforcement agencies across the nation have begun implementing community policing through specialized units, there is a growing consensus that all personnel within the agency should be trained in and practice COPPS in order to ensure long-range impact (Glensor & Peak, 1996). Beverly Watts-Davis of San Antonio’s police department says that community justice has completely revamped the way people look at the justice system. Citizens nowadays view it as part of their community rather than as some “ivory tower” which stands alone (www.cops.usdoj.gov, 1999). Davis (1999) adds that many have begun to see their neighborhoods and their children become different as a result of their work.

Joseph Brann of the COPPS program writes that, “People feel policing is done to a community rather than with a community” (www.cops.usdoj.gov, 1999). Brann (1999) also believes that establishing active partnerships in which all parties have equal and independent status with shared obligations must change the mindset of individuals. In addition, he stresses that within the developing partnerships, the critical goal becomes to align community expectations and the realities of policing, while insisting that police meet expectations that are realistic (1999).

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1 In a personal interview, Sergeant Greg Frost of the Tallahassee Police Department provided a contrasting opinion of the correlation between community policing and crime clearance rates. Sergeant Frost comments on the idea that perhaps there is not a clear-cut parallelism between these two ideas that have been brought to the attention of law enforcement officials within the department; such an idea would have already been enacted upon (personal communication, February 24, 2003).
Secondly, the literature describes the Florida Uniform Crime Report’s data, in order to ensure proper reporting to the Federal Bureau of Investigation. The Florida Department of Law Enforcement (FDLE) introduces the term “exceptional clearance rates,” a term used to describe when an arrest cannot be reported (for the reason that there is some cause beyond law enforcement control preventing the arrest from occurring). This term is used frequently when law enforcement agencies report their arrest data to the crime report. As the administration that oversees the 377 law enforcement agencies in the state, FDLE has guidelines to prevent crimes from being counted more than once by overlapping jurisdictions (www.fdle.state.fl.us). All reports received through the state’s uniform crime report must undergo extensive editing and checks for internal logic and consistency.

Thirdly, the need for statewide as well as nation-wide information sharing pertaining to criminal justice is a critical component in the reduction of crime at the local, state and federal level. Iowa’s Criminal Justice and Public Safety Work Group (1999) offer the idea that the impacts of intergovernmental technology and telecommunications increase efficiency, coordination, and the effectiveness of law enforcement, fire safety and Emergency Medical Services in order to increase public safety. The International Association of Chiefs of Police (IACP) (2000) points out that integration leadership efforts vary dramatically across states and that the efforts in crime solving must always come from state integrated agencies, state police and integrated committees designed to address crime and/or prominent regional and local entities. The IACP also addresses the need to select and formalize a group of key stakeholders and local law enforcement agencies in the community who can lend substantial support to jurisdiction-wide
information sharing and improvement efforts. The developers of the “Integrated Planning Model” and the IACP believe that a truly effective integrated Criminal Justice Information System (CJIS) must start with an automated incident report populated with data from an original point of entry (www.theiacp.org). Crime Analysis Devices (field reports) are then incorporated into CJIS and can be accessed for arrest and booking or may be linked to a digital mug shot and automated fingerprint.

Fourthly, innovative partnerships beyond the realm of community policing are becoming an enhanced way in which crime clearance rates are increasing. Partnerships in crime solving stem from the frustration that law enforcement officers and communities encounter while working alone in the course of solving crimes and from disorder that occurs from using traditional response methods (www.cops.usdoj.gov, 2001). Chief Darrel Stephen of the Charlotte-Mecklenburg Police Department states that, “Problem-solving without partnerships risks overlooking the most pressing community concerns. Thus, the partnership between police and the communities they service is essential for implementing successful and effective partnerships” (2001, p.1). The Department of Justice writes that in the criminal justice community, partnerships are a vital component, and that new ideas pertaining to them are what lead to widespread success—not only in crime solving but also in crime prevention, drug investigation and drug abuse prevention (www.usdoj.org, 2001). The Community Policing Consortium offers the idea that although this method of policing has served as the norm in many cities, other ideas and components of effective partnerships have perhaps played an equal role in other cities as well (www.communitypolicing.org, 2002). There are three complementary core components that are essential in building
partnerships in crime solving: community cooperation and interest, problem solving ideas and recommendations and change management techniques (www.communitypolicing.org, 2002).

