

MEMORANDUM

TO: Mayor and City Council

FROM: Rey Arellano, Assistant City Manager

DATE: August 3, 2016

SUBJECT: Austin Community Policing Report

The purpose of this memo is to transmit subject report, provide a summary of the report and provide context of the report relative to the City Manager's FY2017 proposed budget. An electronic copy of the report is provided with this memo. A printed copy of the report will be delivered to Council offices separately.

In conjunction with the Council's budget deliberation, Mr. Richard Brady of the Matrix Consulting Group will provide a presentation to Council during its Wednesday August 17, 2016 budget workshop for Public Safety departments. Mr. Brady will also be available on Monday and Tuesday prior to the budget workshop to meet with Council Members who desire more information regarding the report. Please contact me for more information.

Background

On September 10, 2015, the City Council adopted the FY2016 Budget that included funding for the City Manager to engage a consultant who would assist in designing an effective community policing model in the Austin Police Department (APD). On March 3, 2016, the City Council approved resolution 20160303-013 that authorized the negotiation and execution of a contract with Matrix Consulting Group to develop a long-term strategic community policing plan. This plan will be based on national best practices, quantifiable data from similar sized law enforcement agencies, and a community stakeholder engagement process.

Summary and Context of the Report Relative to FY2017 Budget Proposal

Attachment (1) is a summary of the Matrix Consulting Group's findings and recommendations. The recommendations encompass strategies, leadership and management; personnel management; policies and supervision; and staff requirements. Within the leadership and

management section, Matrix identifies the need for, and suggested examples of, targets and metrics to be developed.

APD is developing plans to implement the Matrix recommendations. The recommendations vary from those that are administrative in nature, to those requiring Council approval for additional resources. Of particular importance is the development of specific targets and metrics to measure the effectiveness of community engagement and proactive policing efforts. Matrix strongly recommends a collaborative process with the community in order to ensure transparency and support for the metrics.

Full implementation of Matrix' recommendations would require significant investment. In addition, Council expressed concern regarding how APD would demonstrate community policing outcomes as a result of adding more officers during FY2016 budget process. Accordingly, the City Manager has taken a phased approach to APD staffing increases relative to community policing in the proposed FY2017 budget. Included in the City Manager's proposed budget are 12 new sworn positions and 21 new civilian positions to transition existing sworn employees back to patrol activities. This proposal takes into consideration time for APD to develop performance targets and metrics in collaboration with the community, and mitigates the budget impact of implementing the Matrix recommendations.

cc: Marc A. Ott, City Manager
Chief Art Acevedo, Austin Police Department

Attachments:

- (1) Summary of Austin Community Policing Report
- (2) Austin Community Policing Report

Summary of Austin Community Policing Report

Key Findings (p. 4)1

- 1. "Community Policing" is not the coherent philosophy and strategy in the Department that it needs to be.
- 2. Steps need to be taken to ensure that internal support for community policing in the Department is consistent with these strategies.
- 3. The Police Department's performance delivering proactive services and responding to calls needs to be measurable and transparent.
- 4. Patrol resources have limited opportunities to be more proactive proactivity levels are at an overall level of approximately 22%, which is less than the typical 35% 45% considered an effective level of patrol service. Note APD has been reporting a lower percentage (17% 19%) due to methodological differences.
- 5. District Representatives (DRs) provide a valuable link in addressing problems in each Region.

Summary of Recommendations

The report makes a total of 61 specific recommendations categorized as follows (pp. 5-9):

- Community Policing and Management (13 recommendations)
- Support for Community Policing in the Department (27 recommendations)
- Patrol Operations and Staffing (4 recommendations); this includes:
 - Adding 12 civilian Community Services Officers (CSO) to function in a field role handling certain types of low priority/non-emergency calls.
 - Adding 66 officers and 8 corporals beyond what has already been authorized and an average of 17 officers in the next four years. This is independent of the addition of CSOs.
- District Representatives and Other Community Support Units (17 recommendations);
 this includes:
 - Adding 12 civilian CSOs to replace 3 of the 4 District Representatives in each of the four Regions, thereby returning 12 officers to patrol duties.
 - Adding 4 officers to the Motorcycle Units.

¹ Page numbers refer to locations in Executive Summary of the report.

Measuring Results (pp. 9-11)

Matrix recommends a collaborative process with the community to determine specific targets and metrics for use in evaluating community engagement and proactive/problem oriented policing efforts. The report identifies processes and potential measures to evaluate (1) how time is being spent in support of community policing and (2) evaluating the effectiveness of community policing.

CITY OF AUSTIN, TEXAS



TABLE OF CONTENTS

1.	INTRODUCTION AND EXECUTIVE SUMMARY	1
2.	WHAT IS COMMUNITY POLICING?	14
3.	COMMUNITY POLICING LEADERSHIP AND MANAGEMENT	17
4.	SUPPORT FOR COMMUNITY POLICING IN THE DEPARTMENT	38
5.	PATROL OPERATIONS AND STAFFING	76
6.	DISTRICT REPRESENTATIVES AND OTHER COMMUNITY SUPPORT UNITS	165
	ATTACHMENT A – RESULTS OF THE COMMUNITY SURVEY	202
	ATTACHMENT B – RESULTS OF THE EMPLOYEE SURVEY	216

1. INTRODUCTION AND EXECUTIVE SUMMARY

The Matrix Consulting Group was retained by the City of Austin to conduct a Community Policing Study. This final report presents the results of this study. This assessment is based on our understanding of policing needs through extensive input from the community and within the Department, extensive analysis of police workloads and service levels in the City, comparisons against industry best practices and peer agencies as well as this project team's extensive experience working with hundreds of police departments throughout the country.

1. STUDY SCOPE OF WORK

As noted above, the major focus of this phase of the study was the staffing and support needs of the Austin Police Department to provide proactive and community oriented law enforcement services to the City. As a result, the scope of this project included the following:

- What is meant by 'community policing' in a way that is appropriate and meaningful for Austin? This is critical because all policing flows from this important principle.
- How should 'community policing' be supported in the Department in recruitment and training, supervision and management, policies and procedures as well as in the leadership of the Department?
- How should the community be involved in the development, review and accountability of police services in Austin?
- What is the appropriate structure for field services to enable it to effectively anticipate community needs as well as respond to requests for service.
- What is the appropriate amount of proactive or 'community engagement' time for field patrol personnel? How does this fit into the wide range of roles which patrol officers should fulfill when they are not responding to calls for service.

- How should the proactive efforts of all field functions be coordinated to ensure that services are maximized to the community?
- What are the most appropriate roles for District Representatives in supporting the community? How many District Representatives are required in community engagement and support? What opportunities exist to civilianize some District Representatives given the breadth of the roles performed?

This study is intended to be a foundation for the choices in service delivery that the City and the Police Department have in order to be more effective in providing service to the community.

2. STUDY METHODOLOGY

In this Police Department Community Policing Study, the Matrix Consulting Group project team employed a wide variety of data collection and analytical techniques. The project team conducted the following analytical activities:

- At the outset of the staffing study, the study team interviewed the Police Chief and his management team. The purpose of these interviews was to develop an initial understanding of the organization of the Police Department and issues that led to this study.
- The project team also met with the Mayor and each member of the City Council.
 The purpose of these interviews was to develop an understanding of their
 perspectives of community policing issues. The project team also met with the
 Assistant City Manager for Public Safety at the outset of the project.
- Because the views of the community were critical to this study, the project team utilized a multi-faceted approach to understand community policing direction and issues. This approach included:
 - The project team met with representatives of several groups within the City that represented neighborhoods, business and other special interests.
 - The project team offered community focus group meetings in each Council district, which were accomplished in a variety of ways – dedicated meetings on community policing; and joining regular constituent or neighborhood meetings.
 - The project team also utilized an online community survey to directly obtain views from people living and working in the City about issues of relevance to this study. Almost 1,700 people responded to the survey.