In summary, the literature reviewed indicates that there are a variety of subjects that need to be examined to assess the effectiveness of the methods in which crimes are cleared in Tallahassee. The present study enhances this literature by using criteria to evaluate three possible alternatives to assist local law enforcement in increasing the amount of crimes that are cleared annually. Recommendations will be made to aid the Tallahassee Police Department determine the most effective and community-accepted approach to decrease the number of unsolved crimes.
III. METHODOLOGY & EVALUATION CRITERIA

Methodology

Information for this report was collected using the following methods:

- Analysis of crime reports and statistical data maintained by local and state law enforcement agencies and academic literature from the late 1990’s to present day (JSTOR, ProQuest, The Florida Department of Law Enforcement online);

- Review of pertinent rules, regulations, policies, and standards as well as professional literature (i.e., briefings from police chief associations);

- Structured interviews, approximately fifteen to twenty minutes each and email contacts (n=five) with law enforcement officers from Tallahassee Police Department (TPD), The Florida Department of Law Enforcement (FDLE) and Winter Garden Police Department; and

- Questionnaires and performance checklists provided to law enforcement officers within the agency. This checklist will assist the officer in voicing their opinion of whether current agency methods are appropriately utilized.

Crime reports, statistical data and academic literature provided insight into the historical background and significance of crime clearance rates. The literature also gave insight into the political acceptability accountability within government agencies and community need for involvement in clearance rate alternatives. Relevant state and local regulations were studied and observed in order to determine the statutory requirements and budget constraints for improved clearance techniques. Official documents, such as budget analyses, training manuals and police crime reports provided specific case history, procedures and reasoning on the need for additional alternatives.
Professional explanation of the preceding information was acquired from a number of structured interviews, lasting anywhere from fifteen to twenty minutes in length, and law enforcement officials involved in solving crime on a daily basis. Email correspondence also took place with law enforcement officers from two central Florida law enforcement agencies: Seminole County and Winter Garden, in order to provide contrasting and comparable statistical data and methods. Interviews were structured and conducted to explore the development and use of comprehensive strategic planning, as well as to gain more detailed information from expert professionals on their opinions of the importance of modifying the ways in which crimes are cleared. These interviews consisted of questions general in nature in order to explore the effectiveness new policy options and alternatives methods in which the community and partnerships with outside organizations would assist the law enforcement agency. Some of the information obtained focused on the following:

- What are some factors that may prevent any new policy options to be incorporated in the daily standards of the department?
- What are some of the specific ways in which community policing within TPD has proven to be effective?
- What direction has the agency and the community followed since the implementation of community policing and would there be more change if more partnerships with outside organizations were to be formed?
Evaluation Criteria

Three criteria were used to evaluate the proposed policy options: administrative ease, political acceptability, and long-term viability. Outlined in a decision matrix with a ranking scale, the options will be measured and scored according to the extent in which it meets the designated criteria (high, moderate, low).

- **Administrative ease** rates the simplicity by which the alternative is introduced into the current structure and daily operations of the agency and the law enforcement officers. The criterion measures the overall ability and cooperation of detectives and patrol officers, as well as other agencies working together. Workload fluctuations and additional training could also be considered. The data source comprises of brief interviews with ranked officials of the department.

- **Political acceptability** rates the extent of support offered by state, city, county and local government. The criterion measures acceptance from key-decision makers within the TPD and state law enforcement. The data sources include academic literature on previous pilot programs, as well as brief interviews with stakeholders.

- **Long-term viability** rates the sustainability of the option beyond the scope of the immediate intervention. Additionally, it rates whether the future social or economic environment will continue to reap the benefits of the policy once the initial on-set has ended. The data sources for this encompass interviews with officers that will be directly affected by the policy, as well as professional literature and critiques of similar programs.

These criteria were selected as representative of the considerations made in the evaluation of crime clearance alternatives. Other criteria such as distributional effects, the administrative costs concerning the sharing of crime related information and policing techniques between different counties of north, central and south Florida, and community effects could not be evaluated due to complexities arising from the lack of
cooperation from law enforcement administrators. These alternative criteria, while important, are secondary and may not be readily available to evaluate without written consent and administrative support during the allotted time frame of two months.

As with many studies, there are associated limitations. One is the time constraint associated with the ability to compare and contrast more than two counties, without excluding and overlooking valuable information on the subject. A greater time frame would allow the information to be compared to crime clearance rates at a federal level. Despite these constraints, the most important criteria were used and it is believed that similar recommendations would be given by any study using the methodology outlined in this section.
IV. MANAGEMENT POLICY OPTIONS

Section IV explains three of the most promising alternatives to increase crime clearance rates in the City of Tallahassee: TPD Clearance Techniques (status quo), innovative partnerships (tasks forces) in the community and public safety consolidation. Each is evaluated using the three criteria detailed previously: administrative ease, political acceptability and long-term viability. The options are designed to guide policy makers toward the most viable strategic policy to improve clearance rates in Tallahassee. Other policy options may be feasible in the improvement of crime clearance rates (e.g., train all law enforcement officers and detectives in community-based policing); however, this paper addresses those that are supported by available personal interviews, academic literature, and regulations governing law enforcement officers.

Option One: TPD Clearance Techniques

Tallahassee Police Department is the largest law enforcement agency in the city. The department works in cooperation with various smaller departments (e.g., Leon County Sheriff’s Office, Capitol Police Department, Florida State University Police, and FAMU Police) to ensure public safety. This alternative would maintain the current techniques: dispatching detectives to any given crime scene based upon the actual crime and the circumstances surrounding the incident, and allowing the detective to arrive on the scene in no designated time frame used by the department. Additionally, this alternative would not require increased training of patrol officers and detectives.
Instead, each would maintain their current roles and responsibilities within the department, as outlined in TPD’s standards for law enforcement officers.

**Administrative Ease:** Administrators are responsible for determining the number of patrol officers that are placed on beat, the number of detectives that respond to any given crime scene, follow-up communications between the State Attorney’s Office, FDLE, and crime victims. It is thus important that all administrators, whether established or new to the department, understand differences found in the city in comparison with surrounding suburbs and agencies. Partnerships with other law enforcement in Tallahassee are also a main concern of the captain, sergeants and lieutenants of TPD (www.talgov.gov). All ranks within the department find it necessary to maintain the highest quality of relations between Leon County Sheriffs Office, Capitol Police, and both FAMU and FSU Campus Police (www.talgov.gov). The culmination of these agencies assist in not only deterring crime, but also in preventing and solving it.

Sergeant Greg Frost of TPD points out (email correspondence, March 31, 2003) that cooperation and information flow between detectives and patrol officers is very good and that the methods of obtaining information through modern technology placed in each patrol car is adequate. In addition, Frost states that presently, the department provides all sworn officers with a take-home car. In order to ensure 24/7 availability, each unit within the Criminal Investigations Division has an “on-call” investigator designated to cover evenings and nights. Currently, investigators work Monday through Friday, 8a.m.-5p.m. and any overtime and “on-call” pay is determined based upon the union contract. Frost also affirms that overtime pay is presently managed by each division commander with both the patrol and investigative functions fully funded. In the
The current method of solving crimes in Tallahassee has established a strong rapport with the community and local and state government stakeholders; any change in the system would require re-addressing regulations, procedures, training and staffing. Lt. Ken Bergstrom of TPD (personal communication March 5, 2003) states that increased training within the department would call for greater funding and a reallocation of the current budget. This change would have to be addressed prior to the beginning of the fiscal year with all the administrators and decision-makers of the department. In addition, patrol officers’ time and shifts would need to be altered in order to accommodate such training; something that may not rate very high with the various levels of officers, since many attend university classes and participate in programs outside of the department. Bergstrom feels that his officers are very comfortable and knowledgeable in the department’s current techniques in crime solving and community involvement, but despite their questions regarding increased training, many would not object to devoting more time to the change (personal communication, March 5, 2003).

In short, TPD clearance rate techniques rates moderate on the administrative ease criterion. The neutral attitudes, as seen through interviews with ranked officers in the department, exhibited towards current techniques is evidence that a change may negatively affect the daily routines of the officers and detectives, therefore causing some resistance and hesitance on the part of the administrators and even the front-line service men and women. In addition, less effort and scheduling modifications would
need to be performed in order to maintain the status quo and not consider alternative methods.

**Political Acceptability:** TPD currently is involved in many neighborhood associations. Since 1998, this has been a widely accepted method of crime prevention and solving. For example, in 1998, the officers of TPD helped to organize a partnership with the residents of a Frenchtown apartment complex (a lower income housing complex), who were overwhelmed with the crime problems. With the help and understanding of officers and the locals, residents and the COPPS officers routinely exchanged tips relating to both crimes against persons and crimes against property.

A critical element of a policy’s success comes from being responsive to the needs and wants of citizens. Citizens, as the recipients of government services, can best identify which areas of local, state and federal governments are functioning well and which areas need improvement (Paskaleva-Shapira, 2000). It is important to look past their current methods and begin a more integrated system with other departments that could possibly be willing to understand their tactics and methods in order to correlate them to the situations that their departments face on a daily basis.