- The project team sought views about staffing and the management of field services through several approaches. These included:
 - The project team interviewed many staff in the two Patrol Bureaus and in other functional areas of the Department. These interviews included staff at all rank level and functions.
 - Because of the need to understand the more holistic nature of how 'community policing' is supported in Austin, the project team interviewed staff in other areas of the Department – recruitment and training, policy development, data management, etc.
 - Internal input was maximized through the use of an anonymous employee survey for all staff to provide input on issues of relevance to this study.
 Over 1,100 employees responded to the survey request.
- While on site, the project team collected a wide variety of data designed to document deployments and schedules, workloads and service levels as operating and management practices. The Austin Police Department was very forthcoming with this data and much assistance was provided to the project team. The project team developed a descriptive summary, or profile, of each function within the Police Department that was relevant to the study reflecting organizational structure, staffing, workloads and service levels.
- To understand comparative issues, the project team developed a set of performance measures, called "best management practices" against which to evaluate current community services, workloads, and service levels in Austin. The team also compared the community policing efforts in Austin to 'peer' communities in Texas and around the country.
- Throughout the study process the project team kept the Police Department and the City Manager's Office apprised of the progress in the study.

Because this project was more than 'just another staffing study' the comprehensive and inclusive approaches utilized were essential.

3. OVERVIEW OF KEY ISSUES FRAMING THIS STUDY

Over the last decade, Austin has seen significant growth and expansion throughout the City. This growth has put the Police Department and the City continually in the position to evaluate the resources needed for effective police services and to continually plan for future needs. This report contains the project team's evaluation of

the current level of services provided and recommendations for additional staffing in the immediate future.

As the project team conducted this analysis, several key findings shaped the direction of the study. These key findings are summarized below:

- (1) "Community Policing" is not the coherent philosophy and strategy in the Department that it needs to be. The Austin Police Department has created many great community oriented programs which are attested to in this report. However, these great programs and ideas often exist in isolation and are not supported by strong policies, human resource and management strategies and leadership.
- (2) Steps need to be taken to ensure that internal support for community policing in the Department is consistent with these strategies, including approaches utilized to recruit, train, supervise and manage personnel who interact with the community.
- (3) The Police Department's performance delivering proactive services and responding to calls needs to be measurable and transparent. Metrics which support community policing goals need to focus on results and involve the community on a regular basis.
- (4) Patrol resources have limited opportunities to be more proactive proactivity levels are at an overall level of approximately 22%¹, well below the 35-45% range typically considered to represent an effective level of patrol service. During many hours of the day and in many areas of the City proactive or 'community engagement' time does not exist.
- (5) District Representatives (DRs) provide a valuable link in addressing problems in each Region, and provide a valuable link between the APD and residents and businesses, social services agencies and other City Departments. However, input from staff and the community indicates that these resources are not consistent in the services provided or in responsiveness to community needs.

There have been many efforts to develop and implement ideas to improve the Department's response to crime and other policing issues in Austin and with the City's rapid growth over the last decade. However, what has been lacking is a combined and sustained coordinated initiative to implement a formal community policing program and

 $^{^{1}}$ The level of proactivity reported by the Police Department has been somewhat lower than this (17% – 19%) because of several methodological differences in our two approaches. Principal among these differences is the inclusion of some proactive *activities* within counts of responses to *reactive* calls for service. In our methodology the separation of these types of work is critical as explained in the report.

process in Austin. The comprehensive needs for effective Community Policing for Austin are all evaluated in this project.

4. SUMMARY OF RECOMMENDATIONS

This report provides analysis of Community Policing in Austin and ways to make these interactions more effective. The recommendations made by the project team encompass everything that is policing – strategies and management, personnel management, policies and supervision, and staff requirements. The table below provides a summary of these recommendations and opportunities for improvement.

Summary of Recommendations

Chapter 3 – Community Policing Leadership and Management

Rewrite the mission statement so that it is clear that the Austin Police Department conducts business that recognizes Community Policing and Problem-Solving as the foundation of all activities.

Include pedestrian stops and field interviews in the yearly Racial Profiling Report.

Patrol officers need to engage in community activities at a higher level than present efforts. This has been addressed in the resources analysis of this study.

Evaluate the software currently used by Internal Affairs to store investigative records and determine if modifications are needed or if new software must be purchased so that sufficient records searches may be conducted.

Develop a marketing plan that supports the agency's Community Policing goals and efforts.

The APD should provide funding for the PIO to market its Community Policing efforts.

Define the roles of supervisors, managers, command and executive staff as they relate to community oriented policing and problem-solving.

Develop an evaluation system that allows employees to assess supervisory, management, command, and executive efforts in Community Policing.

Identify and adopt a definition of leadership that is focused on problem-solving and facilitates the involvement of all employees in leading the community.

Provide leadership training to all members of the Department.

Establish a clear policy that defines community policing and problem-solving at the Austin Police Department. The policy should be comprehensive so that the philosophy of Community Policing is established in all functions of the Department.

Develop specifically defined performance measures to gauge the effectiveness of the Community Policing efforts of the Department at the organizational level. Publish a yearly report of the findings.

Work with the community in developing appropriate performance measures and reporting.

Chapter 4 – Support for Community Policing in the Department

Assign all resources necessary to recruiting in an effort to attain the number of applicants necessary to fill attrition and newly authorized positions.

Reduce the number of days required to complete the testing process to four months total and one visit.

Automate all background and testing to speed the process.

Develop a Marketing and Strategic plan for Recruiting and Hiring that emphasizes Community Policing principles.

Revise job classifications and policies and procedures that subscribe to Community Policing principles.

Continue efforts to utilize Community Liaisons, Explorers and PAL as feeders for Recruiting.

Revise the APD website and Facebook page to reflect Community Policing principles.

Develop a Community Policing theme that highlights the philosophy as a major focus of Academy training.

Develop an introductory survey class to teach cadets the history, structure, philosophy and application of Community Policing in the Austin Police Department.

Cadets should continue to write the observation report or make a presentation on their experience in the Immersion Program.

Continue to search for a Community Policing related train-the-trainer class to offer to Police Academy instructors and field training officers.

Transfer all exit interviews of cadets and trainees who self-terminate employment during the Police Academy and the Field Training Program to Human Resources.

Explore the use of problem-based learning methodology in the Police Academy.

Reconsider the planned change in the 1-7 rating scale to a 1-4 scale. The 1-7 scale allows trainees to work within a range of ratings where positive reinforcement is easier to attain.

Reassess proposed changes to the present Trainee Checklist. Instead of a reduction of tasks, the checklist can be redesigned to become a training guide (with no checkoff process) and include the processes of Community Policing.

The APD should approve the FTP proposal to add a DOR dimension that specifically includes community organizing and problem-solving.

Explore the use of Problem-Based Learning (PBL) as a limited tool to engage trainees in problem-identification and solution activities.

Explore the use of Bloom's Taxonomy of Learning as a tool to construct learning activities and to identify learning issues faced by trainees.

Implement a requirement that trainees complete a neighborhood portfolio that analyzes a specific area of the city, which will not only create a useful database for Community Policing activities, but will establish the foundation for partnerships between the community and the Department.

Explore the potential for developing and implementing a Community Policing-based field training program, such as that proposed by the Department of Justice, COPS Office (PTO), to replace the present program.

Conduct a training needs assessment of all APD training functions every 3 years.

Provide training on Community Policing to all non-sworn members through local delivery or e-learning methods already established by the Department.

Develop e-Learning training program that encompasses cultural and social issues that affect the relationship between the APD and the community it serves.

Provide problem-solving leadership to all employees through local delivery or e-learning methods already established by the Department.

Formalize the collection of employee demographic data/statistics by race, ethnicity, and gender, to be conducted annually by Human Resources.

Analyze the performance evaluations for all employees, sworn and non-sworn, and develop a system that evaluates employees' efforts in Community Policing, including specific dimensions on the Department's values, vision and mission.

Develop a reward system that encourages employee efforts in Community Policing. This may be a separate system or a modification of the Superior Service Citation.