TPD’s relations with FDLE are also important in the maintenance of current clearance methods. Mickey Finn, Statistical Analyst for FDLE (email correspondence between January 13-15, 2003) states that as law enforcement agencies in the state’s capitol, it is critical that the two departments work cohesively with one another as well as Florida Highway Patrol. Finn adds that all three agencies have a large stake in the reduction of crime in the city and, FDLE is confident that TPD has the resources and the
desire to maintain their reputation and relations with the other agencies (email correspondence between January 13-15, 2003).

In short, TPD’s clearance techniques rates high on the political acceptability criterion. All actors and stakeholders in current crime clearance methods can also be considered instrumental in identifying how best to improve quality and efficiency (Segal and Summers, 1999). In addition, citizens can prove to be the most demanding of all political actors; they want to know how their money is being spent, why it is being spent that way, and how much they are indeed getting for their money (Segal and Summers, 1999). TPD’s current methods are widely accepted by FDLE and Florida Highway Patrol and each agency believes that the agency and its officers will continue to serve its community effectively.

**Long-term Viability:** This criterion rates if the techniques are capable of functioning or developing adequately and having a reasonable chance of remaining in existence. When institutions are too focused on inputs (crime), they tend not to have a reason to strive for better performance. However when they focus on outcomes, they seek improved performance and are constantly striving for better means and techniques to handle problems in the community (Segal and Summers, 1999). When management becomes interested in strategic planning with respect to performance and measurement, it sets a tone that success and performance are imperative. In other words what gets measured gets done. In essence, TPD’s chiefs, sergeants and lieutenants must conduct frequent meetings in which they not only discuss the progress of the department, but also brainstorm ideas for future policies and programs that will evolve with the growth of the community. More importantly though, measurement
conducted by officers and administrators of TPD, allows policymakers to distinguish policy successes from policy failures.

In short, TPD’s clearance techniques rates *moderately* on the long-term viability criterion. This can be attributed to the fact that in time, there will be a greater need and desire from the citizens to be more extensively involved in the everyday roles and responsibilities of local law enforcement. Community surveys conducted by TPD have shown that the citizens of the local neighborhoods have been very pleased with service that the officers of the COPS unit have provided ([www.talgov.com](http://www.talgov.com)). There is no doubt that there will always be crime and the need for crime prevention and solving. In such changing times citizens must face, the need for more up-to-date, “community friendly,” and acceptable programs and policies need to be enacted upon to be sure that society is always well protected.

In summary, TPD’s current method for crime clearance has proven effective in that, the overall total crime index has decreased from 1997 to the present; with the most recent data showing between 2000 and 2001, a –2.0% change (index totals reported 16,684 and 16,374, respectively) ([www.fdle.state.fl.us](http://www.fdle.state.fl.us)). Based on the criteria, the current methods rate high on administrative ease and moderate on both political acceptability and long-term viability. While many law enforcement agencies believe that the current methods which they use in their department are the ones that are most effective, there are other alternatives that accomplish the goal.
Option Two: Innovative Partnerships

A select number of law enforcement agencies throughout the state have begun to develop partnerships or “task forces” with citizens’ groups in order to assist in crime prevention and crime solving. This alternative would create such task forces and citizen patrols in Tallahassee in order to assist in the daily workloads of officers and detectives in crime solving. Innovative partnerships can be considered landmark tools of policy and action that account for: (i) the activity and its resolutions, (ii) the implications for the broader community development (e.g., increased desire from private industries and businesses to move into the city), and (iii) the decisions of administrators in regards to agency cooperation. Partnerships must be carefully designed and operated to produce efficiency and benefits for all.

Administrative Ease: In addition to rating the ability of administrators to introduce partnerships into daily operations of TPD, this criterion also rates the department’s regulations pertaining to agency cooperation, workload fluctuations of officers and the need and for specialized training. TPD relies on specialized units, specifically trained to carry out distinct responsibilities, rather than an integration of training between different units.

Police and administrators depend upon the assistance of the community to work effectively. Administrators must maintain regular cooperation with local community groups and stakeholders by ensuring that their agency reduces crime and fear levels through ongoing efforts to react to re-emerging problems (Glensor and Peak, 1998). Lt. Jon Johnson of Winter Garden Police Department (personal communication, April 1, 2003) states that one method that can improve the relations with the citizens involves
contacting each victim personally to inquire about any additional leads. Johnson adds that this has been done because of a three percent decline in crimes reported, adding that some people, “just forget to call [them] back after they have called and filed a theft report.”