Chapter 5 – Patrol Operations and Staffing

Add 12 new CSO positions to function in a field role, handling certain types of low-priority and nonemergency calls that would have otherwise contributed to sworn officer workload. Assign them to the patrol regions as follows to maximize their effect on improving patrol proactive capabilities:

Region I (Central): 3 CSO positions
 Region II (North): 3 CSO positions
 Region III (east): 3 CSO positions
 Region IV (South): 3 CSO positions

Districts; I, II, III, IV:

Redeploy a limited number of officers from the evening and night shifts to each of the two day shifts to increase proactivity during those time periods.

Districts II, III, IV:

Review opportunities to transfer the workload of districts with high workloads to the surrounding districts in order to better balance proactive capabilities.

Increase the number of staff allocated to each region by adding the following positions:

- DTAC (Downtown): 4 officers
- Region I (Central): 13 officers and 2 corporals.
- Region II (North): 18 officers and 2 corporals.
- Region III (East): 12 officers and 2 corporals
- Region IV (South): 19 officers and 2 corporals.

These changes result in a net increase in the number of positions allocated to patrol by 66 officers and 8 corporals.

In addition to the staffing recommendations made in the previous section, add the following number of officer positions over the next four years in order to accommodate increases in patrol workload that will result from the City's population growth and to maintain an appropriate amount of 'proactive' or 'community engagement' time:

- 2017: 20 officers
- 2018: 18 officers
- 2019: 15 officers
- 2020: 13 officers

These positions should be deployed to the regions as determined by the rates of growth in communitygenerated activity by area.

Chapter 6 – District Representatives and Other Community Support Units

The District Representative Units should be re-focused to implement a community policing effort by identifying and forming stakeholder groups (a Project Team) that will identify issues to address, develop and implement effective responses to the identified problems and provide feedback to the Project Team. Staff a new Lieutenant position to implement and coordinate this effort.

Add 12 civilian Community Service Officers and re-assign 11 of the sworn District Representative positions to Patrol Operations.

Establish formal boards or committees for each constituent community that meet with a liaison on a quarterly basis (minimum) to discuss issues and ways to improve service.

Explore ways to fund Youth Camp and LINKS programs.

Provide Annual Reports of OCL activities and performance.

Community programs need to continue to work closely with DR's to support neighborhood events.

The APD should fund the publication of crime prevention materials for non-English speaking constituent communities.

Develop a policy that addresses officers volunteering their personal time to APD programs.

Develop methods to recruit youth in languages representative of Austin's diverse community.

Produce an annual report that highlights PAL successes and community policing principles.

Maintain the current staffing level in Parks and Lakes Units and continue to use these work units as necessary in support of safety and order maintenance goals in the downtown area.

The Highway Enforcement Command should continue its focus of having Motor Units spend more time in Patrol Districts handling traffic accident calls for service and selective traffic enforcement.

Increase the current level of staffing in the Motor Units by 4 Officers (to staff each of the six Motor Units with eight Officers) and add staffing in the future as needed to address traffic problems and provide traffic safety enforcement in support of the identified needs in the Regions.

Add measures to report on traffic safety performance (e.g., the number of contacts per work hour, injury accident reduction) to objectively evaluate performance.

Increase the current level of staffing in the Motor Units by 4 Officers (to staff each of the six Motor Units with eight Officers) and add staffing in the future as needed to address traffic problems and provide traffic safety enforcement in support of the identified needs in the Regions.

Evaluate the effectiveness of staffing the Telephone Reporting Unit (9-1-1 Call Takers) with dedicated staff during certain hours of the day.

Evaluate reasons for the high attrition rate in the Communications Unit and take immediate steps to try and reduce it to the 10% - 12% range.

The project team has developed projections for resource needs in the medium term (5 years). Changes in staffing levels cannot be implemented quickly. Intermediate strategies would need to be implemented to meet the proactivity targets – examples of such strategies could be double academies and/or increased levels of overtime.

5. MEASURING RESULTS

The project team believes that many of the recommendations made in this report, such as approaches to training, are evolutionary. Other recommendations, such as the use of civilians in a variety of community services are more radical. Many recommendations entail additional public funds to support the recommendations made. The City and the community need assurances that there are measurable results associated with these changes.