Additionally, administrators must focus on their relationships with city employees, not necessarily those within law enforcement and/or politics. For example, Winter Garden Police Department has equipped all city vehicles with police radio frequency. This is to ensure that if another city worker observes or witnesses a crime, they have the ability to notify law enforcement officers. Another approach that law enforcement administrators can focus on is interaction with private corporations that service the public (such as Progress Energy, formerly Florida Power, and Sprint). Police Chiefs and other ranked officers can make it a priority to attend monthly meetings with the providers and integrate a section specifically towards crime prevention and solving.

In short, innovative partnerships rate *moderately* on administrative ease. By focusing on the creation of partnerships to assist law enforcement officials, the structure will provide new information and a better understanding of what it is that administrators expect and are attempting to accomplish with the assistance of public and private constituents. The ease by which such a program will be proposed also depends on the costs associated. Administrators face the task of allocating funds to maintain and add additional programs, as needed based on a yearly budget. If these programs prove to be inefficient, administrators must then reallocate the remaining funds to a program that suits the needs of the department and will substantiate any possible losses. As with most extensive public service programs, administrators and officers must be willing to
dedicate extra time and effort, in addition to fluctuations in workloads in order to form productive and effective relationships with interested groups within the community.

**Political Acceptability:** Opportunities for intergovernmental cooperation in law enforcement, emergency management, and the judicial system can emerge through the development of innovative partnerships with the community. Good public policy that is widely used and accepted is not only practical and based upon extensive study and research, but may address the needs of the local population. Sound reasoning and the safety and security of the public being served must remain realistic and fiscally attainable for the particular jurisdiction it is seeking to improve. As with the well-noted COPPS program, the goal of any agency should be to cohesively share information and resources allocated to them through legislation. Legislators are many times unaware of the constraints and thoughts of many local law enforcement agencies and depend on representatives to voice their views or foster cooperative relationships with other city agencies, businesses, service providers, and the community (Glensor and Peak, 1996).

One of the broad context of the advancement of partnerships has been the transformation of central-local government and changing state-private sector relations, in which partnerships may be the result of, but in other cases the cause of, such changing relations (Paskaleva-Shapira, 2000). In Tallahassee, the city level adaptation of innovative partnerships could be generally taken as, “the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city (UN Commission on Global Governance 2000). This would include: FDLE, FHP, Leon County Sheriff’s Office, and Capitol Police.
In short, innovative partnerships rates *moderately* on political acceptability. There is a small chance that state legislators would disagree with local law enforcement agencies who present their theories on innovative partnerships in a viable and well-grounded proposal, such as the need to train and fund citizen patrol units. The proposal must address the design that will be placed into effect, as well as the potential drawbacks of the program, such as lack of interest by the community and the shortage of funds. Nevertheless, an increasing number of political figures are recognizing their essential role as a citizen and many times, not as a policymaker. Furthermore, although limited government funds represent a key challenge, the need for promoting an integrated long-term development of TPD and partnerships with public and private entities create opportunities to optimize the application of available public and private resources that are currently available. This would be in order to benefit all citizens and the community.

**Long-term Viability:** An essential component needed to maintain partnerships and ensure active participation is the dedication of all parties to ridding the streets of crime. The attainment of the desired goals will be largely dependent upon the knowledge and level of understanding that each stakeholder has in the mission and overall goals of TPD, as well as the partnerships it builds with outside entities.

Police agencies that cooperate with local groups to develop the strategic framework (needed for the implementation and the sustainability of a comprehensive community-oriented policing program) will be better off in the long-run (Coleman, 1996). The groups that the law enforcement agency must build relations with should be those that are long-standing within the community and that have gained the trust and respect
of the citizens. The building blocks include business organizations, community centers (e.g., YMCA, Boys Club), faith-based organizations, and community social work and service groups (e.g., Habitat for Humanity, Salvation Army).

In contrast, Wilson and Kelling (1982) vividly describe the possible long-term effect of deserting neighborhood problems. A case study done in a low-income area, the Virginia lake study set in Reno, Nevada, illustrates how well fast crime problems can go back to their original levels after initial successful community policing and partnership interventions. In the study, interval assessments of arrest totals and community sentiment of law enforcement were conducted based on surveys and door-to-door interviews by a special unit of the Reno Police Department. The department concluded that a full-time unit, specifically designed to interact with the lower income areas of the city would be needed, to constantly encourage citizens to participate with law enforcement officials.