Among our recommendations for Leadership and Management in Community Policing is a process of transparency and performance management. This process should not be dictated by the Police Department, it should be more collaborative and focusing on the resolution of prioritized problems in the City. This issue has been an

impediment to change in the past. We have recommended a process in which the APD work with groups of staff and citizens to define specific targets and metrics for use in evaluating community engagement and proactive / problem oriented policing efforts in Austin and review data to ensure that these service targets are met and staff held accountable. Staff and citizen "strategic planning groups' would be intensive in Year 1, quarterly thereafter.

The project team has identified many measures to use as an initial foundation for measuring results. The table, below, describes processes and potential measures to evaluate improvements and successes relating to the amount of time dedicated to 'community engagement' and the effectiveness of these approaches.

Community Policing Area	Processes	Metrics
Tracking Community Engagement Time	 Track the amount of proactive time spent by patrol officers in in aggregate and in Regions. Track 'hot spots' in areas. Track relevant individual measures of proactive community policing in aggregate and in Regions. Supervisors (Sergeants) and managers (Lieutenants and above) develop 'tactical action plans' to address problems in each Region. Track the efforts of District Representatives (DRs) in working to support the community on service issues. Develop quality of life / code enforcement indicators. Track the efforts of patrol supervisors and managers in supporting and interacting with the citizens. 	 35% proactive time on average in aggregate and in each Region, except DTAC. Develop real time hot spot policing in 1 day; track results. Develop metrics for each assignment – # of citizen interactions / month,% of time in officer initiated activities. Meeting x% the targets spelled out in the plans. DRs, depending on the Region, conduct x community meetings per y, create x community groups in y, conduct x programs per y, respond to requests in x days. Quality of Life issues addressed by next day. Conduct quarterly 'Commander Forums'; meet with identified community groups in x period; respond to requests in x days.

Community Policing Area	Processes	Metrics
Evaluating the Effectiveness of Community Policing	 Processes Develop and work with Staff and Citizen 'Strategic Planning Groups' to define and evaluate specific community policing targets. In support of the 'tactical action plans' described above develop comprehensive approaches to formally structure them. Develop long term targets for reduction of selected crime rates in each Region. Develop annual surveys of community perceptions of safety and the APDs effectiveness in shaping those perceptions. Identify appropriate community groups in each Regions and work with them to address community problems which the APD can address. Conduct periodic independent and objective assessments of the Department's performance in critical community policing efforts and interactions. Develop specific training targets for community policing in the academy, field and ongoing in service training. Develop a process for periodically addressing community policing related policies, training, field supervision and individual performance. 	 Internal and external groups created in 2016; develop service targets in Q1 2017. Develop planning process by Q2 2017 and implemented in Q3. Identify crime reduction rate targets for (e.g., burglary) in City and Regions. x% overall satisfaction; internal process developed for identified survey issues in 2 months. Outreach in 2016 to identify community groups to interact with; goal of quarterly (or other) meetings by Commanders or DRs, as appropriate. Develop annual third party assessments of community policing performance, profiling, use of force, etc. Report findings publicly. Develop a 40 hour block of Academy training on Community Policing; develop field training standards for reinforcing community policing training; develop 8 hours of annual training on topic selected by Strategic Planning Groups and APD management. A group of APD managers, supervisors and staff evaluate needed changes in policies, training, performance evaluations annually. Work with the Strategic Planning Groups.
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6. SUPPORTING RESOURCES

Many of the recommendations in this study are supported by various authors who are recognized experts and institutions conducting research in Community

Oriented Policing and Problem-Solving. This list does not exhaust the available

resources on this topic:

California Department of Peace Officers Standards and Training. (April 2006) "Recruitment and Retention Best Practices Update."

Final Report: The President's Task Force On 21st Century Policing, May 2015.

IACP National Policy Summit on Community-Police Relations: "Advancing A Culture of Cohesion and Trust." (2015) Retrieved from

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CITY OF AUSTIN, TEXAS

Final Report on Community Policing

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- U.S. Department of Justice, Community Oriented Policing Services, Police Training Officer (PTO) Program, http://www.cops.usdoj.gov/default.asp?ltem=461 Retrieved on April 30, 2016.