In short, innovative partnerships rates **high** on the long-term viability criterion. Partnerships offer not only the resources that may not normally be available, but also allows for a greater understanding of the individual roles and responsibilities of each of the stakeholders. Partnerships are believed to embody many advantages which are coincident with the acknowledged main criteria for sustainability. Partnerships would possibly need to overcome the dissent of opinions from multiple stakeholders who would question the long term perspectives and benefits based on common goals. By creating partnerships with businesses and community service groups and providers, law enforcement is opening the doors to someday creating a more trusting and respectful relationship between citizens and the agency.
In summary, the local businesses and community groups have strived to work collaboratively with criminal justice and public safety, not only as facilitators of resources, but also as key stakeholders and liaisons between what takes place in their neighborhoods. Innovative partnerships rate moderate on administrative ease and political acceptability, while rating high on long-term viability criteria. Partnerships have the same mission: securing public safety and community harmony. Partnerships often involve close cooperation with both the community and with the public agencies (i.e., Department of Health, Department of Public-Works, Prosecutor’s Office, fire department, educational institutions). Justice requires teamwork; “As separate entities, our capabilities are limited, but together we can offer numerous solutions” (Hankins and Weinstein, 1996).

Option Three: Public Safety Consolidation

In the State of Florida there are many governmental bodies that play a direct role in criminal justice issues. As the largest law enforcement body in the state’s capitol, TPD is expected to work cohesively with many of these governmental bodies in deterring crime and lending ways in which to reduce the amount of total index crime per year. These public safety units, while having their own rules, regulations and guidelines, could come together under one umbrella, as the largest crime prevention and solving agency throughout the state. The consolidation would include agencies such as Florida Highway Patrol (FHP), FDLE, State Fire Marshall, Department of Corrections, Florida Department of Juvenile Justice, and The Sentencing Commission. Communication and conflict solution abilities are as important as the knowledge of law, social sciences and
police sciences (Feltes, 2002). As the complexity of workload is not only increasing, but also changing over time, police work and training must be constantly on the move, integrating various actors and adapting to new circumstances. Such a consolidation would allow for senior police staff members at different levels to maintain and check their missions and objectives against that of state agencies that are facing the same socio-economic changes. The exchange of information and experiences between a range of state agencies would support the transition processes in different police forces.

**Administrative Ease:** Consolidation of public safety under the umbrella of the resulting Florida Department of Public Safety, would take a great deal of time and effort on administrators of all levels. Public Safety as a whole involves the cooperation and culmination of many different actors and players within state government. In fact, coordinating the staffing of such a department would be extensive and possibly confusing. This confusion would stem from the scheduling of the employees from the different state agencies (e.g., 24 on/48 off or 72 on/96 off), the need for protocols to provide answers to issues raised by unions and elected officials and the need to developed an operations guide for a shared facility to direct the day-to-day operation and answer “who, what, where, why, and how” (Jensen, 2000).

Administratively this change would cause a need for improved and in-depth training because the differing agencies sometimes require more extensive and explicit training than others due to their dissimilar nature. Sergeant Greg Frost of TPD (personal communication, March 31, 2003), offers the idea that such a union could possibly jeopardize the core principle of each individual agency, rather than enhancing it
by the cooperative interactions of multiple state agencies serving the needs of the public.

In addition, Fire Chief John Williamson of Winter Garden Fire Department (personal communication, April 2, 2003) states that the new department would be administered by not one, but all agency supervisors. These supervisors could have manifold responsibilities; not only will they have to keep their own departments functioning, but they will also have to integrate their department into the new overseeing organization. They would need to maintain their responsibility to the governing bodies of all agencies, all the while keeping budget, personnel, and other functions separate as required by state law and bargaining unit contracts.

Despite these negative aspects of the Department, such a merger between the various state governmental agencies would create a single point of contact for the Legislature and the Governor, in addition to improving the sharing of resources between agencies. Administrators for the department would need to keep current with legislative issues directly affecting the department and would need to assess their role in allocating the shared resources (Jensen, 2000). With the creation of any new entity and job positions, the improvement of professionalism and the spirit of cooperation among the employees could emerge, in turn, opening the communication lines between upper-level administrators and front line workers.

In short, public safety consolidation rates moderate on the administrative ease criterion. Too many bureaucratic complexities (e.g., salary bases for administrators, legislative shifts in party affiliation, and personal stake in agenda matters) and inequities could arise from such a merger of the various local and state agencies. However,
through intergovernmental cooperation between the various administrators of the individual agencies, there could be an adequate amount of information and issues that would allow agencies to come together under one administrative umbrella.

**Political Acceptability:** Despite the possible enthusiasm in public safety consolidation, very little literature is available on the political acceptability such an idea would have. Crime issues and the concern for public safety has gained widespread attention throughout Florida over the past several years. More and more government agencies and political figures are showing their support for increased spending and protection of neighborhoods, schools and businesses. Consolidation could provide a centralized, comprehensive unit that would share the common interest and concern regarding criminal justice issues throughout the State. One of the most important issues in the initiative is the inter-operability between other agencies at all levels of government. Public safety consolidation could address what needs to be accomplished is what is best for the public. Merging of the resources would thereby remain as the property of the original organization for which it originated; however, the new “functionally consolidated” Department of Public Safety would gain significant political status over the disbursement and allocation of the single organizations’ resources.

In contrast, the Kansas Legislative Research Department believes that the consolidation of state entities would not improve the individual services of each agency, nor reduce costs. When considering whether each agency should stand alone in its mission, stakeholders as well as the public believe that the individual responsibilities should be left up to the agency that is equipped with training and understanding (Cohn, 1996).
In short, public safety consolidation rates relatively low on the political acceptability criterion. Many stakeholders believe that there would be no benefits of consolidation, since the agencies do not have overlapping or duplication of services or functions. Fire Chief John Williamson, WGFD (personal communication, April 2, 2003), comments that that the various agencies may no longer be viewed as a neutral agency and their objectivity may be jeopardized.

Long-term Viability: Consolidation is an alternative that has been considered for many states and local governments (Jensen, 2000); therefore, literature on the topic is evolving. Strategically, such a consolidation would mean that systems work cohesively in criminal justice exist immediately adjacent to one another; each with a complete and often duplicate sets of resources. Improved public safety would heighten the morale of the citizens and the trust they instill in their local and state governments and law enforcement.

As with any large-scale merger and incorporation of many individuals under one mission and set of goals, the need to keep all employees informed on what is being done and why can test the longevity of the alternative. Memos, personal appearances on closed circuit TV by the supervisors of the department, and articles in the newsletters should be able to be distributed throughout the department. The practicality of consolidation would need to be bargained and understood through a single union contract. The contract could possibly bring negative sentiments and many differences among the ranking officials within the organization, therefore creating the need for additional rules, regulations, policies and procedures.
Alec Jensen (2000) offers the idea that a cooperative arrangement should begin with some form of short-term (two or three year) contract, allowing each party the opportunity to enjoy the benefits of the consolidation, while at the same time considering any loss of autonomy and local control. “It is after this initial “trial” phase, that the parties are in a position to effectively evaluate whether it is in their respective best interest to stay along the intended course, or seek separate accommodations” (Jansen, 2000).

In short, public consolidation rates relatively low on the long-term viability criterion. Although there is not a large amount of literature pertaining to the lasting effects of a consolidation, it can be said that such a large-scale incorporation of numerous agencies could eventually be questioned in regards to its legitimacy and purpose. These questions could possibly come from the resistance from individual agency employees and administrators to unite into one department. Many times, the initial goal and mission of a project is lost or forgotten due to a disproportionate amount of players.

In summary, consolidation rates moderately on administrative ease and low on both political acceptability and long-term viability. In order for the numerous agencies to merge, there would need to be a solid understanding and willingness on the part of all stakeholders. With the current issues, such as position shifts and eliminations and budget cuts in state agencies, the community would have little to no trust in the effectiveness of such a consolidation.
V. CONCLUSIONS

The report presented three policy alternatives that address more effective and efficient ways in which the Tallahassee Police Department can clear crimes annually. Each policy was evaluated based on administrative ease, political acceptability and long-term viability. Table 2 summarizes the results.
Table 2-- Summary of Alternatives and Evaluative Criteria

<table>
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<th>OPTIONS</th>
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<td></td>
<td>Administrative Ease</td>
<td>Political</td>
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<td></td>
<td>Ease</td>
<td>Acceptability</td>
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<td>Current Clearance Methods</td>
<td>MODERATE: The reason for this rating is due to the neutral attitudes that officers/administrators of TPD exhibit towards current techniques. The lack of interest exhibited towards making any changes within the department that involved training and/or staffing.</td>
<td>HIGH: This criterion was rated accordingly, since current methods were widely accepted by state law enforcement and political actors.</td>
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<td></td>
<td>MODERATE: This criterion was rated accordingly due to the lack of assurance that the department had that the methods that they were using now would offer the same affects in future years. A solid commitment to the current methods was not exhibited by the overall department.</td>
<td>HIGH: This criterion was rated accordingly, due to the fact that a greater number of legislators and key stakeholders (citizens) are realizing the importance and supporting the creation of community-based and operated partnerships.</td>
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<tr>
<td>Innovative Partnerships</td>
<td>MODERATE: This criterion was rated accordingly, due to the fact that administrators would still be faced with the task of increased training, staffing and assessment of job responsibilities. Administrators, detectives and patrol officers would need to undergo a form of cross-training.</td>
<td>HIGH: This criterion was rated accordingly, due to the fact that the more players and constituents that are taking part in a ‘good cause’- the greater chance there is to maintain the program. A good policy is one that can sustain the changing times.</td>
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<tr>
<td>Public Safety Consolidation</td>
<td>LOW: This criterion was rated accordingly, due to the difficulty this option would have on all the administrators of the various public safety agencies. Each would be in disagreement as to what their role should and should not entail; therefore making a common goal almost impossible.</td>
<td>LOW: This criterion was rated accordingly, due to the fact that individual state agencies currently lack the appropriate resources and a merger of this magnitude would only increase this problem.</td>
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Ranking Scale:  High- Highly Favorable; meets all the needs of the option.  Moderate- Favorable; meets partial needs of the option.  Low- Not Favorable; does not meet the needs of the option.

All three of the alternatives would provide increased numbers of crime clearance rates in Tallahassee. The policy options discuss law enforcement agencies’ task of crime prevention and solving. Each of the options however has its own advantages and disadvantages in assisting in clearing crimes. TPD should concentrate on implementing
and strengthening the alternative which rates the highest on the evaluative criteria, used in this report.

TPD’s current clearance techniques rate the highest of the political acceptability criterion. The community, the officials/administrators, and the patrol officers all agree that if there were more efficient ways in which TPD could be clearing crimes, the techniques would already be in practice. The current clearance methods rates moderately in both administrative ease and long-term viability. Maintaining the status quo would mean that there would need to be less effort put forth in training purposes and in the relationships that the officers establish with the community and state legislators.

Innovative partnerships between the agency, the community, local businesses, and service programs rate high on the political acceptability and long-term viability criteria. Political actors and key stakeholders are realizing the importance and the need for supporting the creation of community-based and operated partnerships; which in turns allows for a greater chance of the longevity of the program. Greater awareness and motivation in preserving partnerships will allow the program and the interactions to endure, long after the initial onset. Administrative ease rates moderate for innovative partnerships, as the role of administrators may not change drastically from their current day-to-day responsibilities. Supervisors will have greater assistance in bringing together multiple actors and stakeholders, a task that is sometimes not easy and may require some form of compromise on the end of the administrators who are in charge of the various command units and patrol officers who would be establishing first hand communications with the cohorts.
Public safety consolidation rates low on all three of the criterion: administrative ease, political acceptability and long-term viability. Administrative agreement as to what the roles of each of the various agencies’ managers are would perhaps not coincide, and establishing a common goal amongst them would be almost impossible. A merger of this magnitude would also hinder the amount of resources that would be available, since each of the agencies currently lacks sufficient resources. Long-term viability rated low due to the possibility of minimal employee morale and cooperation from the individual agencies; therefore, prohibiting the department to adequately serve the needs of the public.

Assessment of the alternatives using the three evaluative criteria indicated that innovative partnerships would be the most viable policy option to provide increased numbers of crimes cleared in Tallahassee. Therefore, innovative partnerships are recommended. The option chosen reviews the importance of crime clearance rates not only in the city but in the criminal justice realm as well. Although the other two policy options rated fairly well based on the criteria used, each alternative lacked perhaps the most fundamental elements of law enforcement: the cooperation and assistance from the citizens of the community.

Police departments across the country profess the value of community-oriented policing and implementing this new and upcoming philosophy requires establishing closer relationships with citizens and businesses alike. Developing and operating innovative partnerships between the concerned parties is considered a cornerstone of contemporary governance. Public-private partnerships are generally viewed as effective means to attain a maximum representation and benefits for all citizens of the
community. In addition, partnerships, in their nature, combine the objectives of both integrated development and sustainability.
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